

CHAPTER III PERFORMANCE AUDIT

3.1 PLANNING AND IMPLEMENTATION OF WOMEN COMPONENT PLAN BY LOCAL SELF-GOVERNMENT INSTITUTIONS

Executive Summary

During the Ninth Five Year Plan period (1997-2002), the Government of Kerala introduced Women Component Plan at the Local Self-Government levels. The objective of the plan was to mobilise activities which improve the social and financial status of women and to include projects that benefit women directly. The project planning and subsidy guidelines of Government of Kerala for the Twelfth Five Year Plan (2012-17) stipulated that 10 per cent of the Development Fund shall mandatorily be allocated under Women Component Plan. A Performance Audit was conducted to assess whether the funds were allocated as per norms and plans/schemes were formulated and implemented for the exclusive benefit of women. The Performance Audit brought out following significant audit findings:

Out of a total allotment of ₹ 287.05 crore in 30 Local Self-Government Institutions (LSGIs) selected for audit, the expenditure incurred was ₹ 149.62 crore (52.12 per cent), of which, only ₹ 73.18 crore was utilised for projects, which benefitted women directly.

(Paragraph 3.1.7)

None of the selected LSGIs conducted Gender Analysis, prepared Gender Budgeting or maintained gender segregated data for the purpose of assessing the requirement and needs of women.

(Paragraph 3.1.8.1(a))

Non-allocation of Women Component Plan fund to Scheduled Caste/Scheduled Tribe women population in five LSGIs deprived the weakest section of better health and living standards.

(Paragraph 3.1.8.2)

The projects under three sectors were taken up without conducting proper feasibility studies or identifying beneficiaries, which led to low utilisation of funds and non-achievement of the objective of empowering women by raising their social and financial status and by providing them with better health facilities.

(Paragraph 3.1.9.1)

Non-formulation of follow-up projects and inadequate training resulted in non-fulfilment of intended objective of enhancing employment skills of women.

(Paragraph 3.1.9.2)

Out of 234 buildings constructed utilising WCP fund of ₹ 28.77 crore in 15 out of 30 test-checked LSGIs, 59 buildings worth ₹ 7.30 crore were lying idle and 31 buildings and equipment worth ₹ 4.92 crore were not being utilised for the purpose for which they were constructed/procured.

(Paragraph 3.1.9.4 and 3.1.9.5)

Three different projects implemented for improving the economic and social status of women/girls in three LSGIs without proper planning and ensuring their viability led to unfruitful expenditure of ₹ 42.19 lakh.

(Paragraph 3.1.9.6)

Non-constitution/non-functioning of the Jagratha Samithis deprived women population of a local level mechanism for redressal of atrocities against women.

(Paragraph 3.1.9.7)

3.1.1 Introduction

Government of India (GoI) adopted Women Component Plan (WCP) as one of its major strategies in the Ninth Five Year Plan (1997-2002). Government of Kerala (GoK) introduced WCP at the Local Self-Government levels in June 1998. In subsequent years, the GoK continued the WCP at the local level and directed that allocation of 10 *per cent* of Development Fund¹ should be set apart for women-specific projects. The key objective of WCP was to improve the social and economic status of women. The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulated that projects which increase the employment opportunities, and raise the social and financial status of women alone, that is, projects which benefit women exclusively shall be included under WCP.

In the year 2015, 17 Sustainable Development Goals (SDGs) and the associated 169 targets were proposed by the United Nations (UN) officially known as Transforming our World: the 2030 Agenda for Sustainable Development. Sustainable Development Goal 5 deals with achieving gender equality and empowering all women and girls. Government of Kerala recognised the SDGs of UN and Social Justice Department of GoK was selected as the nodal department for implementation of projects/schemes for women empowerment. The Social Justice Department directed that the Local Self-Government Institutions (LSGIs) shall give special consideration in formulating projects with a view to achieve the SDGs by 2030.

3.1.2 Organisational setup

The following institutions/agencies are involved in the implementation of the projects under WCP.

The Local Self-Government Department in GoK headed by Principal Secretary/Additional Chief Secretary, is empowered to issue general guidelines to LSGIs in accordance with national and state policies. Local Self-Government Institutions constituted in the rural and urban areas are referred to as Panchayat Raj Institutions (PRIs) and Urban Local Bodies (ULBs) respectively. In the three tier² Panchayat Raj system in the State, each tier functions independently. The LSGIs prepare detailed project reports and submit to the District Planning Committee (DPC) for approval and the projects are executed by LSGIs through various

¹ Development Fund for the purpose of WCP include Development Fund (General), Special Component Plan Fund (SCP), Tribal Sub Plan (TSP) Fund and Central Finance Commission Grant (up to 2015-16) and from 2016-17 onwards Central Finance Commission Grant was not included.

² Grama Panchayat, Block Panchayat and District Panchayat.

implementing agencies. Government of Kerala constituted Jagratha Samithies in PRIs and in ULBs. Jagratha Samithi was an initiative of the State Women’s Commission to protect the rights of women and children and for mainstreaming gender in decentralisation process.

3.1.3. Audit Objectives

This Performance Audit was conducted to assess:

- i) whether the schemes/projects under WCP to improve education, health and financial status of women were formulated and implemented economically, efficiently and effectively and were targeted to achieve GoI adopted United Nations Sustainable Development Goal of ‘Gender Equality’; and
- ii) whether financial management under WCP was efficient and financial assistance was adequate for the effective implementation of schemes/projects.

3.1.4 Audit Criteria

The audit criteria for evaluation of Performance Audit were sourced from the following:

- i) Kerala Municipality Act, 1994,
- ii) Kerala Panchayat Raj Act, 1994,
- iii) The project planning and subsidy guidelines/Circulars/Orders issued by Government of India/Government of Kerala/LSGIs,
- iv) Sustainable Development Goals of United Nations, and
- v) Gender Budgeting Handbook, 2007, and 2015 issued by the Ministry of Women and Child Development.

3.1.5 Scope and Methodology of audit

The Performance Audit (PA) covering 2012-13 to 2016-17 was conducted from May to October 2017. The PA commenced with an entry conference (June 2017) with the Additional Secretary, Local Self-Government Department (LSGD) where the audit objectives, criteria and audit methodology were discussed in detail. An exit conference was conducted on 09 January 2018 with the Additional Chief Secretary (ACS), LSGD during which the audit findings were discussed in detail. Replies received were considered while finalising the Report.

Audit Methodology included scrutiny of records maintained in LSGD, LSGIs, collection of information through joint site verification and questionnaire. The databases of Sulekha³, Saankhya⁴ and Census data were linked for data analytics. The output generated from data analytics was used for planning the audit, selection of samples, identifying key areas of audit concern and testing in substantive audit.

Thirty units⁵ were selected for detailed scrutiny by applying stratified sampling method using IDEA software as detailed in **Appendix X**.

³ The web application suite used by LSGIs to monitor plan formulation, appraisal, approval, revision process and expenditure against the allocation of plan projects.

⁴ An application software for accrual based double entry accounting in LSGIs.

⁵ Includes two Corporations, five Municipalities, four District Panchayats, five Block Panchayats and 14 Grama Panchayats.

3.1.6 Funding

The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulated that 10 per cent of the Development Fund shall mandatorily be allocated under WCP. The total allocation of Development Fund, amount allocated for WCP and its utilisation during 2012-13 to 2016-17 are shown in the **Table 3.1**.

Table 3.1: State-wide Allocation and Expenditure under WCP

(₹ in crore)

Year	Total Development fund	Allocation under WCP	Percentage of allocation	Expenditure under WCP	Percentage of expenditure against allocation
2012-13	3482.47	429.81	12.34	291.25	67.76
2013-14	4613.22	529.13	11.47	406.82	76.88
2014-15	5454.64	611.26	11.21	440.77	72.11
2015-16	5701.63	603.93	10.59	432.95	71.69
2016-17	4603.53	560.46	12.17	335.64	59.89
Total	23855.49	2734.59	11.46	1907.43	69.75

Source: Information Kerala Mission

During 2012-13 to 2016-17, the LSGIs of the State allocated ₹ 2,734.59 crore towards WCP, which was 11.46 per cent of Development Fund and hence the mandatory 10 per cent allotment was achieved. However, the utilisation of WCP fund ranged from 59.89 to 76.88 per cent during the period. While agreeing to the audit observations, GoK stated (January 2018) that the low expenditure in WCP was mainly due to environmental, social and regional issues and further stated that directions would be issued to Grama Panchayats (GPs) to comply with plan guidelines and relevant Government Orders. The fact remains that though LSGIs allotted the mandatory 10 per cent of Development Fund, GoK failed to ensure its full utilisation.

Audit Findings

3.1.7 Allocation and utilisation of WCP fund

The details of allocation of WCP fund and its utilisation in the selected 30 LSGIs are given in **Table 3.2**.

Table 3.2: Allocation and utilisation of funds by selected LSGIs

(₹ in crore)

Year	Total development fund allocated	Fund allocated under WCP	Percentage of fund allocated against total development fund	Expenditure incurred		Fund allocated for projects exclusively beneficial to women	Percentage of fund allocated for women exclusively beneficial projects against total development fund	Utilisation towards projects exclusively benefiting women	Percentage of utilisation for women beneficial projects against total development fund
				Amount	Percentage of expenditure against allocation under WCP				
2012-13	399.70	31.64	7.92	13.69	43.27	22.49	5.63	8.30	2.08
2013-14	563.12	52.07	9.25	24.09	46.26	37.75	6.70	14.56	2.59
2014-15	694.33	71.36	10.28	41.13	57.64	41.62	5.99	18.91	2.72
2015-16	770.25	63.11	8.19	35.05	55.54	37.67	4.89	15.51	2.01
2016-17	634.75	68.87	10.85	35.66	51.78	45.39	7.15	15.90	2.50
Total	3062.15	287.05	9.37	149.62	52.12	184.92	6.04	73.18	2.39

Source: Data collected from Information Kerala Mission and LSGIs

Deficiencies noticed in the allocation and utilisation of WCP fund are discussed below:

- The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulate that projects such as construction of house/toilet, electrification, providing drinking water and similar projects equally beneficial to both men and women, construction of anganwadi buildings and anganwadi nutrition programme etc., should not be included under WCP. However, housing schemes/drinking water schemes for women headed families having no mature male member shall be included under WCP. But, LSGIs allocated WCP funds for schemes, which were not exclusively beneficial to women such as construction/renovation of houses to families, anganwadi buildings, office buildings, dispensaries, roads etc., in contravention to the planning and subsidy guidelines. Excluding such schemes, the allocation of WCP fund by the selected LSGIs ranged from 5.63 to 7.15 *per cent* of the total Development Fund. Audit scrutiny of the selected LSGIs revealed that, the mandatory 10 *per cent* allocation was attained by the LSGIs only during 2014-15 and 2016-17. Audit observed that none of the test- checked LSGIs except Kayanna GP allocated the mandatory 10 *per cent* of Development Fund for the entire period of 2012-13 to 2016-17 (**Appendix XI**).

The Secretaries of five LSGIs⁶ stated (November 2017) that absence of specific instructions in the plan guidelines on formulation of projects, which exclusively benefit women, adversely affected formulation and implementation of projects under WCP. It was also stated that 10 *per cent* allocation under WCP was not made during certain years at the time of plan formulation due to lack of training and awareness. Thalassery Municipality (November 2017) stated that many projects selected by Working Groups for inclusion under WCP were not considered due to lack of interest on the part of the Municipal Council. Additional Chief Secretary, LSGD (January 2018) stated that directions would be issued to all LSGIs to follow the guidelines. The fact, however, remains that the minimum 10 *per cent* required allocation under WCP was not ensured by all the LSGIs.

- The utilisation of WCP fund by the selected LSGIs during 2012-17 ranged from 43.27 to 57.64 *per cent* of allocation. During this period, the selected LSGIs proposed 2,152 projects for implementation against which only 1,413 projects were actually implemented. Details of projects implemented and utilisation of funds by selected LSGIs are given in **Appendix XI**. Out of the allocation of ₹ 287.05 crore, the expenditure incurred was ₹ 149.62 crore (52.12 *per cent*), of which, only ₹ 73.18 crore was expended for projects directly benefitting women such as construction of houses for families headed by women, vocational training to women, infrastructure facilities created for the welfare of women, conducting medical camps for women etc. The expenditure incurred on beneficial projects was only 2.39 *per cent* of the total allocation under Development Fund.

Thus, the failure of LSGIs to allot the minimum 10 *per cent* mandatory fund for WCP in every year and utilise the fund for schemes exclusively beneficial to

⁶ Kochi Corporation, Kalpetta and Tirurangadi BPs, Pallivasal and Thondernad GPs.

women resulted in deprivation of benefits, which would have improved social and economic status of women. The Additional Chief Secretary (LSGD) stated in the exit meeting (January 2018) that gender-neutral schemes were to be implemented using Plan Fund (General) and utilisation of WCP fund should be only for schemes directly benefitting women. Government of Kerala stated (January 2018) that negative performance in utilisation of WCP fund was due to political and social factors like instability of administration, lack of raw materials, water shortage and non-co-operation of beneficiaries and further stated that directions would be issued to rectify the defects. The reply was not acceptable as it is incumbent on the part of the LSGIs to implement the schemes by making all possible efforts.

3.1.8 Planning

3.1.8.1 Deficiencies in formulation of projects under WCP

The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulated that projects, which increased the employment opportunities and raise the social and financial status of women alone should be included under WCP.

Audit observed that the flaws in planning process led to non-identification of schemes beneficial to women, inclusion of ineligible schemes, non-utilisation of assets created under WCP, etc., as detailed below:

(a) Non-preparation of gender budget

The Secretary, Planning Commission, GoI (October 2012) and Secretary, Ministry of Women and Child Development (MWCD), GoI (February 2013) advised Chief Secretaries of the States/Union Territories reiterating the need for adopting Gender Budgeting (GB)⁷ and complying with the directions stipulated in the guidelines issued by the MWCD. The directions to be complied by all the States/UTs *inter-alia* included issue of a formal notification regarding the adoption of GB by all Departments, Municipal Bodies and Zilla Panchayats, formulation of Gender Budgeting Cell etc. However, the directions were not complied with by LSGD. Gender analysis⁸ is an important planning tool for preparing GB. Gender segregated data⁹ provides necessary inputs for gender analysis.

During 2012-17, the test-checked LSGIs neither conducted any gender analysis nor prepared a gender status report as they did not maintain the gender segregated data. It was observed that Gender Budgeting Cell (GBC) was not constituted in LSGD till date (October 2017). Thus, GoK was unable to monitor or evaluate whether budget allocation was adequate to implement the gender responsive policies, whether the money was actually spent as planned, what was delivered and to whom and whether the objective of promoting/achieving greater gender equality was achieved. This resulted in improper planning/implementation of schemes/projects related to women empowerment in sub-sectors like health,

⁷ Gender budgeting is a development concept that aims to understand the allocation of funds, monitor expenditure and public service delivery from a gender perspective.

⁸ Gender analysis is a method of identifying, analysing and understanding different activities of women, men, boys and girls, relations between men and women and patterns of women's and men's access to and control of resources.

⁹ Gender segregated data must be collected for proper needs assessment and subsequent evaluation of Government interventions through various schemes and programmes.

nutrition, education, employment, skill development, training, sanitation, social security, housing, etc., as discussed in the paragraph 3.1.9.

Government of Kerala stated (January 2018) that observation about Gender Budgeting was a vital and important subject related to women empowerment in rural areas and further stated that necessary steps would be taken for the preparation of Gender Budget in future.

Recommendation-1:

Local Self-Government Institutions may use tools like Gender Analysis and Gender Budgeting for analysing the financial and social requirements of women and design schemes accordingly.

(b) Convening of Special Grama Sabha/Ward Sabha Meetings

Grama Sabha/Ward Sabha(GS/WS), is a platform for people to raise/suggest their needs, issues, debate on schemes already being implemented and determining the prioritisation of development activities. Even when women and marginalised sections of the society attend meetings of GS/WS, their issues and development needs were neither properly identified and addressed nor mainstreamed in the development agenda. Under the circumstances, GoK directed (January 2013) that one of the four stipulated GS/WS meetings shall be organised for special groups like children, women, senior citizens, disabled persons and youth so that the GS/WS can be pro-active to the needs of special groups and the LSGIs can plan and implement programmes with the active involvement of the marginalised and vulnerable groups.

None of the test-checked LSGIs organised Special GS/WS for women as stipulated in the Government Order during the last five years. As a result, while formulating projects under WCP, requirements of women were not properly identified and addressed. Government of Kerala stated (January 2018) that action would be taken to organise meetings of Special Grama Sabha for women in future for identifying issues relating to women.

(c) Convening of meetings of Working Group

The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulated that every LSGI shall constitute separate Working Group (WG) at institution level for different sub-sectors headed by an elected member as Chairperson and shall function under the control and supervision of the Standing Committee concerned. The responsibilities of WGs entail preparation and submission of status report and draft project proposals to the LSGI, giving advice to the Standing Committee or other WGs in matters relating to project formulation, preparation of feasible projects, monitoring the implementation of projects etc. The first step of plan formulation is the constitution of the WGs. In the first general meeting, each WG should discuss the preparation of status report, draft project proposals and then arrive at a future plan for further continued activities. The guidelines stipulated convening of meetings as and when required.

Audit observed that during 2012-13 to 2016-17, 9 out of 30 test-checked LSGIs, did not convene meetings of WGs on Women and Child Development in certain years. Similarly, 22 out of 30 LSGIs, convened meetings only once in certain years (**Appendix XII**). Audit also observed a decreasing trend in convening of WG meeting during the period of audit. Considering the enormous task assigned to

WGs, holding of regular meetings was essential for proper planning and implementation of schemes included under WCP.

Audit further observed that due to non-convening of the meetings at regular intervals, the WGs did not assess the feasibility of projects included in WCP and as a result, plan proposals were prepared without adequate study of the sector concerned and suggestions to tackle the problem as discussed in this Performance Audit.

The Secretaries of three LSGIs¹⁰ stated that members of Working Group showed reluctance to participate in the meetings regularly as well as to get actively involved in the formulation of projects and non-availability of experts in the concerned sectors/reluctance of such experts to participate in meetings adversely affected the effective formulation of projects under WCP.

The guidelines further stipulated (January 2016) that each WG shall undertake project impact assessment pertaining to the respective sector and a status report including the project proposals shall be prepared and given to the LSGI for presenting before the GS/WS. The status reports, thus, submitted by each WG shall be consolidated by the LSGI. The Grama Panchayats (GP) shall submit copy of the status reports to the Block Panchayat (BP) and the BPs to the District Panchayat (DP). However, project impact assessment as stipulated in the subsidy guidelines was not done by any of the test-checked LSGIs.

Government of Kerala agreed (January 2018) with the findings of audit and stated that necessary directions would be issued to all concerned institutions for strict compliance of the Government Order in this regard.

Recommendation-2:

Local Self-Government Institutions may ensure that forums like Grama Sabha/Working Groups actively deliberate on various women oriented schemes for inclusion in the annual plan proposal.

3.1.8.2. Non-allocation of WCP fund to Scheduled Caste/Scheduled Tribe women population

Audit observed that the LSGIs having Scheduled Caste (SC)/Scheduled Tribe (ST) women population did not allocate funds for projects/schemes under WCP for benefit of SC/ST community as detailed below, thus, depriving the women belonging to weaker sections of better health and living standards.

- In Attappady BP, the ST women population was 43.12 *per cent* of the total women population. However, for the period from 2014-15 to 2016-17, no funds were allocated for the development of ST women.
- In Nenmeni GP, the population of ST women was 67.19 *per cent*. However, no funds were allocated for the benefit of ST women for the years 2012-13, 2015-16 and 2016-17.
- In Parassala BP, the SC women population was 9.20 *per cent*. However, no funds were allocated for SC women from 2012-13 to 2015-16, but in 2016-17, the entire allocation (40.16 *per cent*) was utilised. Had the funds been allocated during

¹⁰ Tirurangadi BP, Mutholy GP and Thondernad GP.

2012-13 to 2015-16, it could have been utilised for the welfare of SC women population in the BP.

- The SC women population in Moonnilavu GP was 29.98 *per cent*, no funds were allocated for benefit of SC women during 2015-16 and 2016-17.
- In Pudur GP, the SC women population was 28.24 *per cent*. However, no funds were allocated for the development of SC women during 2012-13, 2015-16 and 2016-17.

Audit observed that planning was lacking in so far as adequacy of allocations was concerned for the development of marginalised communities. The Report on Socio-Economic Status of Scheduled Tribes of Kerala, 2013, GoK, brought out the absence of health care in far flung and isolated tribal areas. Lack of food security, sanitation and safe drinking water, poor supply of nutrition, high poverty level, illiteracy, belief systems and cultural practices and unhealthy lifestyle aggravate the poor health status of tribal people. The ACS stated in the exit meeting (January 2018) that training and awareness programmes among the weaker sections in Panchayats would be conducted and model WCP projects benefitting tribal women population would be formulated.

Government of Kerala (January 2018) agreed with the audit findings and stated that suitable directions would be issued to ensure the mandatory allocation of fund under WCP for SC/ST women population.

3.1.9 Implementation

3.1.9.1 Sector-wise analysis of projects formulated/implemented under WCP

The LSGIs allocated WCP funds for three Sectors *viz.*, Service, Productive and Infrastructure. Service sector consisted of education, health, mother and child care, labour and social welfare. Productive sector included agriculture, soil and water conservation, irrigation and industries. Infrastructure sector included energy, transportation and public buildings.

Sector-wise analysis of allocation and utilisation of WCP funds in the test-checked LSGIs are detailed below:

(a) Service Sector

During 2012-13 to 2016-17, as against an allocation of ₹ 168.56 crore (1,148 projects), ₹ 100.31 crore (59.51 *per cent*) was utilised (754 projects). Out of the allocation of ₹ 168.56 crore, ₹ 97.49 crore (57.84 *per cent*) was allocated for ineligible projects *i.e.*, projects, which were not directly benefiting women¹¹ (**Appendix XIII**). Against the ineligible allocation of ₹ 97.49 crore, ₹ 73.32 crore was spent. Further, Audit observed that 66.92 *per cent* of the ineligible allocation was made towards construction and maintenance of house not exclusively benefiting women. In this context, it is pertinent to mention that the selected LSGIs were allotted ₹ 1,035.49 crore for housing schemes¹² during 2012-13 to 2016-17, the utilisation (March 2017) was only ₹ 429.52 crore (41.48 *per cent*). Hence, the

¹¹Construction/maintenance of house excluding those intended for families headed by women (66.92 *per cent*), construction/maintenance of anganwadis (16.69 *per cent*), nutrition programmes for anganwadis (10.36 *per cent*), payment towards education (Sarva Shiksha Abhiyan) (0.54 *per cent*) and others (5.49 *per cent*)

¹² EMS housing scheme of GoK, Indira Awas Yojana and Pradhan Mantri Awas Yojana.

assistance to housing schemes not directly benefiting women should have been included under schemes other than WCP.

In the test-checked LSGIs, allocation of funds for the last five years in respect of education and health sub-sectors, intended to improve the social and health standards of women, was only 3.09 and 5.31 *per cent* of the total WCP funds allocated against which the utilisation was 53.75 and 57.88 *per cent* respectively. This indicated that enough thrust was not given for these major sub-sectors.

Audit scrutiny of allocation and utilisation of funds in these sub-sectors revealed that the LSGIs did not take adequate initiatives to identify feasible projects and select beneficiaries. As a result, the objective of WCP to empower women by equipping them to take up employment by providing education/training and providing better health facility was not adequately addressed.

(b) Productive sector

Productive sector is the back-bone of rural economy as it aims at improving agriculture related output and thereby providing livelihood to rural population. Out of 714 projects proposed under productive sector in test-checked LSGIs involving ₹ 87.28 crore for the period 2012-17, only 496 projects utilising ₹ 36.34 crore (41.64 *per cent*) were implemented. Out of these, ₹ 2.51 crore (6.91 *per cent*) was utilised for 12 projects not directly benefitting women (**Appendix XIII**).

Audit observed that the utilisation of funds under sub-sectors of productive sector such as animal husbandry, dairy development, agriculture etc., was less than 50 *per cent* in 25 projects in seven out of 30 test-checked LSGIs. Though these projects were intended to benefit 18,490 women beneficiaries, only 5,927 women were benefitted utilising ₹ 0.85 crore, out of ₹ 2.94 crore allotted (**Appendix XIV**).

Audit scrutiny of low utilisation of fund in these sub-sectors revealed failure to conduct feasibility studies by the LSGIs before formulation of the projects, preparation and handing over of the beneficiary list to the Implementing Officers by the LSGIs at the fag end of the financial year, reluctance of SC/ST beneficiaries to remit the element of beneficiary contribution due to financial constraints etc.

(c) Infrastructure Sector

Local Self-Government Institutions formulated projects under infrastructure sector for constructing different types of public buildings for use of women such as community development society hall/office, toilets for girls' schools, rest rooms, feeding room for mothers in public places etc. Out of 290 projects proposed (**Appendix XIII**) at a cost of ₹ 31.21 crore by the test-checked LSGIs under this sector during 2012-17, 163 projects were implemented utilising ₹ 12.96 crore (41.54 *per cent*). Out of these, seven projects worth ₹ 0.60 crore were not directly beneficial to women.

Audit observed that in the 30 test-checked LSGIs, an amount of ₹ 102.14 crore (35.58 *per cent* of the total allocation) under the three sectors was allocated for schemes, which were not directly beneficial to women, against which the expenditure was ₹ 76.43 crore (**Appendix XIII**). The WCP expenditure directly benefitting women was ₹ 73.18 crore, which was only 2.39 *per cent* of total Development Fund of selected LSGIs (₹ 3,062.15 crore).

The analysis of expenditure in the three sectors revealed that the LSGIs did not select relevant schemes, which would have resulted in improving the social and

financial status of women. Thus, the approach of LSGIs was *ad hoc* in nature and largely aimed at perfunctorily providing 10 *per cent* mandatory allocation to WCP rather than achieving the intended objective of empowerment of women.

Government of Kerala agreed (January 2018) with the audit findings and stated that circulars would be issued to all LSGIs for strict compliance of plan formulation guidelines.

3.1.9.2 Vocational training for women

One of the major impediments affecting women's participation in the workforce is the lack of skill. The Twelfth Five Year Plan guidelines of GoI envisaged a major scaling up of skill development to be accompanied by special efforts to promote skill development of women from traditional skills to emerging skills which help women break the gender-stereotypes. Training of women as electricians, electronic technicians, plumbers, sales persons, auto drivers, taxi drivers, masons, etc., were also envisaged to be incorporated in the skill development programmes. The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulated that vocational training can be imparted for setting up of self-employment enterprises/ventures and it was also emphasised that training programme alone should not be included as part of WCP projects.

Audit scrutiny revealed that though 34 skill development projects involving an amount of ₹ 1.91 crore were proposed by 12 out of 30 selected LSGIs (**Appendix XV**), only 24 projects were partially/fully implemented utilising an amount of ₹ 0.69 crore (36.13 *per cent*). No follow-up projects for providing employment were formulated by these LSGIs. The remaining 18 LSGIs did not formulate any project for imparting skill training to women during the last five years. An example of a project though completed but failed to yield any substantial result is enumerated below:

The District Panchayat, Palakkad implemented a project at an estimated cost of ₹ 50 lakh under WCP (2014-15) with the objective of imparting skill training to 250 SC women and to provide assistance for self-employment. As part of the programme, 250 SC women (25 units of 10 women each) from 25 Panchayats were imparted training for Desktop Publishing (DTP) and 50 desktop computers (₹ 0.36 lakh per computer) and 25 digital multifunction printers (₹ 0.88 lakh per printer) were purchased in March 2015. The expenditure incurred for the training programme and the purchase of equipment were ₹ 10 lakh and ₹ 40 lakh respectively. Apsara Training Institute for Skill Development and Management, Palakkad was selected (February 2014) for imparting DTP training. Site visit conducted jointly by Audit and the District Panchayat Officials (August 2017) and replies from the LSGIs revealed that the computers and printers provided to 11 Grama Panchayats¹³ were lying idle for want of basic facilities even after elapse of two years since the supply of equipment. The DTP centre started at Thenkurissi GP was working only as a Photocopy centre for want of professional expertise, which was indicative of the poor quality of the training provided. Of the 250 women who received training, only 50 women were engaged in DTP related ventures. This

¹³ Anakkara, Ananganadi, Erimayur, Kadampazhipuram, Kuzhalmannam, Lakkidi-peroor, Mannur, Muthalamada, Pattithara, Pookkottukavu and Vadakkenchery.

resulted in non-fulfilment of intended purpose and idling of equipment worth ₹ 17.60¹⁴ lakh supplied to 11 units.

Government of Kerala while admitting the audit findings stated (January 2018) that in certain places, the project failed due to non-co-operation from beneficiaries and for rectifying the irregularities, flawless plans and projects would be formulated and monitored.

3.1.9.3 Parking of funds

Audit observed that in the three out of 30 test-checked LSGIs, WCP funds of ₹ 1.15 crore allocated for various schemes were retained by other agencies without implementing the scheme as discussed below:

- Government of Kerala permitted (March 2015) the GPs under Thalassery BP, Kannur DP and Thalassery Municipality to provide funds to establish a Mother and Child Hospital as part of Government Hospital, Thalassery. Accordingly, Kannur DP and Thalassery Municipality transferred an amount of ₹ 50 lakh each from WCP funds in April and July 2015 respectively to the Organising Committee for establishment of Mother and Child Hospital at Thalassery. Audit noticed that the Committee could not acquire the land identified for construction, as the land identified entailed violation of Coastal Regulation Zone (CRZ). No effort was made either by the Committee or the LSGIs in finding another suitable land for construction of the Hospital. Thus, WCP fund amounting to ₹ one crore was lying unutilised (November 2017) for more than two years and the benefit of an exclusive Mother and Child Hospital, which would have contributed to improve the health status of women remained unachieved.

Government of Kerala (January 2018) stated that the Committee would be purchasing the land soon and fund utilisation reported to Audit. The reply was not tenable as the WCP funds remained unutilised with outside agency for more than two years and the objective of establishing a Mother and Child Hospital was not achieved.

- The Kochi Corporation formulated a project to rehabilitate 129 women road side food vendors and raise their income level by providing them with kiosk¹⁵. The unit cost of Kiosk was ₹ one lakh, which includes subsidy of ₹ 25,000, bank loan of ₹ 70,000 and beneficiary contribution of ₹ 5,000. The subsidy amount of ₹ 32.25 lakh @ ₹ 25,000 per beneficiary was transferred (March 2014) to Urban Poverty Alleviation Department (UPAD), the implementing agency. Out of 129, only 68 beneficiaries came forward to receive the assistance. The remaining 61 beneficiaries opted out of the project as they were reluctant to avail bank loan and due to non-identification of suitable location for setting up the Kiosk within the Corporation. The balance of ₹ 15.25 lakh was retained in the account of UPAD (December 2017). The Project Officer, UPAD replied (December 2017) that the proposals for remitting back the unspent balance of ₹ 15.25 lakh with interest was submitted to Welfare Standing Committee for approval.

¹⁴ Cost of two computers - ₹ 0.72 lakh
Cost of one printer - @ ₹ 0.88 lakh ; Total - ₹ 1.60 lakh
Cost of equipment in 11 LSGIs- ₹ 1.60 lakh x 11 = ₹ 17.60 lakh

¹⁵ A small open-fronted hut or cubicle from which newspapers, refreshments, tickets etc., are sold.

Thus, ₹ 1.15 crore meant for two schemes for providing better facility to women remained unutilised with other agencies. Audit observed that in the cases mentioned above, the two LSGIs had transferred the fund to the implementing agencies during the fag end of the financial year, indicating that LSGIs were more interested in exhibiting expenditure rather than ensuring fruitful utilisation of fund.

3.1.9.4 Idling of Infrastructure facilities resulted in unfruitful expenditure of ₹ 7.30 crore

Test-checked LSGIs constructed buildings for housing various centres such as employment training centres, marketing centres, rest rooms, meeting halls, feeding rooms for mothers etc., for women by utilising WCP fund. Audit observed that out of 234 buildings constructed for women specific projects utilising ₹ 28.77 crore in 15 test-checked LSGIs, 59 buildings worth ₹ 7.30 crore (25.37 per cent) were lying idle. Number of buildings constructed, idling and the expenditure involved in the selected LSGIs are detailed in **Table 3.3:**

Table 3.3: Number of buildings constructed, idling and the expenditure incurred

Sl No.	Name of LSGI	Number of buildings constructed	Total fund allocated under WCP (₹ in crore)	Total expenditure incurred (₹ in crore)	Number of buildings idling	Unfruitful expenditure due to idling (₹ in crore)
1.	Kannur DP	10	5.06	2.59	2	0.51
2.	Kollam DP	28	5.57	5.08	11	2.24
3.	Kottayam DP	56	7.87	4.5	10	0.98
4.	Palakkad DP	30	5.45	5.09	6	0.99
5.	Thiruvananthapuram Corporation	30	4.51	3.49	8	1.24
6.	Kochi Corporation	45	13.81	5.91	7	0.52
7.	Kalpetta BP	2	0.22	0.11	1	0.08
8.	Tirurangadi BP	11	0.70	0.62	6	0.30
9.	Thalassery Municipality	7	1.73	0.63	1	0.04
10.	Shornur Municipality	2	0.37	0.17	1	0.10
11.	Kannadi GP	1	0.11	0.08	1	0.08
12.	Moornilavu GP	3	0.06	0.06	1	0.06
13.	Mutholy GP	4	0.32	0.28	1	0.08
14.	Mundakayam GP	2	0.13	0.07	1	0.03
15.	Nadathara GP	3	0.09	0.09	2	0.05
	Total	234	46	28.77	59	7.30

Source: Joint site verification and work files

Audit observed that out of 59 buildings lying idle, four buildings remained idle for more than four years, 10 buildings for more than three years, 14 buildings for more than two years, 17 buildings for more than one year and 14 buildings for less than one year (**Appendix XVI**). The LSGIs did not conduct feasibility studies before implementing the projects and in the case of constructions made by DPs, the GPs were not consulted on the necessity of constructing the buildings. Audit scrutiny revealed that the other primary reasons for idling of buildings was lack of electricity/water connections, non-formulation of training/skill development programs etc. Thus, it was evident that the LSGIs utilised WCP funds without ensuring the subsequent utilisation of buildings for betterment of women/girls. The

Secretaries of 13 GPs where buildings were constructed replied that construction was taken up without their requests and assessing local needs and no activities were carried out in the buildings for want of formal handing over of buildings to them. Government of Kerala stated (January 2018) that steps would be taken to utilise the idling assets.

3.1.9.5 Diversion of infrastructure created for women

Audit scrutiny revealed that buildings constructed/IT equipment procured for women utilising WCP funds were not being utilised for the purpose for which they were created thereby defeating the very intention behind WCP.

Audit observed that 31 buildings constructed by five LSGIs for ₹ 4.78 crore and equipment procured by Thiruvananthapuram Corporation for ₹ 0.14 crore using WCP funds were not being utilised for the purpose for which they were created/procured as shown in **Appendix XVII**. The needs of women in these LSGIs were not taken into consideration nor any feasibility study was conducted by the DPs/Municipal Corporations concerned before formulating these WCP projects.

Local Self-Government Institutions did not adhere to the provisions of WCP, which stated that the WCP funds can be utilised only for activities directly beneficial to women. To the contrary, schemes beneficial to women were included in project proposals for obtaining DPC approval but on completion of the project, the assets were utilised for other purposes defeating the objective of WCP. Government of Kerala (January 2018) admitted the audit observation and stated that the subject would be examined and necessary action taken.

3.1.9.6 Improper implementation of projects under WCP

Three projects implemented by three LSGIs utilising WCP fund could not achieve their objectives due to lack of proper planning and implementation as detailed below:

- The District Panchayat, Kollam formulated a proposal during 2016-17 for installing one sanitary napkin vending machine and two incinerators each in 67 Government Schools coming under the DP with a project outlay of ₹ 40 lakh. The project was implemented by the Program Officer, Integrated Child Development Services (ICDS). The contract for supplying the machines was awarded to M/s. Raidco Kerala Ltd. and an agreement was executed (March 2017). As per the supply order to the firm, machines were to be installed in 67 schools within 10 days from the date of supply order and payment was to be made only after producing the installation report. A bill for ₹ 38.65 lakh (Cost of one vending machine ₹ 16,633 and two incinerators – ₹ 41,050) was submitted by M/s Raidco (29 March 2017) and the amount was paid by the DP on 31 March 2017. Audit scrutiny revealed that the machines were made fully functional only in 32 schools. In respect of remaining 35 Schools,¹⁶ the machines were not installed/functional (October 2017). Thus, in 35 schools, 35 vending machines and 70 incinerators costing ₹ 20.19 lakh were lying idle. Audit noticed that DP did not assess the facilities available in the school like suitable toilets, power supply, etc., before

¹⁶In 18 schools, machines were not installed as electrification was not done, in two schools, faulty machines were installed and in 15 schools, machines were not installed due to incomplete construction of toilet block, non-handing over of key to operate the machine, etc.

implementing the scheme. Further, it was observed that supply order for sanitary napkin vending machines and incinerators was placed with M/s Raidco at the fag end of the year.

- Kochi Municipal Corporation formulated a project (2012-13) under WCP with an outlay of ₹ 84 lakh to provide bus to six groups of women, each group containing five members. The purpose of the project was to provide employment to 30 women from BPL families and the project also aimed to provide public transport to people residing in suburbs and slum areas. The unit cost of each bus service project was ₹ 17.50 lakh comprising subsidy portion of ₹ three lakh from WCP fund, beneficiary contribution of ₹ 0.50 lakh, bank loan of ₹ six lakh and sponsorship amount of ₹ eight lakh from Bharat Petroleum Corporation Limited (BPCL) under Corporate Social Responsibility. The Urban Poverty Alleviation Department (UPAD) was the implementing agency. Out of six groups targeted, only three groups (one group each from three Community Development Societies (CDS) – South CDS, West CDS and East CDS) were willing to take up the project. Subsequently, ₹ three lakh each being subsidy amount were deposited in the respective bank account (March 2013) of the groups.

The Corporation decided (September 2014) to purchase three Tata LP 712/42 bus chassis at a cost of ₹ 8.38 lakh per chassis from M/s Popular Mega Motors. In addition to this, the Corporation decided (January 2015) to entrust the body building work of three buses to Techno fine Auto body at a cost of ₹ 6.30 lakh per vehicle. The financial assistance of ₹ 24 lakh received from M/s BPCL was paid (January 2015) to M/s Popular Mega Motors for supply of three chassis. However, only two chassis were taken over (January 2015) by two groups (south CDS and east CDS). As vigilance case was pending against the third group from West CDS, UPAD decided (March 2015) to freeze the benefit allowed to this group and hence, bank loan and subsidy portion was not released by the bank. Therefore, only two groups started bus service during 2015-16 and the third chassis for which payment of ₹ eight lakh was made, was lying idle in the yard of M/s Popular Mega Motors.

The Project Officer, CDS informed the Corporation (April 2016) that the bus service operated by East CDS was stopped due to huge running expenses, maintenance cost and non-co-operation among the members of the group. On verification of site and connected records, it was observed (November 2017) that the bus operated by the group from East CDS was lying idle in the Town hall premises for more than one year. Audit noticed that no viability study was conducted or capability of these groups to operate buses was assessed by the Corporation before implementing the scheme. The laxity on the part of Corporation and UPAD to resolve problems in connection with the operation of bus service by East CDS and failure of UPAD to find an alternative group to take delivery of the chassis for which payment was made led to wasteful expenditure of ₹ 19 lakh¹⁷(excluding bank loan and beneficiary contribution) and idling of subsidy portion of ₹ three lakh in the bank account of West CDS. Though the project envisaged providing income to 30 women, it benefitted only five women even after

¹⁷ Expenditure incurred on bus (group from East CDS)	= ₹ 11 lakh (₹ 8 lakh + ₹ 3 lakh)
Expenditure incurred on bus (group from West CDS)	= ₹ 8 lakh
Total	= ₹ 19 lakh

an expenditure of ₹ 33 lakh¹⁸. The Project Officer, UPAD stated (December 2017) that even though effort was made to identify alternative groups through CDS, no group came forward. But the fact, however, remains that Corporation did not conduct feasibility study and identify interested beneficiaries before embarking on the project, which led to idling of bus/chassis.

- Kollam DP formulated a joint venture project under WCP with District Kudumbashree Mission, Kollam during 2013-14 viz., 'Mobile Market' with an outlay of ₹ 20 lakh. The project, intended to benefit five groups of five members each was envisaged with unit project cost of ₹ four lakh which consisted of ₹ 0.75 lakh from WCP funds as back ended subsidy, ₹ 2.05 lakh from financial institution as loan, ₹ one lakh as innovation fund from Kudumbashree mission and balance amount of ₹ 0.20 lakh as beneficiary contribution. The project envisaged the creation of infrastructure facilities to self-employed women for marketing good quality commodities at fair price to rural people and thereby ensuring income to unemployed Kudumbashree members. As such, four groups from CDSs Kundara, Ezhukone, Yeroor and Thalavoor were selected for the project and subsidy amount of ₹ three lakh from WCP fund (₹ 75,000 per group) was transferred to the banks (January 2015) and each group availed a bank loan of ₹ 2.05 lakh each. These groups started functioning during the period from January to August 2015.

Scrutiny of records of concerned GPs revealed that the group from Thalavoor CDS alone was functioning (November 2017). The other three groups¹⁹ stopped functioning and defaulted the repayment of bank loan. The District Mission Co-ordinator and Block Co-ordinator who were appointed for supervising and ensuring the smooth functioning of mobile markets by the three CDSs, did not monitor the functioning of mobile markets. The non-functioning of mobile markets deprived the beneficiaries of intended benefit of generating income and moreover created debt liability to members of the group.

Yeroor and Kundara GPs replied (November 2017) that the two groups discontinued the project due to scarcity in getting organic vegetables. Ezhukone GP replied (November 2017) that the vehicle driven by a member who did not possess driver's badge met with an accident and was unable to claim insurance coverage. Further, the inability of Kudumbashree group to remit insurance premium led them to abandon the project.

Even after incurring an expenditure of ₹ 42.19 lakh²⁰ on three schemes, the intended objectives of the schemes were not achieved due to improper planning and ensuring its viability.

Recommendation-3:

Government of Kerala should ensure that LSGIs before formulating projects under WCP analyse their feasibility and LSGIs monitor the implementation of projects.

¹⁸ Financial assistance to M/s Popular Megha motors from M/s BPCL = ₹ 24 lakh
Subsidy portion transferred to Bank = ₹ 9 lakh
Total = ₹ 33 lakh

¹⁹The group from CDS Kundara stopped functioning w.e.f. 28 March 2016, the group from CDS Yeroor stopped functioning w.e.f. January 2016 and from CDS Ezhukone w.e.f. October 2016.

²⁰ Equipment amounting to ₹ 20.19 lakh lying idle, ₹ 22 lakh incurred on two buses.

3.1.9.7 Constitution of Jagratha Samithis

Gender equality could be achieved only when existing gender gaps are eliminated and women get equal access to the public space and achieve freedom from discrimination, exploitation and violence. Jagratha Samithi (JS) was an initiative of the State Women’s Commission (SWC) at the Panchayat ward level upwards to the District level for redressal of atrocities against women and to protect the rights of women and children and also for mainstreaming gender in decentralisation process. Government of Kerala constituted JSs at Panchayat level (March 1997), which was further extended to ULBs (May 1999). As these JSs were not functioning properly due to paucity of fund, GoK reconstituted JSs (May 2004) based on Women’s Commission suggestion. The funds for functioning of JSs were provided from WCP.

Audit observed that out of the 30 test-checked LSGIs, only 20 LSGIs²¹ constituted JSs. Out of the 20 LSGIs that constituted JSs, 11 LSGIs²² allocated funds of ₹ 9.50 lakh during 2012-13 to 2016-17 and the funds utilised was only ₹ 3.39 lakh. Out of 434 complaints received by six test-checked LSGIs²³ during 2012-13 to 2016-17, 393 complaints were resolved (October 2017) by the respective LSGIs. As per the guidelines issued (June 2007) by GoK on JSs, the meetings of the ward level JSs and village/panchayat level JSs should be convened at least once in every month. None of the test-checked GPs, which constituted JSs conducted meetings as prescribed or awareness programmes for propagating the activities of JSs.

In respect of BPs, the guidelines on JSs stipulated that the reports on the working of the JSs received from the GPs shall be consolidated every month by the BP and submitted to the District Jagratha Samithi between 5 and 10 of subsequent month. District Jagratha Samithi shall submit such reports to the Women’s Commission between 15 and 30 of every alternate month. This procedure was not followed by any of the test-checked GP/BP violating the conditions/procedures stipulated in the GoK guidelines.

Thus, due to non-constitution/non-functioning of the JSs at Municipal Corporation/Municipality/District Panchayat/Grama Panchayat level, the very purpose of creation of such a body by Government was defeated. The Member Secretary, Kerala Women’s Commission stated (December 2017) that the LSGIs were not furnishing any report regarding the working of JSs to the Kerala Women’s Commission. It was also stated that the activities and monitoring of Jagratha Samithi would be strengthened by formulating a web portal and module with the help of C-DIT (Centre for Development of Imaging Technology).

Government of Kerala stated (January 2018) that all GPs constituted Jagaratha Samithis and the functioning of JSs in most of the GPs was excellent. However, the reply was not acceptable as Audit observed that though 20 out of 30 test-checked LSGIs constituted JSs, none of the constituted LSGIs convened the

²¹ Koothuparamba, Pathanamthitta, Shoranur and Thalassery Municipalities, Kochi Corporation, Kollam and Palakkad DPs, Kannadi, Kanthalloor, Kayanna, Moonnilavu, Mundakayam, Mutholy, Nadathara, Nenmeni, Pallivasal, Pathanapuram, Pudur, Thondernad, and Vengappally GPs.

²² Koothuparamba and Pathanamthitta Municipalities, Kollam DP, Kannadi, Kanthalloor, Mundakayam, Nadathara, Nenmeni, Pallivasal, Pathanapuram and Pudur GPs.

²³ Shornur Municipality, Palakkad DP, Nadathara, Nenmeni, Pallivasal and Pathanapuram GPs.

meetings as prescribed or conducted awareness programmes. This shows that the functioning of JSs was not as excellent as claimed by GoK.

Recommendation 4:

Government of Kerala should ensure that Jagratha Samithis are formed and function actively in all PRIs. Further, LSGIs should conduct awareness campaign among women to propagate the role of Jagratha Samithis in tackling atrocities against women.

3.1.9.8 Successful implementation of schemes by some LSGIs which benefitted women

During joint site visit by Audit along with LSGI officials, observed instances of successful implementation of schemes funded from WCP, which contributed to social and financial empowerment of women as discussed below:

- Kannur District Panchayat constructed three buildings using WCP fund in Mayyil, Kuttiaattor and Chembilode Grama Panchayats where three Kudumbashree units involving 81 members started apparel parks and were functioning from 2014 onwards.
- Balussery Block Panchayat had given financial assistance of ₹ 1.10 lakh and ₹ 2.50 lakh to two Kudumbashree units having ten members each for starting a footwear stitching unit and a nursery respectively. Both units were functioning from 2014 onwards and the unit had an agreement with a leading footwear company to supply footwear sole.
- Nadathara Grama Panchayat had given a financial assistance of ₹ 10,000 to Jwala Kudumbashree unit for starting up micro enterprises and they were running a pickle making unit involving 13 members. The unit was functioning from June 2016 onwards. The sale of products was managed through Kudumbashree stalls and open market.

3.1.10 Monitoring of the implementation of schemes/projects by the Working Groups

The project planning and subsidy guidelines of GoK for the Twelfth Five Year Plan (2012-17) stipulated that the Working Groups (WGs) shall function as monitoring committees after approval of projects and monitor effectively the implementation of the approved projects. The guidelines further stated that if the projects are formulated based on the advice of one or more than one WGs, then the monitoring of the implementation of such projects shall be done by all the WGs concerned. For example, if a project formulated under WCP was implemented under the sub-sector agriculture using Special Component Plan Fund, then the Working Groups involved namely WG for Women and Child Development, WG for Agriculture, WG for SC Development and the related Standing Committee, shall monitor the effective implementation of that particular project.

Audit observed that, 13 out of 22 LSGIs, which provided details of monitoring, the WGs as well as the responsible Standing Committee did not monitor the formulation and implementation of projects under WCP. The remaining nine LSGIs though claimed that monitoring was being done, could not furnish the reports to substantiate their claim. Absence of monitoring resulted in irregular implementation of projects and the objective to improve the financial and social status of women could not be fully achieved. Further, most of the assets created

(59 out of 234 buildings constructed expending ₹ 7.30 crore) for the benefit of women were lying idle or diverted (32 buildings constructed/equipment procured for ₹ 4.92 crore) for other projects/purposes as explained in the previous paragraphs.

Government of Kerala stated (January 2018) that action would be taken for ensuring effective monitoring of the implementation of the projects by WGs.

3.1.11 Conclusion

Allocation and utilisation of WCP fund by the selected LSGIs was less than the mandatory limit of ten *per cent* of Development Fund. Planning tools like gender analysis, gender segregated data and gender budgeting were not prepared and used for assessing the needs and requirement of women. Intervention of forums like Special Grama Sabha/Working Group, which were to discuss the feasibility and necessity of various schemes, was inadequate. The actual utilisation of WCP fund for benefit of women was only 2.39 *per cent* of the Development Fund. Infrastructure worth ₹ 7.30 crore created by LSGIs for utilisation by women for their empowerment was remaining idle. Similarly, infrastructure worth ₹ 4.92 crore constructed using WCP fund was not being used for the purpose for which, it was created. Jagratha Samithis meant to protect the rights of women and children were not functional in 10 out of 30 selected LSGIs.