



Government of Kerala

Audit Manual Part-2 / Volume-2

Devaswom Boards

Kerala State Audit Department

Thiruvananthapuram



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Message

I express my appreciation to KSAD for formulating an audit manual on the basis of the recommendation of 4th Finance commission. The Commission suggested that such a Manual shall enhance the efficiency of the audit and thereby upgrade the transparency and efficacy of local governance. The manual was prepared with the support KLSGDP.

The manual is prepared within the frame work of KLFA Act and Rules, audit policies and GO's formulated by the Government from time to time and also considering the audit methodology in practical sense. So it is certain that the manual shall promote the professionalism in audit and bring standard in audit reports.

The International Auditing Standards being practiced worldwide have been vividly incorporated in the Manual. A whole lot of institutions with diverse characteristics such as Panchayat Raj Institutions, Universities, Devaswom Boards, and Cultural Institutions etc are being audited by Kerala State Audit Department. The Manual shall help the auditors to approach the audit of the above said institutions with global standards.

It is expected that the Manual shall bring qualitative change in the view of the auditors and shall enhance the transparency and competency of audit.

I extend my whole hearted thanks to all who dedicated their precious time for preparing the Manual in time bound manner.

Dr. T M Thomas Isaac
Minister for Finance and Coir



ഡി. സാജി

ഡയറക്ടർ

കേരള സംസ്ഥാന ഓഡിറ്റ് വകുപ്പ് &

ഭരണ

ചാരിറ്റബിൾ ഏൻഡോവ്മെന്റ്സ്
കേരളം

കേരള സംസ്ഥാന ഓഡിറ്റ് വകുപ്പ്
വികാസഭവൻ
തിരുവനന്തപുരം

തീയതി...10.04.2018

Preface

A long pending necessity of our Department, for an Audit Manual, has now attained its reality. Ever since the origin of the Department in 1942, there were discussions about preparation of an audit manual. Certain earnest efforts were also made within the Department during the past. But, the need to have an Audit Manual was debated within KSAD as well as with Government of Kerala at many forums. However, the recommendation of the fourth Finance Commission has led to a firm direction to this, which endorsed preparing an Audit manual for this Department, to improve the quality of Audit and for systematically conducting the audit.

In order to implement the Finance Commission's recommendations, it was decided to seek financial assistance from KLGSDP for preparation of an Audit Manual. Historically, Kerala State Audit Department was doing certifications for LSGI's enabling these LSGI's to get performance grants from the World Bank funded programme managed by KLGSDP. The Finance Department had consented this proposal subject to the approval of Terms of Reference by Government. With these processes and approvals in place, KLGSDP had identified a professional agency, as per the world bank procurement norms, whose services were utilized in preparing this Audit Manual.

In this process, Kerala State Audit Department had conducted various stakeholder consultations within themselves, with senior officials from auditee institutions as well as with subject matter experts. There were more than 30 large sized focus group discussions conducted throughout the State and around 250 plus individuals were met one-on-one to take their valuable inputs,

A review committee comprising about forty members was constituted within the Department, which had worked along with the Directorate to provide necessary inputs to the professional agency and this committee had been monitoring the progress of the work. The different stages of draft of Audit Manual prepared by the professional agency have been transmitted to the entire department for their remarks and to ensure utmost consensus. The opinions & suggestions of each of the staff/office have been meticulously evaluated by Directorate and the review committee. Earnest efforts have been taken to incorporate them on its merits in the draft audit manual.

The third draft of the English version of the manual was discussed by the review committee members on a three day long workshop and the same was finalized and approved by Kerala State Audit Department. Similarly, the third draft of the Malayalam version of manual was also discussed by the review committee members on a two day long workshop and the same was finalized and approved by Kerala State Audit Department. These manuals were in turn approved by the Government vide GO (RT)9674/17/Fin dated 29.12.17 and GO (RT)2563/18/ Fin. dated 25.03.18

On the occasion of this remarkable accomplishment, on behalf of the Department, I would like to place on records my profound gratitude and sincere thanks to the following, without whose valuable inputs, this manual would not have realized:

- Hon'ble Minister, Finance, Government of Kerala.
- Dr. K.M.Abraham, IAS (Retd.), former Chief Secretary, Government of Kerala.
- Principal Secretary, Finance, Government of Kerala.
- Secretary (Expenditure), Government of Kerala.
- Project Director, KLGSDP and all their staff.
- Senior officials representing various auditee institutions.

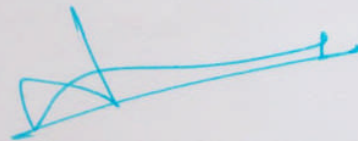
- Entire staff of Kerala State Audit Department, including the liaison team and the review committee members.
- Numerous subject matter experts.
- Each individuals who had provided their valuable inputs.

The main objective of this manual is to improve the quality of audit standards of Kerala State Audit Department and to further improve the efficiency of each and every auditor, apart from improving department's efficiency in the overall audit documentation.

I sincerely urge everyone from Kerala State Audit Department's audit team to go through this manual consistently in practical environment. Apart from referring and using this manual as a guide, every auditor is requested to use his/her skills and utmost ability while conducting audit so that, as a team, Kerala State Audit Department can take its audit standards to greater heights.

Thanking you,

Yours sincerely



D. Sanky

Director, Kerala State Audit Department

236



കേരള സർക്കാർ

സംഗ്രഹം

ധനകാര്യ വകുപ്പ് - കേരള സംസ്ഥാന ഓഡിറ്റ് വകുപ്പ് - ലോകബാങ്ക് സഹായത്തോടെ തയ്യാറാക്കിയ ഓഡിറ്റ് മാനുവലിന് അംഗീകാരം നൽകി ഉത്തരവ് പുറപ്പെടുവിക്കുന്നു

ധനകാര്യ (എസ്റ്റാബ്ലിഷ്മെന്റ് -ഡി) വകുപ്പ്

സ.ഉ (സാധാ.)നം.9674/2017/ധന തിരുവനന്തപുരം, തീയതി : 29.12.2017

- പരാമർശം:-
1. 16.07.2014 ലെ 86307/എസ്റ്റാ.ഡി1/2013/ധന നമ്പർ കത്ത്.
 2. 01.12.2015- ന് ധനകാര്യ അഡീഷണൽ ചീഫ് സെക്രട്ടറി വിളിച്ചുകൂട്ടിയ യോഗത്തിന്റെ മിനിറ്റ്സ്.
 3. 05.12.2015 ലെ സ.ഉ (സാധാ) നം.10579 /15/ധന നമ്പർ സർക്കാർ ഉത്തരവ്.
 4. 18.12.2015 ലെ സ.ഉ (സാധാ) നം. 10993/15/ധന നമ്പർ സർക്കാർ ഉത്തരവ്
 5. ഓഡിറ്റ് വകുപ്പ് ഡയറക്ടറുടെ 16.12.2017 -ലെ കെ.എസ്.എ 317/ എസ്. എസ്.2/2017 നമ്പർ കത്ത്.

ഉത്തരവ്

തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങളുടെ പ്രവർത്തനം മെച്ചപ്പെടുത്തുന്നതിന് ഓഡിറ്റിന്റെ കാര്യക്ഷമത ഉയർത്തുക വഴി സാധ്യമാകുമെന്ന നാലാം സംസ്ഥാന ധനകാര്യ കമ്മീഷൻ ശുപാർശ പ്രകാരം കേരള സംസ്ഥാന ഓഡിറ്റ് വകുപ്പ് ഓഡിറ്റ് നടത്തുന്ന എല്ലാ മേഖലകളെയും ഉൾപ്പെടുത്തിക്കൊണ്ട് ലോക ബാങ്കിന്റെ സഹായത്തോടെ ഓഡിറ്റ് മാനുവൽ തയ്യാറാക്കുന്നതിന് പരാമർശം(1) പ്രകാരം സർക്കാർ അനുമതി നൽകിയിരുന്നു. സംസ്ഥാനത്തെ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങളുടെ സുസ്ഥിര വികസനം ഉറപ്പാക്കുന്നതിന് സർക്കാർ രൂപീകരിച്ച KLGSDP മുഖേന ലോകബാങ്ക് സഹായത്തോടെ മാനുവൽ തയ്യാറാക്കുന്നതിനാണ് അനുമതി നൽകിയിരുന്നത്. ഓഡിറ്റ് മാനുവൽ തയ്യാറാക്കുന്നതിനുള്ള വിഷയ നിർദ്ദേശങ്ങളുടെ ('Terms of Reference') കരടിന് സർക്കാർ പരാമർശം (3) പ്രകാരം ഭരണാനുമതി നൽകുകയുണ്ടായി. കെ.എൽ.ജി.എസ്.ഡി.പി. (Kerala Local Government Service Delivery Project) യുടെ നിർദ്ദേശ പ്രകാരം കുറഞ്ഞ തുക കോട്ട് ചെയ്ത M/S പ്രൈവറ്റ് വാട്ടർ ഹൗസ് കൂപ്പേഴ്സ് എന്ന സ്ഥാപനത്തിന് കരാർ നൽകിയാണ് മാനുവൽ തയ്യാറാക്കിയത്.

ഓഡിറ്റ് വകുപ്പ് ഓഡിറ്റ് ചെയ്യുന്ന സ്ഥാപനങ്ങളുടെ പ്രതിനിധികൾ ഉൾപ്പെടുന്ന ഫോക്കസ് ഗ്രൂപ്പ് ചർച്ചയിലൂടെയാണ് ഓഡിറ്റ് മാനുവലിന്റെ കരട് രൂപീകരിച്ചത് എന്നും കരാറുകാരൻ സമർപ്പിച്ച ഒന്നും രണ്ടും മൂന്നും ഡ്രാഫ്റ്റിന്റെ വെറ്റിംഗ് വകുപ്പ് തല വിദഗ്ധരുടെ സഹായത്തോടെ ക്രോഡീകരിച്ച് കരാറുകാരന് നൽകുകയും, ഓഡിറ്റ് മാനുവലിന്റെ അന്തിമ കരട് തയ്യാറാക്കുന്നതിന് വേണ്ടി വകുപ്പുതല വിദഗ്ധരും കരാറുകാരൻ നിയോഗിച്ച പ്രതിനിധികളും ഉൾപ്പെടുന്ന ഒരു ശിൽപശാല നടത്തി ആയതിലെ നിർദ്ദേശങ്ങൾ പരിഗണിക്കുകയും ഓഡിറ്റ് മാനുവലിനു അന്തിമ രൂപം നൽകുകയും ചെയ്തു എന്നും ആയത് അംഗീകരിക്കണമെന്നും സൂചന (5) പ്രകാരം ആഡിറ്റ് വകുപ്പ് ഡയറക്ടർ ആവശ്യപ്പെട്ടിരിക്കുന്നു.

ലോകബാങ്ക് ധനസഹായത്തോടെ നടത്തുന്ന പദ്ധതികൾ 2017 ഡിസംബർ അവസാനത്തോടെ അവസാനിക്കുന്ന സാഹചര്യത്തിൽ സർക്കാർ അംഗീകാരം ലഭ്യമാക്കണമെന്ന് പരാമർശം (5) പ്രകാരം സ്റ്റേറ്റ് ഓഡിറ്റ് വകുപ്പ് ഡയറക്ടർ അഭ്യർത്ഥിക്കുകയുണ്ടായി. ഓഡിറ്റ് മാനുവലിന്റെ അന്തിമ കരട് സർക്കാരിലേക്ക് സമർപ്പിച്ച് സമയബന്ധിതമായി അംഗീകാരം ലഭിച്ചാലെ ലോകബാങ്ക് വായ്പ ലഭിക്കുകയുള്ളൂ എന്നും ടി പദ്ധതി സമയബന്ധിതമായി തീർപ്പാക്കേണ്ടതിന്റെ പ്രാധാന്യത്തെക്കുറിച്ചും ഓഡിറ്റ് വകുപ്പ് ഡയറക്ടർ ധനകാര്യ വകുപ്പുതല ചർച്ച നടത്തി വ്യക്തമാക്കിയിട്ടുണ്ട്. ഓഡിറ്റ് മാനുവലിന്റെ ഇംഗ്ലീഷ് പതിപ്പ് 5 വാല്യങ്ങളായി (part I -General, Part II(Volume I -Institutions other than Devaswom Boards, Welfare Funds and LSGI, Volume II -Devaswom Boards, Volume III -Welfare Funds, Volume IV -LSGIs) അംഗീകാരത്തിന് സമർപ്പിച്ചിരിക്കുകയാണ്.

സർക്കാർ ആയത് വിശദമായി പരിശോധിച്ചതിന്റെ അടിസ്ഥാനത്തിൽ ഓഡിറ്റ് നിയമവും ചട്ടവും അനുശാസിക്കുന്ന രീതിയിൽ വേണ്ടി വന്നാൽ ഉചിതമായ കാലാനുസൃത മാറ്റം വരുത്താം എന്ന നിബന്ധനയോടെ ഓഡിറ്റ് മാനുവലിന്റെ 5 വാല്യങ്ങളായുള്ള ഇംഗ്ലീഷ് പതിപ്പിന് അംഗീകാരം നൽകി ഉത്തരവാകുന്നു.

**ഗവർണ്ണറുടെ ഉത്തരവിൻ പ്രകാരം
ഡോ. ഷർമിള മേരി ജോസഫ് ഐ.എ.എസ്
സെക്രട്ടറി (ഫിനാൻസ് എക്സ്പെൻഡിച്ചർ)**

പ്രിൻസിപ്പൽ അക്കൗണ്ടന്റ് ജനറൽ (എ&ഇ /ജി&എസ്എസ്എ) കേരള, തിരുവനന്തപുരം
അക്കൗണ്ടന്റ് ജനറൽ (ഇ&ആർഎസ്എ) കേരള, തിരുവനന്തപുരം
ഡയറക്ടർ, കേരള സംസ്ഥാന ഓഡിറ്റ് വകുപ്പ്, തിരുവനന്തപുരം

പ്രോജക്ട് ഡയറക്ടർ, തദ്ദേശ മിത്രം (കെ.എൽ.ജി.എസ്.ഡി.പി) തിരുവനന്തപുരം 695 014.
വെബ് & ന്യൂ മീഡിയ, പബ്ലിക് റിലേഷൻസ് വകുപ്പ്
നോഡൽ ഓഫീസർ, ധനകാര്യ വകുപ്പ് (www.finance.kerala.gov.in)
സ്റ്റോക്ക് ഫയൽ / ഓഫീസ് കോപ്പി

ഉത്തരവിൻ പ്രകാരം



അക്കൗണ്ട്സ് ഓഫീസർ

Table of contents

Chapter No		Paragraph	Page No
49	Audit Checks Common for Devaswom Wings		1
	Introduction	49.1	1
	Audit of Sanctions	49.2	1
	Audit of Provident Fund Accounts	49.3	2
	Audit of Stores and Stock	49.4	5
	E-Tendering	49.5	6
	Audit Procedures for Recurring Expenses	49.6	11
	Audit of Contingent Expenditure	49.7	12
	Audit Procedures for Educational Institutions	49.8	15
	Audit of Public Works	49.9	18
50	Audit of Malabar Devaswom Board and its temples		34
	Constitution and Background	50.1	34
	Administrative Management	50.2	35
	Accounting Policies and Records	50.3	36
	Manner of Auditing	50.4	38
	Audit Procedure for Board Office	50.5	38
	Budget verification	50.6	39
	Audit Procedure Relating to Demand and Collection of Departmental Dues (Under Section 76)	50.7	40
	Audit of Recurring charges- Special Checks	50.8	40
	Audit of Government Grants due to Temples	50.9	40
	Temple Advisory Committee	50.10	41
	Utsava Committee/ Seva Samithi/ Renovation Committee, etc.	50.11	41
	General Checks relating to Audit in Temples	50.12	42
	Audit of Public Works- Specific Rules	50.13	47
	Verification of Annual Financial Statements	50.14	48
	Audit of Assets and Liabilities	50.15	50
	Compilation of Audit Report	50.16	50
51	Audit of Koodal Manickam Devaswom and its temples		52
	Constitution and Background	51.1	52
	Constitution of the Koodal Manickam Managing Committee	51.2	52
	Administrative Management	51.3	53
	Upkeep of Minutes Books and other records	51.4	53
	Accounting Policies and Records	51.5	53
	Manner of Auditing	51.6	55
	Verification of Budget Estimates	51.7	56
	Audit of Income -Temple	51.8	56
	Audit Checks (basedon Annual Accounts)	51.9	58

Chapter No		Paragraph	Page No
	Audit of Assets and Liabilities	51.10	60
	Procedures to be followed after audit process and Follow up action on the Audit Reports	51.11	60
52	Audit of Cochin Devaswom Board and its temples		61
	Constitution and Background	52.1	61
	Constitution of the Cochin Devaswom Board	52.2	61
	Administrative Management	52.3	61
	Manner of Auditing	52.4	61
	Accounting Policies and Records	52.5	63
	Sources of Income & Expenditure for CDB and temples	52.6	66
	Audit Procedures – Board Office	52.7	68
	Audit Procedures for Health	52.8	68
	Veterinary	52.9	74
	Audit Procedures for Public Works	52.10	76
	Audit checks related to temples	52.11	76
	Verification of Budget Estimates	52.12	87
	Annual Accounts Audit Procedures	52.13	87
	Audit of Assets and Liabilities	52.14	89
	Procedures to be followed after audit process	52.15	90
53	Audit of Travancore Devaswom Board and its temples		92
	Background	53.1	92
	Constitution and Administrative Management	53.2	92
	Organisation structure of TDB	53.3	94
	Manner of Auditing	53.4	96
	Accounting Policies and Records	53.5	96
	Sources of Income & Expenditure for TDB and temples	53.6	99
	Audit Procedures – Board Office	53.7	100
	Devaswom Commissioner Office	53.8	101
	Deputy Devaswom Commissioner (Administration)	53.9	102
	Deputy Devaswom Commissioner (Inspection)	53.10	103
	Deputy Devaswom Commissioner (Pension and Service Grievance Redressal Cell)	53.11	103
	Finance & Accounts Office - Accounts & Internal Audit Department	53.12	104
	Devaswom Accounts Office	53.13	105
	Audit of Provident Fund Accounts	53.14	108
	Director of Cultural & Archaeological Affairs	53.15	109
	Thiruvabharanam Commissioner Office, Aranmula	53.16	110
	District Deputy Devaswom Commissioner Offices	53.17	111
	Group Assistant Devaswom Commissioner Offices	53.18	112
	Temple Advisory Committee Audit	53.19	115
	Devaswoms (Temples)	53.20	116

Chapter No		Paragraph	Page No
	Maramath Department	53.21	121
	Maramath Division Offices	53.22	121
	Maramath Estate Division	53.23	122
	Audit Procedures for Sabarimala	53.24	122
	Annual Accounts Audit Procedures	53.25	125
	Audit of Assets	53.26	128
	Audit of Liabilities	53.27	134
	Procedures to be followed after audit process	53.28	136
	Sabarimala Master Plan & Infrastructure Fund	53.29	136
	Audit Procedures (related to Master Plan) – Devaswom Commissioner Office	53.30	139
	Issue of Audit Report	53.31	142
54	Audit of Guruvayur Devaswom		145
	Constitution and Background	54.1	145
	Composition of the Guruvayur Devaswom Managing Committee	54.2	145
	Administrative Management	54.3	146
	Manner of Auditing	54.4	147
	Accounting Policies and Records	54.5	147
	Sources of Income & Expenditure for GD	54.6	150
	Audit Procedures –Managing Committee Office	54.7	153
	Verification of Budget Estimates	54.8	153
	Audit Procedures for Health	54.9	154
	Veterinary	54.10	159
	Audit Procedures for Public Works	54.11	161
	Audit of Income	54.12	161
	Annual Accounts Audit Procedures	54.13	166
	Audit of Assets and Liabilities	54.14	168
	Audit of recurring charges	54.15	168
	Issue of audit report	54.16	168
	Appendices		
A	Extracts of Standard Data Book for Maramath work- Adequacy of cement		26
B	Replication of Covenant		29
C	Glossary (Malabar Devaswom Board)		51
D	Glossary (Cochin Devaswom Board)		91
E	Glossary (Travancore Devaswom Board)		143
F	Glossary (Guruvayur Devaswom)		169

49. Audit Checks Common for Devaswom Wings

49.1. Introduction

This document (Volume-2 of Part-2) deals with audit procedures of the following five devaswom wings:

1. Malabar Devaswom Board (MDB)
2. Koodal Manickam Devaswom (KMD)
3. Cochin Devaswom Board (CDB)
4. Travancore Devaswom Board (TDB)
5. Guruvayur Devaswom (GD)

The audit procedures that are common to all the above institutions are detailed in this chapter. Specific checks applicable for each institution over and above these general checks are given in the chapters related to those institutions.

49.2. Audit of Sanctions

1. One of the important functions of Audit in relation to the audit of expenditure is to see that each item of expenditure is covered by the sanction of the competent authority. Auditors are entitled to receive a copy of an order sanctioning expenditure from the authority competent to accord the sanction. It is essential that an authorized official signs and authenticates all sanctions and orders communicated to Audit Officers.
2. It is an essential function of Audit to bring to light not only clear and obvious irregularities but also every matter which, in its judgment, appears to involve improper expenditure or waste of public moneys or stores. Even though the accounts themselves may be in order and no obvious irregularity has been committed such evaluation has to be done. Such audit, often called Propriety Audit, "extends beyond the formality of the expenditure to its wisdom, faithfulness and economy". It is thus not sufficient to see that rules or orders of a competent authority have been observed. It is of equal importance to see that the broad principles of orthodox finance are borne in mind not only by disbursing officers but also by sanctioning authorities. The objective is to support a reasonably high standard of public financial morality and sound financial administration and devotion to the Board's financial interests.
3. While doing so, Auditors have not only to examine that the expenditure is covered by a sanction, either general or special, but also to satisfy itself that:
 - a) The authority sanctioning is competent to do so by virtue of the powers vested in it by the provisions of the laws, rules or orders made there under or by the rules governing delegation of financial powers framed by a competent authority;
 - b) The sanction is definite and therefore needs no reference either to the sanctioning authority itself or to any higher authority.
4. In the audit of sanctions to expenditure from the point of view of competency of the sanctioning authority, the guiding principles enunciated below should be observed:
 - a) If the sanctioning authority is vested with full powers in respect of a certain class of expenditure, a sanction accorded under those powers can be challenged by Audit only on grounds of propriety.
 - b) If the authority is vested with powers that may be exercised only after paying due regard to certain expressed in a general form, sanctions accorded under those powers can be challenged by Audit:
 - i. If the disregard of the criteria is considered to be so serious as to make the sanction perverse; or
 - ii. If the facts of the case are such as to make the Auditor confident that one or more of the criteria have been disregarded.

- c) If the sanctioning authority is vested with powers that are expressed in precise terms, the Auditor is bound to ascertain that the order defining its powers is obeyed exactly in every instance.
- d) For the purpose of financial sanction, a group of works which forms a single project shall be considered as one work, and the necessity for obtaining the sanction of a higher authority to a project is not avoided by reason of the fact that the cost of each particular work in the project does not require such sanction.
- e) If any one part or component of a scheme requires the sanction of a higher authority, Audit should hold under objection any expenditure thereon until the necessary sanction is obtained. In determining whether objection should be raised to expenditure on any other part or component of the scheme prior to the receipt of such sanction, it should be seen that the expenditure is not likely to exceed, at a later date, the limit up to which sanction can be accorded by the original sanctioning authority.
- f) Besides the question of competency of the authority sanctioning the expenditure, the scrutiny of sanctions should extend to seeing whether:
 - i. The expenditure is a legitimate charge on the provision from which it is proposed to be met.
 - ii. The expenditure conforms to the statutory provisions as well as the relevant financial rules, regulations and orders.
 - iii. The expenditure is in conformity with the standards of financial propriety ;
 - iv. A satisfactory procedure of accounting has been evolved by the sanctioning authority in the case of sanctions to schemes, the detailed cost and time schedules, physical targets and other objects of the expenditure have been duly stipulated. It is imperative that the utmost care and attention should be devoted to work connected with the audit of sanctions to expenditure because once a sanction has been accepted in audit, expenditure there against may have to be admitted for an indefinite period.
- g) All sanctions to expenditure should be noted and properly attested in the audit register, or any other record where prescribed, to facilitate audit of the expenditure covered by the sanctions.
- h) If it is known that the charge will entail a recovery from a third party, or that such recovery has been ordered by the sanctioning authority, a note thereof should also be made and properly attested in a suitable register so that the recovery may be watched. Recurring charges which are payable on the fulfilment of certain conditions or till the occurrence of a certain event should be admitted in audit on receipt of a certificate from the drawing officer to the effect that the necessary conditions have been duly fulfilled or the event has not yet occurred, as the case may be.
- i) Ensure that sanctions having a long period of currency, as well as sanctions of a permanent nature, require to be reviewed periodically so that, if there is any reason to think that the administrative authority concerned should be requested to review the sanction, such action may be taken.

49.3. Audit of Provident Fund Accounts

In the audit of Provident Fund accounts of employees, the Audit officers shall be responsible to see that the relevant rules are duly complied with by the Officers who are responsible for maintaining the accounts. It should be seen in the local audit of Provident Fund accounts whether subscriptions have been properly recovered and credited to the accounts of the subscribers concerned whether interest has been calculated properly and whether advances and withdrawals from the Fund have been properly sanctioned and accounted for. It may also be seen that the suitable notes regarding receipt of all nominations have been kept and physical verification thereof carried out from time to time. Final payment cases should be specifically scrutinized. It should also be seen that the various provisions of Provident Fund Rules are duly observed by the Officers.

The following records are to be checked in local audit:

- A. Index Register and Applications for admission.
- B. Provident Fund Ledger Accounts.
- C. Broadsheet
- D. Statement indicating the totals of debits and credits for each month.

49.3.1. *Index Register and Application Forms*

These records are checked to see that:

1. The General Index Register is maintained in the prescribed form and kept up to date;
2. The Account number was allotted by the Departmental officer only after obtaining the application for admission duly supported by a nomination in the prescribed form. It should also be seen that particulars of member to whom an Account number has been allotted is noted in the General Index Register and the Ledger.
3. For each subscriber there is a nomination or record which has been accepted as valid by the officer competent to do so. The entries of the nomination form are attested by the competent officer in the Index Register;
4. A separate ledger folio is opened for maintaining the account of each subscriber. Applications for admission to General Provident Fund are examined to see that they are obtained in the form prescribed under the G.P. Fund Rules, duly completed in all respects and no employee whether permanent or temporary except reemployed pensioner, is admitted to G.P. Fund unless he has been in continuous service for more than one year.

49.3.2. *Nomination of the Subscribers*

It should be seen that nomination in the form prescribed under Provident Fund Rules has been received from each subscriber and a note to that effect kept in the General Index Register and the ledger account of the subscriber. In scrutinising nominations, it should be seen that if at the time of making a nomination the subscriber has a family, the nomination is not in favour of any person or persons other than the member of his family as defined in the G.P. Fund Rules.

49.3.3. *Subscriptions*

1. The subscribers are contributing at the rate of not less than 6 percent of the Basic Pay as provided in General Provident Fund (Kerala) Rules and not more than their Basic Pay
2. No subscriber is allowed to discontinue subscribing to the Provident Fund except during leave which either does not carry any leave salary or carries leave salary equal to or less than half pay or during the period he is placed under suspension.
3. The amount of subscription fixed by the subscriber could be enhanced twice or reduced once at any time during the course of a year.

49.3.4. *Withdrawals*

1. The refundable and non-refundable advances from the Provident Funds are sanctioned by the competent authority only for the purposes laid down in the Rules and as per relevant orders on the subject.
2. The temporary advance is refunded in not more less than 12 instalments or in not more than 36 instalments. However the subscriber has the option to refund the advance in a lump or two or instalments in a month
3. The advances are regularly recovered from the monthly pay bills.

49.3.5. ***Provident Fund Ledger***

The provident Fund Ledger is examined to see that:-

1. The ledger accounts are maintained in the prescribed form;
2. The name and designation of subscriber, his account number,
3. The fact of nomination having been accepted is neatly recorded on the ledger folio assigned to each subscriber; the entries relating to acceptance of nominations are also attested by the Competent Authority;
4. The pay of the subscriber as on 31st March each year is noted in the column prescribed in the ledger;
5. The subscription to Provident Fund is not less than 6 percent of the pay of the subscriber as on 31st March of the preceding year;
6. The Provident Fund account is maintained in whole rupees;
7. The head of the office or a gazetted officer nominated by him initials the Provident Fund Accounts monthly in token of having verified that the amount of subscription deducted, refund of advances and temporary and final withdrawals are posted correctly;
8. Sanctions to withdrawal from the Provident Fund are promptly recorded in the ledger accounts and the entries made in the ledger are initialled by the Head of office or a Gazetted Officer nominated by him, while signing the bills for withdrawal from Provident Fund;
9. Subscriptions and refunds of advances as shown in the Provident Fund schedules duly signed by competent authority and the payment of advances and withdrawals as per vouchers are correctly posted in the ledger accounts of the concerned subscribers;
10. Where balances at the credit of subscribers have been received from other offices, complete details thereof are recorded in the ledger under the attestation of competent authority;
11. Ledger accounts are closed regularly every year and correct amount of interest has been credited to the ledger accounts of the subscribers;
12. Provident Fund Account statements are issued regularly to the subscribers every year and their acceptance of the balance noted in their respective ledger account.
13. General review of ledger cards unposted items, missing credits are to be checked with reference to original Provident Fund Schedules.

49.3.6. ***Broad-sheet***

Broad-sheet is examined to see that:

1. It is maintained in the prescribed form.
2. It is closed regularly every month.
3. The total amount of credit booked every month in the broad-sheet agrees with the total of the Provident Fund deductions made in pay bills for that month and that the total of the debits booked in the broad sheet agrees with the total of payment made out of the Provident Fund in that month as abstracted separately.
4. At the end of each year the ledger balances are agreed with the broad-sheet balances and the broad-sheet is squared up to ensure its accuracy.

49.3.7. ***Statement of totals of debits and credits***

It should be seen that the statements of totals of debits and credits as worked out in the Broad-sheet each month are correctly prepared and sent to the appropriate authority

49.3.8. Closure of Provident Fund accounts

The Provident Fund accounts are closed on occasions necessitated by retirement from the service, death while in service etc. Audit has to check the closure cases during the course of audit. The audit check shall include the following:-

1. The closure application is received in the prescribed form
2. The statement of subscriptions and withdrawals during the period stipulated in the rules are enclosed
3. If the subscriber had filed a valid nomination the payment was made to the nominee
4. If there was no nomination the payment was made to the person identified on the basis of Enquiry Report /Heirship Certificate/Succession Certificate etc.
5. The interest due on the balance has been allowed only upto the period as stipulated in the Rules

49.3.9. Audit Observances/Inferences

1. Excess payments detected.
2. Non-issue/inordinate delay in issue of credit slips of PF to the subscribers.
3. Defective maintenance of registers.
4. Non-observance of rules, deviation from the rules.

49.4. Audit of Stores and Stock

1. Verify whether requirement of stores for the year has been estimated properly and included in the year's Budget and verify if the budget is approved by competent authority.
2. Verify the process of estimation of stores and check if the list of stores items required for the next year are estimated and prepared in advance (at the close of the previous year).
3. Check whether list has been prepared based on the consumption during the previous 3 to 5 years with justification for changes compared to average.
4. Check whether the purchasing officer has ensured that sufficient funds are available before according administrative sanction for purchase.
5. Verify if there is any purchase plan in place to ensure that purchases are made only for those items which will be utilized within a reasonable time.
6. Verify if the purchase indents have been raised for such purchases and indents are approved by competent authorities.
7. Examine whether for such purchases the following rules as required have been followed:
 - a) Less than Rs. 15,000 no quotations are required
 - b) Quotations are required for purchases between Rs. 15,000 upto Rs. 1,00,000
 - c) Limited tender procedures were followed for more than Rs. 1,00,000 upto Rs. 10,00,000/-
 - d) Open tender procedures over Rs. 10,00,000/-.
8. Verify to ensure that purchase indents are not split into small quantities for avoiding approval of higher authorities as above.
9. Verify whether for purchases above Rs.15,000/- on each occasion has been made without invitation quotations.
10. Check whether copies of quotation notice regarding terms and conditions, material specifications, etc. were supplied to all firms to whom enquiries were sent.
11. Verify if whether quotations were required to be submitted in sealed covers and in fact received in sealed covers.
12. Verify if quotations were received in time as fixed from all vendors.
13. Check whether the rate quoted matches with schedule of rates, if any for Government.
14. If samples were required as per the terms of enquiry, verify whether the quotations without samples have been accepted and what action was taken.

15. Check whether the prices quoted are inclusive of all taxes, dues, cess, etc. If not, internally calculate the taxes to make all the quotations on par with each other.
16. Check where required if the notice had been published in more than one leading regional language newspaper and in one or two issues of a leading English newspaper for all tenders.
17. Verify if the cost of tender form was collected and realized.
18. Check whether minimal time of one month was given for submission of tenders.
19. See whether period of firmness was specified in the tender.
20. In case of tenders, verify whether they were received in sealed envelopes with superscription on it.
21. Verify the tender register for receipt and opening of tenders along with receipt stamps on tenders.
22. Check whether the tenders were opened in the presence of atleast one tenderer and the competent authorities
23. Verify whether tenders were excluded in the following cases.
 - a) When tenders were not in the prescribed form.
 - b) When the tender is not accompanied by requisite earnest money.
 - c) When the tender is not signed by the tenderer.
 - d) When the tender is from a black listed/ banned firm.
 - e) When the tender is received late.
24. Verify to ensure that a comparative statement of all tenders received were compared in terms of price, quality, terms of delivery, terms of payment, etc.
25. Check whether other conditions being equal the lowest tender was accepted and if otherwise satisfactory reason recorded.
26. Verify to ensure that selected tenderer/bidder was the least quotee and also satisfies all the terms and conditions of the tender.
27. Verify to ensure that appropriate approval of the competent authority was received on the selected tender before placing a formal purchase/supply order.
28. Check if a formal supply order was placed before the successful tenderer once the tender was accepted.
29. Examine the purchase/supply order contained to ensure it is issued as per the approved tender quoted and terms and conditions.
30. Where an agreement is necessary, verify to ensure that an agreement had been entered into with the successful tenderer in stamp paper of stipulated value.
31. See whether the official receiving the stores is satisfied with the quality and accounting the quantity.
32. See that the payment for supplies was made only after the receipt of the same.
33. Check whether the stock register had been maintained and requisite entries were recorded there in.
34. See whether receipts had been obtained for the payments in cash/ DD/ Cheque.
35. Collect the details from the files regarding stationary procurement and with such data verify the stationary accounting records.
36. Tickets/ Receipt Books received through Printing Press accounted at the store has to be verified with the indents and receipts from the concerned offices.
37. The details of printing to be obtained from all sources before such verification.

49.5. E-Tendering

Tendering is a process to invite Bids for a Project, or to accept a formal Offer. Tendering usually refers to the process whereby Governments, financial institutions and corporations issue a Tender and invite Bids for large projects that must be submitted in accordance to the requirements specified and within a finite deadline. Bidding is referred to the procurement process from the perspective of Vendors / Suppliers interested in supplying material or providing services to the Procuring Organization. But with the advent of technology, this procurement process was made efficient by utilizing Electronic Tendering Systems. Electronic Tendering System (also known as “e-Tendering System”) is an end-to-end Tendering System which can be used and operated through a Computer System connected to the Internet. All the activities related to processing of Tenders are executed online starting from Tender Preparation to Award of Tenders.

The three modes of Tendering are:

Open Tendering: Open Tendering allows participation from anyone. Open Tenders employ Open Competitive Bidding where all Participants fulfilling Minimum Qualification Criteria specified in the Tender Document have an equal and fair chance to participate in the tendering process. It is mandatory that Open Tenders be advertised in Newspaper. In an Open Tender, Bids are invited through extensive publicity and is hence the most preferred mode of tendering.

Limited Tendering: Limited Tendering allow participation only from Pre-qualified or Empanelled Bidders. As Limited Tenders are not advertised in newspapers, other bidders generally do not have knowledge of such tenders being floated.

Single Tendering / Nomination Basis (Negotiation Basis): Single Tendering (also referred to as “Nomination basis” or “Negotiation Basis”) refers to issuing Tender to one identified Participant. Generally, Single Tenders are issued for an item where there is only one supplier or for an item where the purchaser has developed confidence in one supplier only and would just like to verify the current price, delivery etc. Single Tenders are also issued for items of proprietary nature.

Selection of bidder through Single Tender does not provide the benefits of competition and transparency, and has high risks of unacceptable practices associated with them. Hence such procurement method is employed only in exceptional cases.

49.5.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Non-production of essential records to Audit. 	<ul style="list-style-type: none"> Loss of revenue. Violation of rules to favour someone outside. Creating chances of delay in the process thereby causing escalation of costs.

49.5.2. Audit Procedures

E-tendering is an automated tendering process wherein participants can upload the required tender documents directly on to the systems, instead of submitting hard copies (as in the case of manual tendering). All those audit checks pertaining to manual tendering are applicable to e-tendering. However, the following additional audit checks may also be performed in the case of e-tendering:

1. The tender process is secured with specific rights provided to committee members, whose login process is recorded and monitored
2. Eligible bidders are submitting their tender documents by using secured digital signature, which are issued by the competent authorities
3. Opening of tender documents (which are submitted on-line) are recorded
4. Respective passwords are periodically changed

Following routine audit checks are also to be implemented:

A. Open Tendering
<ol style="list-style-type: none"> 1. Verify whether the Department adopted open tendering for invitation of tenders. 2. Check whether only under special circumstances and where approval from the concerned authorities has been obtained, department invited tenders in any of the alternative ways, namely selective tendering, single and restricted tendering, and prequalified tendering as provided for.

B. Selective tendering
Verify whether when such tendering is adopted, all contractors/suppliers/service providers on the relevant approved lists of contractors/suppliers/service providers are invited to submit tenders. (Selective tendering is usually adopted for works contracts).
C. Single and restricted tendering
Verify whether for single or restricted tendering, tenders are invited from only one or a limited number of contractors/suppliers/service providers. (Single or restricted tender procedures shall only be used in circumstances when open competitive tendering would not be an effective means of obtaining the requisite stores or services or for procuring revenue contracts).
D. Tender Notices
<ol style="list-style-type: none"> 1. Verify whether procuring departments have published tender notices on the internet or in the local and/or international press and journals. 2. Verify whether Tender invitations indicate clearly the name and address and telephone/fax number/e-mail address of the office from which forms of tender and further particulars may be obtained and other information necessary to contact the office and obtain the relevant tender documents, the exact location of the tender box in which tenders are to be deposited, and the closing date and time for the receipt of tenders. 3. Verify whether tenderers were advised that no late tenders will be accepted. They should also be informed of the alternative tender closing date/time as advised by the controlling authority of the respective tender box in the event of a black rainstorm warning signal or tropical cyclone signal No. 8 or above being hoisted at the original tender closing date/time. 4. Verify whether adequate time (minimum of 3 weeks) provided to allow both local tenderers to prepare and submit tenders. 5. Verify whether Tenderers submitted the required number of copies of tenders in a sealed cover. 6. Verify whether Tenderers had been advised not to give any indication on the cover of their tenders which may relate them to a particular contractor/supplier/service provider. 7. Verify whether Pre-addressed envelopes or labels for the return of tenders, as far as possible, had been provided to tenderers.
E. Tender Documents
<ol style="list-style-type: none"> 1. Verify whether the department used the following standard contract forms when inviting tenders: <ol style="list-style-type: none"> (a) Tender for the supply of goods (b) Tender for services (c) Articles of Agreement and General Conditions of Contract for various types of work contracts. (d) In case the department considers that the standard contract forms are not suitable for use in their tender exercises even if amendments to the clauses are made; 2. Verify whether they design and use their own non-standard contract forms to meet specific requirements of their contracts has been resorted to. 3. Verify whether the department has ensured that a complete set of tender documents covering the following is issued to all tenderers: <ol style="list-style-type: none"> (a) Terms of Tender including the conditions which a tenderer has to observe when submitting a tender, the tender validity period, the currency to be used for the contract, the dates for the delivery of goods or services, any limitation on the means by which tenders may be submitted, etc. and where the tenders may be submitted by electronic means, any authentication and encryption requirements or other requirements related to the submission of information by electronic means; (b) General Conditions of Contract covering the conditions which the contractor has to comply with in executing the contract. (c) Special Conditions of Contract covering any conditions peculiar to the contract;

<ul style="list-style-type: none"> (d) Form of Tender to be signed and completed by the tenderer (e) Tender specifications (f) Bills of quantities or quantities required of the contract where applicable (g) Detailed price schedules or schedule of rates where applicable. <ol style="list-style-type: none"> 4. Verify whether the department has disclosed the estimated contract value to the tenderers as it may become a main guiding factor in the preparation of their tender proposals, which may be reduced or, of even more concern, expand unnecessarily, thus undermining the principles of competition and value for money. Verify if, however, the estimated contract value has been disclosed to the public, whether departments, in all fairness, had informed all potential tenderers of the estimated contract value. 5. Verify whether the Department has made available tender documents to ensure that potential tenderers have sufficient time to submit responsive tenders and provide, on request, the tender documents to any potential tenderers.
F. Tender Specification
<ol style="list-style-type: none"> 1. Verify whether the Department had ensured that tender specifications which define the requirements of the contract are drawn up in a manner which meets the procurement principle of maintaining open and fair competition. 2. When inviting tenders under whichever tendering mode, verify whether the department had worded tender specifications in easily comprehensible general terms based on the functional and performance requirements of the stores or services required, and not around the technical data of a certain model of the goods or equipment to be purchased. 3. Verify whether the Department has set out in tender document all requirements and evaluation criteria that will be applied in deciding on the suitability of tenders.
G. Tender Deposits
<ol style="list-style-type: none"> 1. Verify whether where a tender deposit is required as a pledge of the tenderer's good faith (as in the case of revenue tenders), the tender documents had specified the amount of the deposit and the methods of payment (whether by cheque, cash order and/or presentation of original receipts along with the tender) and refund. 2. Verify whether the EMD of successful bidder who does not execute the agreement within the prescribed time or bidders who submit false document while submitting their tender is forfeited. 3. Verify whether the cost of tender form in respect of bids that are cancelled due to no fault of the bidder has been refunded observing the same procedure as in the case of refund of EMD. 4. Verify whether from 1st April 2014 onwards EMD of successful bidders have been transferred to treasuries. 5. Verify whether this amount has been in the pooled account along with EMD of other bidders and refund of EMD of successful bidders made soon after signing the agreement. 6. Verify whether security deposit to be furnished by the successful bidder is in the form of treasury deposit for at least 25% of security amount of each bid.
H. Contract Deposits/Performance Bonds
<ol style="list-style-type: none"> 1. Verify whether successful tenderers are required to pay a contract deposit (in the form of cash) or submit a performance bond within a specified period before contract signing (rather than at the time of tender submission) as security for the due and faithful performance of the contract. (A performance bond may be in the form of a guarantee arranged by a bank, insurance company, or the parent company of the tenderer). 2. Verify whether for work contracts, departments follow the guidelines on contract deposits and performance bonds. 3. Verify whether requirements on contract deposit or performance bond has been stipulated in the tender documents, including the amount required, the payment method etc. 4. Verify whether contract deposits has been refunded before the contract has been completed according to the terms of the contract.

5. Verify whether performance bonds have been in force until the contractor has duly performed all his obligations under the contract.
I. Receipt and Clarification of Tenders
<ol style="list-style-type: none"> 1. Verify whether one copy of the duplicate of the tenders received is kept by the relevant tender board after the tenders have been opened and authenticated by the tender opening team. 2. Verify whether after receipt of the original tenders from the tender opening team, the procuring department has checked that the tenders contain, inter alia, the names and addresses of all partners (if the tender is submitted by a partnership) or offices (if the tender is submitted by an unincorporated body) and the number of the business registration certificate. 3. Verify whether the opportunities that were given to tenderers to correct unintentional errors of form (for instance, clerical errors) has given rise to any discriminatory practice. 4. Verify whether in approaching a tenderer for clarification, departments have not provided any information that may assist the tenderer to improve his tender to the level of tenders from other tenderers.
J. Evaluation of Tenders
<ol style="list-style-type: none"> 1. Check whether it has been ensured that only properly qualified persons are appointed to assess technical submissions in their tender exercises. 2. Check whether tenders have been examined against the technical specifications, essential requirements, terms and conditions laid down in the notices of tender invitations and tender documents to determine whether they are fully conforming. 3. Check whether in recommending a tender for acceptance, the department has taken into account the following in the evaluation, as appropriate: <ol style="list-style-type: none"> a) technical and financial capability of the tenderers and their past performance records. b) timely delivery or completion; c) compatibility with existing or planned purchases; d) after sale support and service including maintenance and spare parts provision, warranty and/or guarantees; e) running and maintenance costs; f) fair market prices. 4. Check whether in normal circumstances, the department had determined the ranking of the tenders received according to the original tender prices or the adjusted tender prices made the overall scores they have attained when a marking scheme is used in tender evaluation. 5. Check in recommending the acceptance of a tender to a tender board, whether the department had value for money in mind. 6. If the tendered sums are very close or if the contract to be awarded involves payments over a number of years, e.g. interim payments to the contractor, check whether the department had compared the tenders by discounting future payments to obtain the present value. 7. Verify whether the present value of the tendered sum prevailed in determining the ranking of tenders. 8. In case none of the tenders received is fully conforming with the technical specifications, essential requirements, terms and conditions laid down in the tender document and/or attains the passing marks (if any) of the marking scheme, verify whether department has cancelled the tender exercise and retender process commenced with revised specifications, essential requirements, terms and conditions, where applicable.
K. Tender Reports
<ol style="list-style-type: none"> 1. Verify whether the department had prepared a tender report containing a clear recommendation in the standard format. <ol style="list-style-type: none"> a. when the ranking of tenders is based on the tendered prices, i.e. no marking scheme is used in tender evaluation — <ol style="list-style-type: none"> i. Check if the recommended tender is the lowest (highest for revenue tenders), whether only the three lowest (highest) tenders should be submitted.

<ul style="list-style-type: none"> ii. If the recommended tender is not the lowest (highest for revenue tenders), the lower (higher) tenders, the recommended tender and the next two higher (lower) tenders should be submitted; or b. when the ranking of tenders is based on the overall scores, i.e. a marking scheme is used in tender evaluation: <ul style="list-style-type: none"> i. Check if the recommended tender is the highest overall scorer, whether only the tenders of the three highest overall scorers are submitted. ii. Check if the recommended tender is not the highest overall scorer, whether the tenders of the higher scorers, the recommended tender and the tenders of the next two lower overall scorers had been submitted.
<ul style="list-style-type: none"> 2. Verify whether the department had forwarded sufficient copies of the tender report to the relevant tender board at least four weeks before the expiry of the validity of the recommended tender or before the intended commencement date of the contract to be awarded. If there is a delay in putting forward a submission, whether the departments has stated the reasons in the tender report for not being able to submit on time. 3. Check whether tender boards had met to deliberate (decisions reached through circulation of papers should be the exception). 4. Check whether subject colleagues have attended the meetings of tender boards.
L. Acceptance of Tenders
<ul style="list-style-type: none"> 1. Identify the authority has been specifically delegated to departments or tender boards, for approving acceptance of a tender. 2. Verify whether the procuring department had sent a letter to the successful tenderer accepting his offer and, where necessary, inviting him to sign the contract on a specified date 3. Verify whether the department had published a notice of contract award in their home pages on the Internet and kept a record for all contracts awarded. 4. Verify whether department has followed the procedures set out for execution of a contract.

49.6. Audit Procedures for Recurring Expenses

49.6.1. Employees' Expenses

1. Check the total number of employees with salary register maintained by the institution and ensure that the staff employed is in accordance with the management sanction order/copy of appointment letter.
2. Vouch the salaries to the staff. Check that the salaries and allowances are paid as per the prevailing rules and regulations.
3. In case of increments earned by the employees, check whether the competent authority has duly sanctioned such increments. Verify the copies of letters of appointment or agreements, if necessary.
4. In the case of newly appointed employee, check the pay scale, appointment order, date of increment etc.
5. Verify the leave register maintained by the institution and applications for leave. In case an employee has enjoyed excess leave, verify whether prior permission is duly obtained and his salary is adjusted accordingly.
6. Verify the total of all the columns of salary register and compare with the entries in the cashbook/bankbook on the payment side.
7. Check whether the salary payments have been made through cheques and acknowledgements on revenue stamps have been duly obtained, whenever necessary, along with signatures of employees.
8. Check whether deductions like PF, Profession Tax, TDS, ESI, and LIC under the scheme of LIC, advance, loan instalments are properly deducted from the salary of employee.
9. Ensure that TDS rate is correctly applied.

10. Also check whether all deductions from salary to employees are duly deposited with competent authorities in time.

49.6.2. Administration Expenses

1. Ensure that all revenue expenses like diesel, petrol, stationery, electricity, telephone, rent, taxes, insurance etc., are vouched with their respective bills, receipts.
2. Verify whether all such payments are duly authorised by a responsible official and verified with the sanction of concerned authority.
3. In case of telephone expenses, ensure that any deposits paid towards the new connection be shown as deposits under the head Loans & Advances.
4. Vouch all establishment expenses and enquire into any unduly heavy expenditure under any head.
5. Check whether excess, if any, under any head over the amount budgeted has been duly sanctioned by the Board. If not, bring it to the Board's notice through the report.
6. Check refund entries in the register maintained for the purpose and reconcile with ledger account.
7. Check-up other expenditures, like printing and & stationery, conveyance, etc., with reference to the vouchers, invoices and receipts, cash memos, etc.
8. Check whether the entries for provisions, pre-paid, advance, etc., are passed properly and correctly by the institution.
9. Check the correctness of sitting fees, honorarium and other allowances given.

49.6.3. Travelling Allowance

1. Check and ensure that the tour programme is sanctioned by the Competent Authority
2. Check the tour advances and ensure that:
 - a) Application for T.A. advance has been duly approved/countersigned by the Competent Authority
 - b) No advance was outstanding in the name of the employee and second advance has not been paid
 - c) The advance amount has been determined based on the duration of the trip and the entitlements as per rules laid down in the rules and the circulars issued from time to time in this respect
 - d) In case of cancellation of journey, the advance amount has been refunded immediately by the employee duly approved by the Competent Authority

49.7. Audit of Contingent Expenditure

Kerala Financial Code defines "Contingent charges" or "Contingencies" as incidental expenditure, which is necessarily incurred in running an office. The main items are common to most offices, e.g., expenditure on books and periodicals, service postage, electricity charges, telephone charges, cleaning charges, rent office maintenance expenses, Printing & Stationery etc. Auditors should review all financial rules, delegations and orders affecting expenditure and other transactions subjected to audit must be scrutinized before the audit of transactions which they govern is conducted. This should be done with a view to seeing that they do not conflict with the orders of any higher authority and in case they have not been separately approved by the authority, the issuing authority possesses the necessary powers.

49.7.1. *Risks & Implications*

Audit Risks	Implications
<ul style="list-style-type: none"> ▪ Non-compliance with laid down policies and procedures for sanction and payments. ▪ Misappropriation of funds ▪ Non maintenance of required registers like Rent Register, Expenses Registers etc. ▪ Unauthorized Expenditure/Authorisations not given in accordance with rules/delegation of powers in force. ▪ Payments made without adequate support documentation ▪ Delay in processing vouchers and recording expenses in the books of accounts ▪ Absence of maker-checker control which may result in error, mistakes and is a source for fraud risk. ▪ Incorrect allocation and booking of expenditure to various heads 	<ul style="list-style-type: none"> ▪ Incorrect Financial Information ▪ Expenditure not meeting end objectives ▪ Infructuous expenditure

49.7.2. *General checks*

<ol style="list-style-type: none"> 1. Verify the authorization by competent authority; check if the limits are prescribed for each type of expenditure and verify to ensure those limits are not exceeded. 2. Examine if the expenditure is in accordance with applicable financial rules and regulations 3. Verify if all expenditure is entered in the Appropriation Control Register and ensure the balance as per the register agrees with the GL account balances; reconcile the differences, if any and ensure corrective action is taken for differences. 4. Verify to ensure the classification of expenditure is correct. 5. If the vouchers are missing, verify whether there is a certificate of payment with supporting documents which is properly authorized and approved by the competent authority. 6. The rates paid agree with the approved quotations, contract agreements etc. executed for the supply of material purchased 7. Where acknowledgements of payments are received in advance and the actual payments are made subsequently, separate acknowledgement of payees are obtained at the time of payment. Such acknowledgement need not be stamped if the acknowledgement obtained in advance already stamped. 8. Where a single stamped receipt is obtained from a payee in acknowledgement against payment of more than one purchase at a time a reference is given to all concerned vouchers and the total amount of such vouchers agrees with amount for which Acquittance is obtained 9. All paid vouchers and sub vouchers are stamped 'PAID' or so cancelled as to prevent a second claim be preferred against the institution at the same score 10. There are no erasers, overwriting, or alterations of total amount of the bill written in figures and in words. Corrections if any are properly attested by the disbursing officer and the amount of bills tally with actual payee's receipts 11. Suitable notes regarding payments having been made on various sub vouchers are also kept on the relevant purchase orders, indents and invoice bills to prevent double payments 12. Every payment is supported by a payment order signed by the head of the office or authorised subordinate officer. 13. When the acknowledgement on a voucher is given by a mark or seal or thump impression it should be seen that it has been attested by a responsible officer. 14. The purchase of Computers ,Photostat machines as well as stationeries are made in accordance with the rules regulating the purchases 15. In the case of labourers employed at a daily or monthly rates, see that muster roles have been maintained and written up daily by the official immediate in charge , checked periodically by the supervising officer and that a certificate recorded by the disbursing officer. Check the entries in the

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| <p>muster rolls with daily reports if any submitted by the officials in immediate charge to the disbursing officer showing on what work each labour was employed each dates.</p> <p>16. Each item of payment recorded in the contingent register is initialled by the head of office or authorized subordinate officer</p> <p>17. Permanent advance is recouped whenever it is running short and in any case at the end of each month.</p> <p>18. That the expenditure is within the available appropriation and that all steps have been taken by the drawing officer with a view to obtain an additional appropriation if the original has been exceeded or is likely to be exceeded</p> <p>19. No money is drawn unless it is required for immediate disbursement.</p> |
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49.7.3. *Verification of log books of vehicles*

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| <ol style="list-style-type: none"> 1. Obtain a list of vehicles in use at the entity and ensure proper rules are being followed in their use. 2. Examine the log books of vehicles |
| <ol style="list-style-type: none"> 3. That the log books are maintained in respect of each vehicle in the prescribed form; 4. That the vehicle is used only for bonafide public purposes permissible under the rules and orders and not for any private purposes without the orders of the competent authority. 5. That full details of all journeys undertaken are recorded covering the mileage, places visited and relevant kilo meters in meter recordings; that the official using the vehicle has initialled the entries evidencing the use of vehicle. 6. That in the case of authorized private or non-official journeys the charges recoverable, at the prescribed rates, have been recovered – verify the evidence in the form of vouchers and orders and entries in the cash book for recoveries. 7. That all issues of petrol, oil and other lubricants and consumable stores are duly recorded in the log books. 8. That the log books are closed after the prescribed periodical intervals and average number of kilometers run per litre of petrol or diesel / oil is worked out; ensure the yield is not abysmally low. 9. That a kit of equipment and tools kept with the driver of the vehicle is entered in the log book; 10. Check whether the Log Book has been maintained promptly based on each journey. 11. Verify whether destinations have been properly recorded as also time and date of start and return of each journey. 12. Check whether the distances shown are reasonable. 13. See whether the purpose of the journeys have been recorded and attested by the Officer using the vehicle. 14. Verify whether tested mileage certificate has been obtained for each financial year. 15. Check the use of fuel with the above approved rate. 16. See whether the kilometer reading at the time of filling up fuel falls within the reading for the day. 17. Check whether fuel has been purchased on any occasion over and above the tank capacity. 18. Verify the monthly abstract of the distance covered with mileage certificate rate and fuel filled. 19. See whether entries have been made and attested by the Officer in charge in the Fuel account Register. 20. Attempt to collect data, if any, as to whether the official was elsewhere while as per the Log Book he was in the Department vehicle. |

49.7.4. ***Repairs & Maintenance of Vehicles***

1. That full details of all repairs to vehicle and replacement of parts are duly recorded in the log book; for any frequent repairs of the same vehicle or frequent change of parts and accessories, check to ensure they are not indicative of fraud.
2. Ensure that the replacement of parts have been made only after completion of the prescribed life for such parts, for e.g. tyre replacement; in other cases, ensure there is proper sanction and approval for replacement before expiry of their life.
3. That all officials journeys outside the headquarters or jurisdiction of the vehicle (s) are supported by written sanction of the competent authority;
4. Verify expenses with the bills and corresponding entries in the cashbook/bankbook. Trace the entries to the respective registers/sub ledgers and GL accounts to ensure they were properly recorded and accounted.
5. Check whether provisions of TDS are applicable on any contracts. If applicable, check whether TDS is deducted at appropriate rates.
6. Check whether the tax deducted has been duly deposited with Government in time in correct chalan.
7. Also verify whether necessary TDS. Certificate is issued and annual return for TDS is filed with competent authority.
8. See whether the repairs have been got executed in approved workshops.
9. Verify whether separate slot of pages are provided for recording repairs and maintenance of each vehicle to arrive at the total charges for each vehicle during the year.
10. Since the vehicles are covered by comprehensive Insurance check the correctness of the reimbursement from the Insurance Company and ensure that only inevitable payment comes due from own funds. If the expenditure is considered exorbitant in the circumstances noticed, comment on the same.
11. Check if the entries in the R&M register are attested by competent authority.
12. Check whether proper permission is obtained for undertaking repairs and maintenance work.
13. Check whether the expenditure is duly approved by the concerned authority.
14. Check whether contracts are given on the basis of quotations called for by the institution.

49.8. ***Audit Procedures for Educational Institutions***

49.8.1. ***Audit of Income***

49.8.1.1. ***Risks & Implications***

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

49.8.1.2. ***Audit Procedures***

A. Tuition Fees
<ol style="list-style-type: none"> 1. The activities and financial transactions of School sections (both aided and Self- financing) College sections (both aided and Self-financing) by scrutinizing the files concerned. 2. The accounting of the School Fund and College Fund maintained to be examined with reference to Cash Book, Bank Pass Book, Ledger, Journal, reconciliation statement etc. (Detailed instructions on the Audit procedures are available in the “Audit of Annual Accounts” incorporated separately below)

<ol style="list-style-type: none"> 3. Verify the subsidiary records in relation to the Annual Accounts and Reconciliation 4. Get a list of students enrolled in each class from the institution and verify the names entered in the students' fee register for each month or term with the respective class registers, showing names of students on rolls and test check the amount of fees charged. 5. Check the fees received by comparing counterfoils of receipts granted with entries in the cashbook/bank and tracing the collections in the fees register to confirm that the revenue from this source has been duly accounted for. 6. Report arrears, or late fees received. Also check the accounting entry in cashbook/bankbook for fine, if any, taken for arrears or late receipt. 7. Check that arrears that are irrecoverable have been written off under the sanction of an appropriate authority 8. Ensure that fees received in advance have been duly carried forward and adjusted subsequently. 9. If fees received through cheque, verify whether all the cheques have been deposited and have been cleared or not. If any cheque is dishonoured, check whether any action against it is taken or not. Also check whether subsequently the amount is received or not and cross-verify the mode of subsequent receipt. 10. Check whether collections as per receipts issued are accounted in the Daily Fee Collection Register, Tuition Fee Register and Cash Book 11. Verify whether the prescribed fee has been realized thus from all students 12. Tabulate non/short accounting and arrive at the total sum involved in such cases to fix the liability 13. Examine whether the amounts has been remitted to the Bank by tracing the Bank Pass Book and identify short/missing credit. Tabulate non/short credit and arrive at the total sum involved in such cases to fix the liability 14. Cross check the entries of realization of fees against each student on every occasion of fee collection
B. Bus Fees:
<ol style="list-style-type: none"> 1. If transportation is provided by the institution, check the amount charged per student per route. 2. Check whether the transport fees are included in the tuition fees or charged separately. 3. Verify the number of students who have availed the service with the register and also verify the amount received with counter foil of receipt issued. Report the arrears, if any. 4. If transportation is not owned by the institution, verify the contract, if any, with the transporter and verify the amount collected from the transporter is as per the agreement. 5. Verify whether any concession is given to the student for absenteeism. 6. Check whether vehicles are given on rent during holidays. If yes, whether under proper authority and recovery is correctly made and credited to proper account head. 7. Check whether collections as per receipts issued are accounted in the daily Fee Collection Register, Bus Fee Register and Cash Book 8. Verify whether the prescribed fee has been realized thus from all students 9. Tabulate non/short accounting and arrive at the total sum involved in such cases to fix the liability 10. Examine whether the amounts has been remitted to the Bank by tracing the Bank Pass Book and identify short/missing credit. Tabulate non/short credit and arrive at the total sum involved in such cases to fix the liability 11. Cross check the entries of realization of fees against each student on every occasion of fee collection
C. Development Fee
<ol style="list-style-type: none"> 1. Check whether Development Fee is received in cash or kind 2. Verify whether the Development Fee is accounted in the Development Fee Register, Cash Book/Bank Book 3. Similarly, in case donations are meant for any specific purpose, ensure that the money and income therefrom is utilised for the specified purpose.

D. Fine for Belated Fee Remittance:
<ol style="list-style-type: none"> 1. Verify the rules regarding penalty/fines for late payments of tuition fees, bus fees, etc. 2. Check whether matching amount is written off if item appears in the Balance Sheet 3. Ensure that fines for late payments have been collected under proper authority 4. Verify the entries in cashbook/bankbook with the receipts of counter
E. University Inspection Fee
<ol style="list-style-type: none"> 1. Fees has to be remitted as per the requisition of the University concerned to facilitate the inspection of the colleges where new courses or batches are proposed to be commenced 2. Check the requisition received from the University 3. Verify whether the amount has been remitted to the University and chalan preserved 4. Examine whether a new course/batch has been commenced in the educational institutions
F. College / School Development Fund, Student Registration Fee, PTA Fund
<ol style="list-style-type: none"> 1. Check the receipts with Fee collection register and Cash Book 2. Ensure remittance from the Bank Pass Book 3. If difference is noticed , observe thus and fix the liability

49.8.2. *Audit of Expenditure*

49.8.2.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time

49.8.2.2. *Audit Procedures – Educational Institutions*

A. Expenditure – Salary and allowances
<ol style="list-style-type: none"> 1. Ensure whether salary bill has been prepared at the prescribed rates, totalled correctly and passed for payment. 2. Check whether the salary has been disbursed through the Acquittance roll maintained 3. See whether the Principal has authenticated the disbursement 4. Check whether festival allowance/bonus sanctioned disbursed and accounted likewise 5. See whether necessary entries have been made in the Cash Book and Ledger
B. Contingent Expenses (bus, study material, telephone, conveyance, etc.)
<ol style="list-style-type: none"> 1. Examine whether study/materials have been purchased on the strength of proper bills 2. Check whether these have been recorded in the stock Register and issue/utilization shown under proper attestation 3. See whether necessary entries have been made in the Cash Book Ledger 4. Check whether the vehicles are owned by the institution or not. 5. If yes, verify expenses of diesel, repairs, etc., with respective bills. 6. Also verify RTO fees/Licence fees, etc. 7. Check the insurance coverage to the effect that they are fully paid and cover all contingent and third party liabilities.

C. Repairs & Maintenance of Vehicles

1. Check whether the vehicles are owned by the institution or not.
2. If yes, verify expenses of diesel, repairs, etc., with respective bills.
3. Check whether proper permission is obtained for undertaking repairs and maintenance work
4. Check whether the expenditure is duly approved by the concerned authority
5. Check expenses with the bill and corresponding entries in the cashbook/bankbook.
6. See whether the repairs have been got executed in approved workshops.
7. Since the vehicles are covered by comprehensive Insurance check the correctness of the reimbursement from the Insurance Company and ensure that only inevitable payment comes due from the Board Funds (value of plastic items, etc.). Comment on the exorbitant expenses for repairs if noticed
8. Check whether the Log Book has been maintained promptly based on each journey.
9. Verify whether destinations have been properly recorded as also time and date of start and return of each journey.
10. Check whether the distances shown are reasonable.
11. Verify whether tested mileage certificate has been obtained for each financial year.
12. Check the use of fuel with the above approved rate.
13. See whether the kilometre reading at the time of filling up fuel falls within the reading for the day.
14. Check whether fuel has been purchased on any occasion over and above the tank capacity.
15. Verify the monthly abstract of the distance covered with mileage certificate rate and fuel filled.

49.9. Audit of Public Works**49.9.1. Risks & Implications**

Risks	Implications
<ul style="list-style-type: none"> ▪ Non maintenance of relevant registers ▪ Capital commitment without budget availability ▪ Non-maintenance/non updation of budgetary control register ▪ Wrong classification of expense item as capital or vice versa ▪ Improper capitalization ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit ▪ Not deducting statutory dues ▪ Not properly accounting for materials issued to contractor. ▪ Commencement of works without having approved budget and technical and administrative sanctions in place. ▪ Execution/Commencement of work without first obtaining the financial sanction for project/s ▪ Non-maintenance relevant registers for works. ▪ Award of work to ineligible contractors and non-compliance with prescribed procedures ▪ Mismatch between Contract Rate and Running Bill Rates and inadequate approvals on the RA bills. ▪ Incomplete details on RA Bills and wrong/incorrect estimation of works. ▪ Improper payments like payments outside contract terms. ▪ Not deducting statutory dues ▪ Improper accounting for materials issued to contractors ▪ Non closure of work accounts 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position ▪ Capital commitment without budget availability. ▪ Wrong classification of revenue item as capital, or vice versa ▪ Infructuous/wasteful expenditure

49.9.2. ***Audit Procedures***

A. Examination of Registers and Records maintained for Works
<ol style="list-style-type: none"> 1. Verify that (i) Register of Works (ii) Contractors Ledger (iii) Measurement Books (iv) Material Registers (v) Suspense Registers and other Records are maintained in the prescribed format as per relevant rules and regulations. 2. In case of loss of M Books, verify the following: <ol style="list-style-type: none"> a) A list of all claims for works or supplies made as per measurement made vide lost MB should be prepared by a responsible officer irrespective of the fact, whether payments for such works have already been made or not. b) The list should be verified with reference to bill register, copies of bills, vouchers, cash book and cheque counterfoils to ascertain that none of the claims entered in the list is for double claims / payments. c) After verification as stated above, the works for which payment are not made such works should be re-measured in a fresh MB for payments as usual. d) It should be seen that deduction for void or shrinkage is made at the rates specified as per analysis of rates / schedule of rates of the department. 3. The postings in the respective registers should be agreed with relevant vouchers and their supporting documentation; the balances in each registers should also be correctly posted to respective GL accounts. 4. Verify and ensure that the entries in the Contractors ledger for the bills have not been made until the relevant bill has been passed and payment made thereon. 5. Similarly verify that debit entries in the ledger are to be made only on the basis of transaction recorded in the accounts from the supporting cash, stock or adjustment vouchers and liabilities not yet cleared are to be excluded. 6. Ensure that the value of materials issued to contractors were debited on the authority on the contractor's acknowledgement. 7. Verify the stock entries in the Contractors ledger (if any) and ensure that Value of stock supplied agrees with the entries in the monthly abstract of stock issues. 8. Verify and ensure that advance, cost of materials issued, penalties imposed or other recoveries ordered etc. have been debited to contractor's ledger to watch their recovery. 9. Verify the contractors' ledger to ensure that advances are correctly and timely adjusted and acceptable reasons exist for delay in adjusting Secured Advance outstanding over a considerably long periods. 10. If the registers show no expenditure entries in a few months, verify the reasons to ensure if the construction was stopped or abandoned resulting in infructuous expenditure. 11. Ensure that the registers properly and correctly reflect the closure of each work and settlement of bills and materials; if work was left incomplete by a contractor the reason thereof should be investigated to find out whether it was due to any fault and lapse on the part of the department and if not whether penal actions as per provisions of contract was initiated against such contractor. 12. Ensure by verification of attestations/signature in the registers, that the registers were duly examined periodically by competent authorities. 13. Ensure that the total expenditure incurred on each work/contract is correctly computed and shown in the register and compare the same with the original estimates and ensure the expenditure did not exceed the estimates; verify the approval of the appropriate authority in all cases where total contract expenditure exceeded the estimates.
B. General Procedures and Preconstruction Checks
<ol style="list-style-type: none"> 1. Enquire and verify if a viability study was required and conducted by the concerned officials before starting the designated Project; check if the results of this study were submitted to the competent authority for review and decision.

2. Enquire and verify whether works such as site preparation, soil study and assessment of feasibility of services such as water supply, electricity, drainage and sewerage etc. where required were done and duly approved by competent authority.
3. Verify if the revisions (if any) suggested by the reviewing team were incorporated in the scope of work.
4. Verify if a detailed estimate has been prepared and a Technical Sanction has been issued before executing the work.
5. Examine the project estimates to ensure these were prepared on prescribed schedule of rates applicable for the Auditee Institution (state PWD or central PWD or such other rules)
6. Examine, on sample basis a few estimates to ensure they contain correct details with respect to :
 - a) Scope of Work, Bill of Materials and cost estimates
 - b) Technical specifications, Designs and Drawings
 - c) Compensation for land (if any); environment impact and clearance required (if any),
 - d) Materials and labour required for works
 - e) For road projects, a brief description, standard road map of the area with the position of the new road marked therein.
7. Check if a Register of sanctioned estimates is maintained and all new sanctions are entered therein quoting the authority for sanction ; entries in the register to be attested by competent authority
8. Check that no work is started until an estimate for the same has been sanctioned and funds allotted

C. Budget Control and Sanction Checks

1. Enquire and verify if the budgetary control is done at the stage of the commitment, and not only at the time of payment; verify if necessary funds for execution of works have been included in the Annual budget of the Entity.
2. Verify if the administrative sanction for executing the work has been accorded by the competent authority on the estimate of every work to be undertaken.
3. Verify that the Administrative and Technical sanctions are issued by the competent authority.
4. Verify the expenditure sanction, if any, from the competent authority to ensure that funds for the project have been provided, and liability can be incurred.
5. Check how the works have to be executed: in house or by external contractors/vendors; verify necessary office notes/resolutions for this purpose.
6. Verify approvals from third party consultants (if any) like architects, engineers etc., to ensure that Tenders have been prepared based on the latest designs and scope of work approved by the competent authority.

D. Verification Procedures

1. For all external works, verify the method employed for execution of the works i.e. multiple quotations or open tenders or e-tenders and ensure this complies with relevant procurement rules and regulations.
2. Take samples (or 100% if required) of work orders/agreements/contracts representing each of the above methods (quotations/tenders) and perform the following verification procedures:
 - a) Examine the estimates and the administrative and technical sanction
 - b) Check the necessary approvals/resolutions of the Board/Committee for execution of works.
 - c) Verify the budget allotment, appropriation and balance at beginning and at stage when work orders/purchase orders are issued and payments made.
 - d) Check if multiple quotations are invited through prescribed procedures or tenders floated in accordance with the Rules.
 - e) Check the Tender notices for date of publication, date of tender , date of submission, scope of work and other full particulars as may be required.
 - f) Verify that the works tendered are justified in the circumstances in which such works are quoted.
 - g) Check that quotations/tenders are received in sealed covers and noted in the relevant registers; verify the registers and tenders/quotations to ensure they were opened by

<p>competent authority and in presence or tenderers wherever required; the registers and the tenders should be initialed by the competent authorities to evidence the same.</p> <ul style="list-style-type: none"> h) Verify the comparative statements prepared by the quotation/tender evaluation officers and ensure that all relevant data has been considered in preparing those statements. i) Examine the tender/quotation evaluation and acceptance documents to ensure they were evaluated by competent persons and accepted by competent authority as per the delegation in force. j) Verify the Purchase Orders/Work Orders/Agreements to ensure that these were issued on successful tenderers and contain scope of work and other terms as per the bid documents, to the extent modified (if any) in the tender negotiation processes and the orders/agreements were issued under the signature of the competent authority. k) Verify to ensure that no undue concession, not expressly provided or contemplated in the contractual agreement, is allowed to the contractor l) Verify to ensure if necessary registers of Works/Contractors/Agreements/PO/WO are maintained and updated with all new contracts and orders under the attestation of competent authority. m) Verify a sample set of agreements to ensure (i) they are previously vetted by legal and finance departments (ii) properly executed by the successful tenderer and (iii) signed by the competent authority on behalf of Auditee Entity. n) Verify if clauses such as contract value, scope of work, delivery schedule, place of delivery, timeliness of completion of works, penalty, inspection of stores, dispatch instructions, particulars of consignee, applicability of sales tax, excise duty in definite terms along with their rates etc. are clearly mentioned in the contract; ensure that the terms of the agreement are unambiguous so as to avoid any litigation on this contract. o) Verify whether a provision is made in the contract for safeguarding Government property entrusted to contractors. 	
E. Works Execution and Billing and Payments – Verification Procedures	
<ol style="list-style-type: none"> 1. Verify that the work does not commence before execution of a contract and authorized by the competent authority of the Auditee Entity. 2. Verify that work did not commence without a detailed design and estimate (technical sanction) as sanctioned by the competent authority. Verify that final BOM as agreed to is in place. 3. Check that no work commences unless an allotment of funds has been made and orders for its commencement have been issued by the competent authority 4. Verify if correct amount of security deposit and/or performance guarantees as per the contractor have been furnished by the vendor within the stipulated time. 5. Ascertain that every public work undertaken by the department is executed under the direct control and supervision of the concerned Engineer or other technical officers authorized by him and they are satisfied of the progress and quality of work by direct inspection and test checking. 6. Check whether the contractor maintains the work schedule as incorporated in the agreement 7. Check that M-Books are maintained for every work, date of measurement is correctly recorded and entries are recorded continuously without any blanks in between; verify the Measurement Books with the work executed and certified on site either independently or at time of verifying the contractors' bills and invoices with/without the Treasury Bills. 8. Ensure that M Books are updated daily/weekly for the work completed and contain the signature of the authorized officials of the entity measuring the work and approving the work; ensure these are filled by actual work completed rather than from estimates. 9. If entries in the M Books are corrected/cancelled, ensure the entries are properly attested by competent authority and the reasons for cancellation and correction are noted. 10. Examine the M Books to verify if the measurements are crossed off as soon as bills are passed for payment, voucher numbers noted and pay order signed by the disbursing officer soon after the payment. 11. Enquire if work registers for major and minor works are required to be maintained; if so verify such registers. 	

12. Records of check measurement by competent authorities is recorded at the end of the MB with percentage of check measurement done as have been directed by higher authorities.
13. Verify and report if the rates agreed in the contract are considerably higher than the rates prevailing at the time of review.
14. Check if advances of any class are given to the contractors, recoveries of the advance are made promptly while settling the bills; verify such advances are as per contract terms and are properly authorized and approved prior to their disbursement.
15. In cases of material supply (like steel and cement) by Auditee Entity, verify the actual issues against the issue notes/receipts and respective inventory registers; check the cost of such materials is properly and correctly recovered from contractors and accounted correctly in books.
16. For any deviations from contracts, verify whether such deviations were approved by the competent authority.
17. Verify that the following events are monitored by the competent authority and action taken:
 - a) Supervising the work and administering the contract
 - b) Checking the bills of the contractors and certifying the work done and payment due to the contractors
 - c) Valuing the variation to the work and the contract and obtaining necessary sanction of competent authority.
 - d) Monitoring the time schedules and awarding extension with necessary approval from competent authority.
18. Obtain a sample of RA/Contractors bills and verify the following:
 - a) The rates shown in the bills match the rate agreed in PO/WO/Contract – note and seek explanation for any discrepancies.
 - b) Verify that the bills correctly mentions the Contract Agreement Number and date, Work Order number and date, date of commencement of work and date of completion of work as per agreement, extension of completion time granted by the competent authority, if any, taxes applicable, cost of material supplied.
 - c) Check the current running account bills with the previous bill to check its accuracy and completeness.
 - d) Verify the bills are properly signed and sent.
 - e) Verify to ensure that cost of material supplied to contractors, and recoveries for supply of rent, water and electricity charges and hire charges of plant and equipment etc have been made properly and deducted from the bills to ensure these are correctly recovered.
 - f) Verify that in the case of percentage rate contracts allowing rates at a certain percent above or below the SOR the value of work done and measured has been increased or decreased accordingly as per the contract.
 - g) Verify that the “total payment already made” shown in the running bills, has been correctly recorded from previous bills and matches with the entries in the contractor’s ledger.
 - h) Verify that bills are certified by the competent authority.
 - i) Verify the bill items of work completed with M Book to ensure accuracy and completeness
 - j) If necessary, undertake a site visit, examine and measure the work completed, compare with M Book and RA bills to ensure there are no issues with the bills.
 - k) Re-compute the taxes and bill amounts to ensure accuracy and completeness.
 - l) Verify the authorization for payment.
 - m) For Treasury related payments, compare the actual bill (of vendor or AE) with Treasury bill and supporting documents to ensure correct bills are sent to Treasury for payments.
 - n) Verify the Treasury payment advice with Cash Book/Bank Pass Book and the respective entries in the Registers maintained for RA bills and contracts; verify the entries in respective GL accounts.
 - o) Verify the Treasury payment advice for payments like VAT, Welfare Fund, etc., directly to concerned departments and trace the entries to the Cash Book/Bank Book and respective GL accounts.

<p>19. In case of Final Bills also verify for the following:</p> <ol style="list-style-type: none"> That the work or supply was completed within the date as stipulated in the contract and that no extension of time was granted without justification. In case of delay in completion of work / supply because of contractor's lapse and consequent increase in cost, it should be seen whether penal action was initiated against him. If the delay was due to fault of the department such a delay in handing over the site of construction, in supplying designs, drawings or materials as per contract etc., which should be commented upon. Check and verify if a complete list of materials supplied to contractors is enclosed with final bill and the deductions already made in earlier RA bills and reconcile the same to arrive the balance cost to be deducted. Test check a few of them with the stores accounts and reconcile differences if any. Verify the certification of work to ensure that competent authority has issued work completion certificate as per the contractual specifications. Verify that the final bill along with final copy of M Book and other supporting documents are verified and approved by competent authority before the same was paid. Verify the Bills and Payment Advices and trace them to Cashbook/Bank Passbook and respective GL accounts.
F. Other Procedures
<ol style="list-style-type: none"> Verify respective entries in Bill/Contract registers and bills and invoices to ensure these were journalized before release of the payments.
G. Verification of Material at Site Accounts (if applicable)
<p>Scrutinize the Material at Site Accounts (if relevant) for the following</p> <ol style="list-style-type: none"> That closing balances of various materials in the Account of the previous months has been correctly brought forward as opening balances. That receipts and consumption of material during the month agree with the quantities as per the respective voucher, Transfer entries orders etc. That the closing balances of materials at the end of the month have been correctly worked out. That physical verification of materials lying at sites of the work is conducted periodically and at least at the end of each year, on completion of the work commenced, and when the officer- in-charge of the work is transferred. That action has been taken to transfer the usual materials to 'Stock' or other works or to recover the value of materials found short or damaged, from the person found responsible for the shortage or damage. That in cases where materials have been remaining unused for a long period of time, adequate reasons exist for procuring them in advance of requirement. Materials of site Accounts of completed works including those transferred to other works or stock, should be scrutinized to see that these materials were obtained in excess of actual requirement or in advance of requirement or became surplus due to change of design, specification of the work etc. such cases of lack in proper planning should be commented upon.
H. Verification of Post Completion Activities
<ol style="list-style-type: none"> Obtain the completion certificates for the completed works and their respective approved plans; verify that the completion is as per original plan; if there are deviations check if those deviations are properly authorized and approved. From the CC and its backup documentation, verify the actual date of completion with planned date, final cost/value with the agreement/work order value etc. Verify if the asset is put to use; if not issue an audit enquiry and seek explanation. Verify whether the final payment is processed only after ensuring that all deliverables have been met and completion certificates are in place for the works.
I. Expenses on Maramath (Public Works)
<ol style="list-style-type: none"> Verify the budget allotment, appropriation/balance after countersigning each bill. Office copy of the bills to be checked for excess claims with Budget estimates

J. General:

1. Check whether the budgetary control is done at the stage of the commitment and not only at the time of payment
2. Examine whether necessary funds have been included in the annual budget
3. Check whether a detailed estimate has been prepared
4. Ensure that the Administrative and Technical sanctions are issued by the authority who has been delegated with such powers
5. Examine and ensure that the tender notice published contain the full particulars
6. Ensure that the tenders are accepted by the competent authority
7. Ascertain that in the case of accepted tenders, necessary agreements have been executed with the contractor for prompt execution of the work
8. Check the terms of the agreement and ensure that they are unambiguous so as to avoid any litigation on this contract
9. Ensure that no undue concession, not expressly provided or contemplated in the contractual agreement, is allowed to the contractor
10. Check whether the contractor maintains the work schedule as incorporated in the agreement
11. Ascertain that every public work undertaken by the department is executed under the direct control and supervision of the concerned Engineer or other technical officers authorized by him and they are satisfied of the progress and quality of work by direct inspection and test checking
12. Check and ensure that the measurement books as specified in the public Works Manual are maintained for every work
13. Ensure that the time schedule for execution of work as agreed to have been strictly adhered to and in the case of default by the contractor, necessary fine has been imposed and recovered
14. See whether if advances of any class are given to the contractor, recoveries of the advance are made promptly while settling the bills
15. Ensure that where the department undertakes to supply cement or steel to the contractor whether the cost of the materials supplied are recovered as per the terms and conditions and at the rates stipulating the supply
16. Ascertain that no payment to the contractor is made on items which the contractor had not been given orders to execute and an agreement to this effect is entered into
17. Ensure that in the case of deposit works on behalf of Government departments, whether the cost of the works and supervision charges, if any, have been recovered from the departments concerned

K. Building Works

1. Check the correctness of the rates arrived at each item with reference to Standard Data Book, Schedule of rates and Conveyance rate.
2. Check the arithmetical accuracy of the records in the Measurement Book.
3. Ensure that the linear dimensions for basement do not exceed that for foundation.
4. Ensure that space (volume) occupied by doors, windows, ventilators, air space and lintel portion in full and beam portion partially have been deducted to arrive at the net quantity of brick work to be paid for.
5. Check whether the linear measurements for brick work do not exceed those of basement.
6. Check whether the furnishing of the bathrooms satisfies the tender conditions, the quantity and quality.
7. Check whether the area of painting, white washing, etc., have been arrived at based on the actual area to be verified with the original work.
8. Assess the correct area of wood work to arrive at admissible amount multiplying the area by 2.25.
9. Check the total value of work done and see whether the taxes including income tax due have been deducted. Also see whether fine has been realized for delay if any, on completion of work as stipulated in the agreement.
10. Ensure that the Tender excess is allowed on the amount arrived at after deducting value of the department articles supplied.

11. Verify whether the work has been check measured by the competent authority
12. Examine whether the contractor has signed in the measurement book in token of having accepted the measurements
13. Linear measurement of basement does exceed that of foundation
14. Brickwork should not increase the basement
15. Cross verify the measurement in the different pages of the measurement book.
16. Check whether requirement of cement for different works are as per standard data book. **For immediate reference, an extract of the standard are given in Appendix-A:**
17. The temples having to be opened to the devotees till noon and from early evening hours. The masonry works has to be limited to the period from 12.30 pm to 4.30 pm.
18. Verify whether this aspect has been taken into consideration while arriving at the rates in the Data Sheet in respect of labour charges related to such works.

L. Roads:

1. See whether for new construction of works, road is opened to traffic after completion of the sub base and base course for a minimum period of one monsoon. Black topping should be done after the above period
2. Examine whether new works having guarantee period of 18 months in the agreement the contractor has done the B.T. work along with the original work and rectified the damage, if any
3. Verify whether the practice of adopting different rates for successive KMs of the same road for supply of materials is discontinued and average rates used
4. Check whether the course and fine aggregate supplied at the site of work is paid for in m³ and the actual volume of the aggregate after deducting the following percentage from the volume computed by stack measurement

Standard size	% of deduction
75mmx63mm	12.5%
40mmx25mm	10%
30,12,10mmx6mm	5%

5. See that 100m³ rock yields 150m³ of blasted rubbles (measurement, issue, price and distribution of such materials be audited)
6. Check the details of various sizes of rubbles supplied, issued, cost and utilization to be checked
7. Check whether 6mm chips for seal coat is used for all patch works for rectification of pot holes
8. Check the correctness with reference to the adequacy of road materials (as per IRC specification) shown below:

For immediate reference, an extract of the standards are given in Appendix-A:

Appendix A. - Extracts of Standard Data Book for Maramath work- Adequacy of cement

153 (a)	Brick work in C.M. 1:4 wire cut bricks (22.9cm x 7.00cm)	72kg/m ³
154	Brick work in C.M. 1:5 with wire bricks (19cm x 9cm x 9cm)	72kg/m ³
154 (a)	Brick work in cement mortar 1:5 with wire bricks cut bricks (22.9cm x 11.2cm x 7cm)	58kg/m ³
158 (a)	Brick work in cement mortar 1:5 with country burnt brick (22.9cm x 11.2cm x 7cm)	69kg/m ³
158 (a)	Brick work in cement mortar 1:5 with country burnt brick (19cm x 9cm x 9cm)	69kg/m ³
159	Brick work in cement mortar 1:6 with country burnt brick (19cm x 9cm x 9cm)	58kg/m ³
159 (a)	Brick work in cement mortar 1:6 with country burnt brick (22.9cm x 11.2cm x 7.0cm)	58kg/m ³
	Brick work in cement mortar 1:6 with country burnt brick (22.9cm x 11.2cm in C.M. 1:8)	43kg/m ³
Laterite Masonry		
205	Laterite masonry in C.M. 1:4 (1.44cm x 24cm x 14cm)	58kg/m ³
206	Laterite masonry in C.M. 1:5 (44cm x 24cm x 14cm)	46kg/m ³
Stone Masonry-Rubble Masonry		
255	Cut stone work in steps 15x22cm in C.M. 1:2	62kg/m ³
261	Coarse rubble work split stone in cement mortar 1:2	101kg/m ³
264	Coarse rubble work II sort in cement mortar 1:4	79kg/m ³
265	Coarse rubble work II sort in cement mortar 1:5	63kg/m ³
272	Random rubble in Cement mortar 1:4	108kg/m ³
273	Random rubble in Cement mortar 1:5	86kg/m ³
274	Random rubble in Cement mortar 1:6	72kg/m ³
??	Random rubble in Cement mortar 1:8	54kg/m ³
Plastering		
506	Plastering with cement mortar 1:3 - 12mm thick one coat	66kg/10m ²
510	Plastering with cement mortar 1:3 - 15mm thick one coat	72kg/10m ²
507	Plastering with cement mortar 1:4 - 12mm thick one coat	54kg/10m ²
511	Plastering with cement mortar 1:4 - 15mm thick one coat	59kg/10m ²
508	Plastering with cement mortar 1:5 - 12mm thick one coat	43kg/10m ²
509	Plastering with cement mortar 1:6 - 12mm thick one coat	36kg/10m ²
512	Plastering with cement mortar 1:5 - 15mm thick one coat	48kg/10m ²
513	Plastering with cement mortar 1:6 - 15mm thick one coat	40kg/10m ²
514	Cement flushing coat	22kg/10m ²
Cement concrete		
110	CC 1:3:6 using 40mm (normal size) broken stone	228kg/m ³
111	CC 1:4:8 using 40mm (normal size) broken stone	171kg/m ³
112	CC 1:5:10 using 40mm (nominal size) broken stone	137kg/m ³
122	CC 1:2:4 using 20mm (nominal size) Broken stone	3.3kg/10dm ³
122 (a)	cement concrete 1:1 1/2:3 using 20mm (nominal size) broken stone	4.32kg/10dm ³

123	cement concrete 1:3:6 using 20mm(nominal size)broken stone	2.16kg/dm ³
124	cement concrete 1:4:8 using 20mm(nominal size)broken stone	1.62kg/10dm ³
Check whether the covering capacity of paints are as follows		
Covering capacity		Sq.m.per.litre
Lead primer on wood		9-11
Lead Primer on metal		9-13
Flat under coating		10-12
Gloss Paint		9-13
Enamel		9-13
Varnish 1 st coat		11-13
Varnish 2 nd coat		13-18
Water paint and Oil bound distemper cover approximately		6-8 sq.m.per kg
See whether the co-efficient for measurements of painting is as follows		
1.	Battened doors and windows	2.25
2.	Panelled doors and windows	2.25
3.	Panelled doors and venetian doors	3.25
4.	Panelled and glazed top	3.00
5.	Iron barred doors	1.50
6.	Iron barred doors with batten and sheet	3.75
7.	Battened windows with iron bars	2.75
8.	Venetian windows	3.50
9.	Venetian windows with iron bars	4.00
10.	Venetian windows glazed top and iron bars	4.50
11.	Venetian windows with iron bars and glazed shutters	5.00
12.	Glazed windows with iron bars	1.50
13.	Glazed shutters	1.00

Road work related extract:

1) Soiling		
Soiling metal	60mmx36mm	@0.10m ³ /m ² (7:3 ratio)
Metalling	36mm metal	@0.10m ³ /m ²
Filling up pot holes	36mm metal	@ 1m ³ /m ³
20mm Pre mixed Chipping carpet	12mm metal	@0.27m ³ /10m ²
20mm Pre mixed Chipping carpet	6mm metal	@0.09m ³ /10m ²
20mm Pre mixed Chipping carpet	Bitumen	@29.10kg/10m ²
Good gravelly red Earth for blinding	soiling	@0.2/10m ²
Good gravelly red Earth for blinding	Metalling	@0.15/10m ²
Good gravelly red Earth for blinding	Packed Bitumen	1 barrel 156 kg

2) Requirements of bitumen pre-mixed heavy seal coat	11.14kg/10m ²
Filling up pot holes on black topped surface with 36mm metal	27.50kg/10m ³
Semi grouting with heavy pre-mixed seal coat	26.14kg/10m ²
20mm chipping carpet on old tarred roads	26.60kg/10m ²
Bitumen levelling course	48kg/10m ³
3) Re-metalling metal	0.5/m ³ /10m ²

Note: The above mentioned specifications have been subjected to modifications vide the revised PWD Manual 2012, Delhi Schedule of Rates w.e.f 01.04.2013, MORD Specifications, MORTH Specifications, etc., subject to the applicability as per the basic legislations relating to different institutions.

Appendix B. - Replication of Covenant

(Related to Travancore and Cochin Devaswom Boards only)

THE COVENANT

ENTERED INTO BY THE RULERS OF TRAVANCORE AND COCHIN FOR THE FORMATION OF THE UNITED STATE OF TRAVANCORE AND COCHIN

We, the Rulers of Travancore and Cochin, do hereby, with the concurrence and guarantee of the Government of India, enter into the following Covenant:

Article-1: As from the first day of July 1949, the states of Travancore and Cochin shall be united in and shall form, one state, with common Executive Legislative and Judiciary, by the name of THE UNITED STATE OF TRAVANCORE AND COCHIN.

Article-2: In the succeeding Articles of this Covenant, the first day of July 1949, is referred to as the appointed day, the states of Travancore and Cochin are referred to as the Covenanting States and the United State of Travancore and Cochin is referred to as the United State.

Article-3: As from the appointed day: [a] all rights, authority and jurisdiction, belonging to the Ruler of either of the Covenanting States which appertain or are incidental to the Government of that state shall vest in the United State; [b] all duties and obligations of the Ruler of either of the Covenanting State pertaining or incidental to the Government of that State shall devolve on the United State, and shall be discharged by it; and [c] all the assets and liabilities of either Covenanting State shall be the assets and liabilities of the United State.

Article-4:

1. There shall be a Raj Pramukh for the United State
2. The present Ruler of Travancore shall be the first Raj Pramukh and shall be entitled to hold office during his life time.
3. In the event of a permanent vacancy arising in the Office of the Raj Pramukh by death, resignation or any other reason, such vacancy shall be filled in such manner as the Governor General of India may prescribe.
4. Notwithstanding anything contained in this Article, if the Raj Pramukh is by reason of absence or illness or for any other reason unable to perform the duties of his office, those duties shall until he has resumed them be performed in such manner as the Governor General of India may prescribe.

Article-5: To enable the Raj Pramukh to discharge conveniently and with dignity the duties of his office, he shall be paid such allowances as may be prescribed by the Governor General of India from time to time.

Article-6: Subject to the provisions of this Covenant, the executive authority of the United State shall be exercised by the Raj Pramukh either directly or through officers subordinate to him; but nothing in this Article shall prevent any competent Legislature of the United State from Conferring functions upon subordinate authorities or be deemed to transfer to the Raj Pramukh any functions conferred by any existing law on any court. Judge or Officer or any local authority in either of the Covenanting States.

Article-7:

1. There shall be a Council of Ministers to aid and advise the Raj Pramukh in the exercise of his functions save as provided in Article 12 and 13.
2. The Ministers shall be chosen by, and shall hold office during the pleasure of the Raj Pramukh

Article-8:

- a) The obligations of the Covenantee State of Travancore to contribute from its general revenues a sum of Rs.50 Lakhs every year to the Devaswom Fund as provided for in the Devaswom (Amendment) Proclamation, 1123 M.E. and a sum of Rs. One Lakh every year to Sree Pandaravaga referred to in Proviso (A) to sub-section (1) of Section 23 of the Travancore Interim Constitution Act 1123 M.E., shall from the appointed day, be an obligation of the United State and the said amounts shall be payable there from and the Raj Pramukh shall cause the said amounts to be paid every year to the Travancore Devaswom Board and the Executive Officer (referred to in sub-clause (b) of this Article) respectively.
- b) The Administration of Sree Padmanabhaswamy Temple, the Sree Pandaravaga properties and all other properties and funds of the said temple now vested in trust in the Ruler of the Covenantee State of Travancore and the sum of Rs. One Lakh transferred from year to year under the provisions of clause (a) of this article, and the sum of five lakh of rupees contributed from year to year towards the expenditure in the Sree Padmanabhaswamy temple under sub-clause (c) of this article, shall, with effect from the first day of August 1949 be conducted, subject to the control and supervision of the Ruler of Travancore, by an executive officer appointed by him. There shall be a committee known by the name of the Sree Padmanabhaswamy Temple Committee composed of three Hindu members to be nominated by the Ruler of Travancore to advise him in the discharge of his functions. Suits by or against the Sree Padmanabhaswamy Temple or in respect of its properties shall be instituted in the name of the said Executive Officer.
- c) The administration of the incorporated and unincorporated Devaswoms and of Hindu Religious Institutions and Endowments, and shall their properties and funds as well as the fund constituted under the Devaswom Proclamation 1097 M.E. and the surplus fund constituted under the Devaswom (Amendment) Proclamation, 1122 M.E. which are under the management of the Ruler of the Covenantee State of Travancore and the sum of Rs.50 Lakh transferred from year to year under clause (a) shall with effect from the first day of August 1949, vest in a Board known by the name of the Travancore Devaswom Board. An annual contribution of five lakh of rupees shall be made by the Travancore Devaswom Board from the aforesaid sum of Rs.50 lakh toward the expenditure in the Sree Padmanabhaswamy Temple.
- d) The administration of the incorporated and unincorporated Devaswoms and Hindu Religious Institutions, which are under the management of the Ruler of the Covenantee State of Cochin under section 50 G of the Government of Cochin Act XX of 1113 M.E. or under the provisions of the Cochin Hindu Religious Act 1 of 1081 M.E. and all their properties and funds and of the estates under management of Devaswom Department of the Covenantee State of Cochin, shall with effect from the first day of August 1949 vest in a Board known by the name of the Cochin Devaswom Board.

Provided that the regulation and control of all rituals and ceremonies in the Temple of Sree Poornathrayeesa at Tripunithura and the Pazhayannore Bhagavathy Temple at Pazhayannore shall continue to be exercised as hitherto by the Ruler of Cochin.

- e) The Board referred to in sub-clause [c] of this article shall consist of Three Hindu Members, one of whom shall be nominated by the Ruler of the Covenantee State of Travancore, one by the Hindus among the Council of Ministers, and one elected by the Hindu Members of the Legislative Assembly of the United State.
- f) The Board referred to in sub-clause (d) of this article shall consist of three Hindu Members, one of whom shall be nominated by the Ruler of the Covenantee State of Cochin, one by the Hindus among the Council of Ministers, and one elected by the Hindu Members of the Legislative Assembly of the United State.
- g) Each of the aforesaid Boards shall be a separate body corporate having perpetual succession and a common seal with powers to hold and acquire properties and shall by its name sue and be sued.
- h) Subject to the provisions of these Articles, the constitution, powers and duties of the Board aforesaid shall be such as may be determined hereafter by law enacted by competent authority.

Article-9: The Raj Pramukh shall, within a fortnight of the appointed day, execute on behalf of the United State an Instrument of Accession in accordance with the provisions of section 6 of the Government of India Act; 1935, and in place and the Instrument accept as matter with respect to which the Dominion Legislature may make laws for the United State all the matters mentioned in List I and List III of the eleventh schedule to the said Act, except the entries in List I relating to any tax or duty;

Provided that nothing in this Article shall deemed to prevent the Raj Pramukh from accepting by a supplementary Instrument any or all of the entries in the said List I relating to any tax or duty as matters with respect to which the Dominion Legislature may make laws for the United State; and in doing so the Raj Pramukh may specify the limitations if any, subject to which the power of the Dominion Legislature to make laws for the United State in respect of such matters, and the exercise of the Executive Authority of the Dominion in the United States are respectively to be subject.

Article-10:

1. There shall be a legislation for the United State consisting of the Raj Pramukh and the Legislative Assembly
2. All persons, who, immediately before the appointed day, are members of the Representative Body of Travancore or the Legislative Assembly of Cochin, shall, on that day become members of the Legislative Assembly of the United States.
3. If immediately before the appointed day any vacancy exists in the membership of the Representative Body of Travancore or the Legislative Assembly of Cochin, it shall be deemed to be a vacancy in the membership of the Legislative Assembly of the United State, and any such vacancy and any vacancy that may occur after the appointed day shall be filled in the same manner as it would have been filled if this Covenant had not been entered into.
4. The Legislature of the United State shall, subject to the provisions of this Covenant, have full power to make laws for the United State, including provision as to the Constitution of the United State, within the framework of this Covenant and the Constitution of India.

Article-11: Until a Constitution framed or adopted by the Legislature come into operation, the Raj Pramukh shall have power to make and promulgate Ordinances for the peace and good Government of the United State of any part thereof, and any ordinance so made shall for the space of not more than six months from its promulgation, have the life force of law as an Act of Legislature, but any such Ordinance may be controlled or superseded by any such Act.

Article-12: If at any time, before a Constitution framed or adopted by the Legislature comes into operation, the Raj Pramukh is satisfied that a situation has arisen in which the Government of the United State cannot be carried on in accordance with the provisions of this Covenant, he may, with the prior concurrence of the Government of India, by proclamation:

- a) Declare that his functions shall to such extent as may be specified in the Proclamation, be exercised by him in his discretion;
- b) Assume to himself all or any of the powers vested in or exercisable by any authority or body within the United State;

And any such Proclamation may contain such incidents and consequential provisions as may appear to him necessary or desirable for giving effect to the objects of the Proclamation, including provisions for suspending, in the whole or part, the operation of any provision of this Covenant, or of any other constitutional provisions relating to any authority or body in the United State.

Provided that nothing in this Article shall authorize the Raj Pramukh to assume to himself any of the powers vested in or exercisable by a High Court, or to suspend, either in whole or in part the operation of any law relating to a High Court.

Article-13: Until a Constitution framed or adopted by the Legislature comes into operation, the Raj Pramukh and the Council of Ministers shall, in the exercise of their functions comply with such directions, if any, as may from time to time be given by the Government of India.

Article-14:

1. The Ruler of each Covenanting State shall be entitled to receive annually from the revenue of the United State for his privy purse the amounts specified against that Covenanting State in the Schedule:

Provided that the sum specified in the schedule in respect of the Ruler of Travancore shall be payable only to the present Ruler and not to his successors, for whom provisions will be made subsequently by the Government of India

2. The said amount is intended to cover all the expenses of the Ruler including expenses on residence and ceremonies and shall neither be increased nor reduced for any reason whatsoever.
3. The United State shall pay the said amount to the Ruler in four equal instalments at the beginning of each quarter in advance.
4. The said amount shall be free of all taxes whether imposed by the Government of the United State or by the Government of India

Article-15:

1. The Ruler of each Covenanting State shall be entitled to the full ownership, use and enjoyment of all private properties (as distinct from State properties) belonging to him immediately before the appointed day.
2. He shall furnish to the Government of India in the Ministry of States before the first day of September 1949, an inventory of all immovable property, securities and cash balance held by him as such private property.
3. If any dispute arises as to whether item or property is the private property of the Ruler or State property, it shall be referred to such person as the Government of India may nominate in consultation with the Ruler of Travancore or Cochin as the case may be, and the decision of that person shall be final and binding on all parties concerned.

Article-16: The Ruler of each Covenanting State, as also the members of his family, shall be entitled to all the personal privileges, dignities and titles enjoyed by them, whether within or outside the territories of the State, immediately before the 15th day of August 1947.

Article-17:

1. The succession according to law and custom, the gaddi of each Covenanting State and to the personal right, privileges, dignities and titles of the Ruler thereof, is hereby guaranteed.
2. Every question of disputed succession in regard to a Covenanting State shall be decided by the Raj Pramukh after referring it to the High Court of the United State and in accordance with the opinion given by that High Court.

Article-18: No enquiry shall be made nor any action taken by or under the authority of the United State or the Government of India, and no proceedings shall lie in any court against the Ruler of any Covenanting State, whether in his personal capacity or otherwise, in respect of anything done or omitted to be done by him or under his authority during the period of his administration of that Covenanting State.

Article-19:

1. The United State hereby guarantees either the continuance in service of the permanent members of the public services of either Covenanting State on conditions which will not be less advantageous than those on which they are serving immediately before the appointed day or the payment of reasonable compensation or retirement on proportionate pension.
2. The United State further guarantees the continuance of pension and leave salaries sanctioned by competent authorities in either Covenanting State to members of the public services (civil and military) of that State, who have retired, or proceeded on leave preparatory to retirement, and the compassionate allowances granted to dependents of deceased members of those services before the appointed day.

Article-20: Except with the previous sanction of the Raj Pramukh, no proceedings, civil or criminal, shall be instituted against any person in respect of any act done or purporting to be done in the execution of his duty as a servant of either Covenanting State before the appointed day.

Article-21: Notwithstanding anything contained in the proceeding provisions of this Covenant, the Rulers of Travancore and Cochin shall continue to exercise their present powers of suspension, remission or commutation of death sentences in respect of any person who may have been or is hereafter sentenced to death for capital offence committed within the territories of Travancore or Cochin as the case may be.

Article-22: Nothing in this Covenant shall be construed as preventing the Government of the United State from taking over the administration of the whole or any part of any areas included within a province of India on such terms and conditions may be agreed upon by the Government of the United State and the Government of India.

50. Audit of Malabar Devaswom Board and its temples

50.1. Constitution and Background

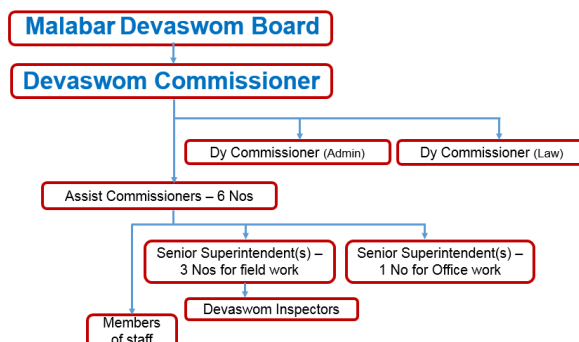
The Temples in the Malabar area were governed by the HR & CE Department of the State Government as per HR & CE Act, 1951. This Act was facilitated by the state Government in 1956 through adaptation of Laws order and publishing in Kerala Gazette. This Act was amended in 2008 and the Board was named “Malabar Devaswom Board” from then on. A Committee has been constituted for submitting proposals to facilitate amendments to the Madras Hindu Religious and Charitable Endowments (Amendment) Act of 2008. As per the Act of 2008 the Board shall be a body corporate having perpetual succession and a common seal with power to acquire, hold and dispose of both movable and immovable properties and to enter into contracts and may sue and be sued in the name of the Board.

The Board under the MDB Act comprises of nine Hindu members, namely;

- a) One philosopher of Hindu religion
- b) One social reformer of Hindu religion
- c) One member from any of the Temple Advisory Committees
- d) One woman well versed in Hindu devotional songs
- e) One member from Scheduled Caste communities
- f) One member from Scheduled Tribe communities
- g) One woman member
- h) Two other members

The members mentioned in clauses (a) to (f) shall be nominated by the Hindus among the Council of Ministers of the State and the members mentioned in clauses (g) and (h) shall be elected by the Hindus among the members of the Kerala State Legislative Assembly. The Hindus among the Council of Ministers of the State shall also nominate a member of the Board as its President. The headquarters of the Board shall be at Kozhikode. In the absence of a duly constituted Board, the Government may, by notification in the Gazette, appoint a Secretary to Government, who is a Hindu, as the Chief Commissioner to exercise all powers and perform all duties of the Board as per section 7(7) of the Act. He shall be assisted by Deputy Commissioners, Assistant Commissioners and Area Committees as Officers of the Board, as if those powers were delegated to them by the Board. The Area Committees exist at Kasaragode, Thalassery, Calicut, Tirur and Palakkad. Every member of the Board shall be entitled to hold office for a period of two years from the date of his nomination or election, as the case may be.

Malabar Devaswom Organisation Chart



50.1.1. Area Committees

The State Government shall constitute an Area Committee for all temples situated in an Assistant Commissioner's division or part thereof other than temples included in the list published under Section 38. Likewise, the Government can abolish any Area Committee constituted under clause (a), provided that before doing so, a reasonable opportunity shall be given to the Committee to show cause against its abolition. An Area Committee shall have jurisdiction over specific endowments attached to the temples for which it is constituted, other than specific endowments included in the list published under Section 38. Provided that where a specific endowment is attached to two or more temples comprised within the jurisdiction of two or more Area Committees, the Commissioner shall decide as to which of the Area Committee shall have jurisdiction over the specific endowment.

1. Every Area Committee shall consist of the following members appointed by the Government, namely:
 - a) one Philosopher of Hindu religion
 - b) one social reformer of Hindu religion
 - c) one member from any of the Temple Advisory Committees constituted under Section 14
 - d) one member from Scheduled Caste or Scheduled Tribe communities
 - e) one women member
 - f) two other members

1-A The Government shall nominate one of the members as its Chairman.

50.2. Administrative Management

Meetings of the Board shall be convened by the Secretary of the Board on the direction of the President. Meetings of the Board shall be presided over by the President and in his absence by a member chosen by the members present from among themselves. The quorum for a meeting shall be five. The Board shall constitute, for its proper functioning, the following Standing Committees with 3 members each, namely:

- i. Standing Committee on Finance and Resource mobilization
- ii. Standing Committee on Works, Development and Environment
- iii. Standing Committee on Establishment, Temple Arts and Devotional service.

The Board shall nominate one member of each Standing Committee as its Chairman who shall preside over its meetings. The Board shall specify the various duties and responsibilities of the Standing Committee. The Standing Committees shall meet at least once in a month. The recommendations of the standing Committees shall be unanimous and in case of any difference of opinion among the members on any subject, it shall be placed before the Board for decision.

All powers and duties under this Act, in respect of the various religious institutions of the Malabar area shall vest in the Board. The Government may appoint an Officer not below the rank of a Joint Secretary to Government who is professing Hindu religion and is a believer of God and temple worship, as the Commissioner of the Board as per section 8C of the Act in such terms and conditions as may be fixed by the Government; [1] who shall also function as the Secretary of the Board; [2] he shall be the Chief Executive Officer of the Board who shall implement all decisions of the Board; [3] he shall submit reports to the Government, once in three months, with respect to the working of the Board. [4] Subject to the provisions of this Act, the administration of all religious endowments shall be subject to the general superintendence and control of the Commissioner and such superintendence and control shall include [5] the power to pass any orders which may be deemed necessary to ensure that such endowments are properly administered and that their income is duly appropriated for the purposes for which they were founded or exist.

There is no uniformity in the administration of the temples under MDB. In some of the temples there exist only one trustee and in some others more hereditary trustees. In other cases when the hereditary trustees express their inability to continue the administration of the temples the Board appoints others as trustees. The Board also appoints Executive Officers for administration considering the request of the trustees even while the Trustees exist. There are about 50 such officers in MDB. MDB appoints fit persons to carry out temple administration on a temporary basis with powers of temple trustee board [Under Section 45 (3)]. The appointments and scales of pay including those of temple staff are based on HR & CE Rules.

Temples have been graded based on the income received. Special Grade includes 28 temples with income above Rs 75 Lakhs per annum. There are 37 A Grade Temples with income ranging from Rs 25 to 75 Lakhs. 140 B Grade Temples with income ranging from Rs.10 to 25 lakhs and 146 C Grade Temples with income between Rs3 and 10 Lakhs, the remaining around 1,000 temples have income below Rs3 Lakhs per year. There is also the Zamudiri Central Devaswom conducting centralised administration of 50 temples. Hence, there exists no uniformity in the administration (Bharanakramam) among MDB temples. In short, MDB has only administrative control over the temples and day-to-day operations of the temples are directly performed by temple authorities.

50.3. Accounting Policies and Records

There are around 1,350 temples spread over 25 Taluks under the administrative control of the Malabar Devaswom Board from Kasaragode District to Chavakaad in Thrissur District. Cash based system of accounting is followed in all temples. Revenues and expenditure are recorded on receipt/payment of actual cash. At present, there is no Accounting Rules or Manual in MDB and hence there is no uniformity in the accounting structure and accounting practices. The Audit Procedures detailed in this document are according to the demand of the situation.

Some of the auditee institutions are maintaining books of accounts in the electronic form partially. Auditor needs to verify whether all the books of accounts which are statutorily required to be maintained are either provided in the electronic form or manually. Therefore, an auditor needs to make sure that the financial statements arrived as outputs from the electronic books do comply with the statutory requirements as per the prevailing accounting policies of the auditee institutions / applicable Acts/Rules.

50.3.1. Accounting Records at MDB and Temples

MDB (including all offices except Temples)	Temples
1. Cash Book	1. Cash/Cheque Receipt Book
2. Ledger	2. Cash Book
3. Register of Establishment Grants	3. Nithyavazhipadu Register
4. Register of Annuity	4. Auction Register
5. Register of immovable properties	5. Nadavaravu Register
6. Register of Fixed Deposits	6. Store Ledger
7. Register of valuables	7. Vouchers for Cash Payments
8. Rent Register	8. Bill Copy Register
9. Appropriation Register	9. Acquittance Roll
10. Service books, Acquittance Roll, etc.	10. Dittam Register (Standards of Expenditure Register)
11. Register of cheques	11. Advance register
12. Demand Collection and Balance register of Departmental dues	12. Cheque / DD register
13. Personal registers	13. Money Order register
14. Other registers related to Office	14. Register of valuables

MDB (including all offices except Temples)	Temples
15. Advance Register 16. Deposit Register 17. Auction Register 18. Register of various grants to temples 19. Schemes Register 20. Register of Notified Temples 21. Register of Listed and Unlisted Temples 22. Lists of Temples selected for yearly grants sanctioned to Temples 23. Suit Register 24. Permanent Register of Name and Address of Board Members 25. Other Relevant Registers	15. Stock registers 16. Deposit register 17. Investment register 18. Land register 19. Bhandara register 20. Register of trees 21. Suit Register 22. Permanent Register showing Trustee Members' Name and Address 23. Scheme Register 24. Register showing Name and Address and conditions of service of each employee 25. Register of idols and images 26. Other Registers applicable to each temple

50.3.2. *Income for MDB*

1. Grants received from Government of Kerala
2. Voluntary contributions from devotees
3. Interest received from investments of special funds
4. Rent of buildings etc.
5. Miscellaneous income
6. Interest from Fixed Deposits
7. Amshadaayam
8. Auction

50.3.3. *Income for Temples*

1. Donations
2. Nadavaravu
3. Vazhipadu
4. Annuity
5. Valuables/Ornaments/Gold, silver, brass, bronze, etc.
6. Tulabharam
7. Sale of Archana Ticket
8. Sale of prasadam
9. Bhandaram
10. Auction
11. Rent
12. Government grants (for salary, Maramath, etc.)
13. Miscellaneous income

50.3.4. *Expenditure for MDB*

1. Employees' Expenses (including Salary and allowances)
2. Administration Expenses
3. Miscellaneous expenses
4. Repairs & Maintenance of Vehicles
5. Travelling Allowance
6. Monthly incentives to Koladharees, Komarams, Anthithiryans, etc.

50.3.5. *Expenditure for Temples*

1. Temple Expenses (including utsavam, other rituals – monthly viseshams, etc.)
2. Employees' Expenses (including Salary and allowances)
3. Administration Expenses
4. Audit fees
5. Miscellaneous expenses

50.4. *Manner of Auditing*

The accounts of every religious institution, shall be subject to audit annually. Individual reports shall be issued for the temples. On receipt of the annual accounts of the Board, a separate Audit report including the observations on the transactions of the Board in relation to the annual grants received from the Government for distribution to the various temples also need to be issued.

50.5. *Audit Procedure for Board Office*

The fulcrum of all activities is the Board office and the policy decisions are taken here. The receipts and payments are to be subjected to detailed verification. The following Audit Programme/Procedures are essential.

50.5.1. *Maintenance of Minutes Books and other records*

The Secretary, MDB Board is responsible for maintenance of the Minutes Books and other statutory records which need to be examined by the auditors as part of the audit of MDB.

50.5.1.1. *Risks and Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the Act and Rules ▪ Improper / non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Non-detection of recurring loss

50.5.1.2. *Audit Procedures- Verification of Minute Books and Connected Records*

Audit Steps/Procedures
<ol style="list-style-type: none"> 1 Verify the periodicity of meetings. 2 Verify the quorum of meetings. 3 Verify the meetings are organised as per rules. 4 Verify the Minutes Book and ensure that Minutes are properly authenticated. 5 Sanction audit of Board Resolutions and Proceedings with reference to the rules and regulations in force. 6 Verify whether MDB communications are sent promptly for timely implementation of the decisions of the Board. 7 Scrutiny of the files regarding the accord of administrative sanction by the Board for public works in relation to the sanctioned budget estimates for the year. 8 The establishment claims of the staff attached to the Board office including the TA Bills, Stationery purchase, log books. 9 Verify whether the board has constituted Standing Committees of the Board as per section 7L. 10 Whether the meeting of the Standing Committees is convened as per rules.

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| 11 Whether the Board has specified the various duties and responsibilities of the Standing Committees and the Committees in turn function accordingly.
12 Whether the quorum and periodicity of the meetings are as per rules.
13 Check whether the functioning of the Area Committees is as per rules under Section 15.
14 Check whether the meetings of the Area Committees are open to the public unless otherwise specifically provided for.
15 Check whether the Commissioner submits the quarterly returns and the yearly administration report to Government as required by the Act
16 Check whether the Temple Inspection reports on various issues submitted by Temple Inspectors, Asst. Commissioners, Deputy Commissioners, etc., are duly considered by the Board in its meetings and appropriate decisions taken upon such reports. |
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50.6. Budget verification

50.6.1. Audit checks

Verification of Budget Estimates
1. Verify supporting documents for the Estimates related to Expenses and Receipts 2. Verify the basis of giving estimated Receipts and Payments 3. Verify each line-item of the Receipts and Payments against the supporting documents to check the basis of estimation 4. Identify instances where supporting documents for estimation are not available and report as an observation 5. Verify each Budget line-item with the expense incurred 6. Verify the basis for estimating Budget line-item with the supporting documents, and identify variations 7. Identify delays in submission of Budgets, if any 8. Document the reasons for such delays 9. See if the Budget is being submitted in the prescribed format, following the prescribed methodology/guideline 10. Verify whether the major and minor Heads of Expense are correctly classified in accordance with prescribed Guidelines 11. Verify whether the budget of religious institutions are prepared in accordance with section 70 of the Act. 12. Verify whether in the case of alterations to the budget, whether rules under section 70(3) have been observed. 13. Verify whether the rules under section 100(2)(g) of the Act have been observed while submitting budgets / supplemented budgets under section 70. Also verify whether the requisite statements / data have been submitted promptly to facilitate passing of the budget/ supplementary budget within the stipulated time. 14. Verify whether revised budget is prepared and passed for budget deviations.

50.7. Audit Procedure Relating to Demand and Collection of Departmental Dues (Under Section 76)

1. Verify whether the procedure for assessing, demanding and collecting departmental dues is as per rules.
2. Verify the time schedule for submission of accounts for assessment, for issuing demand notice and for remitting the departmental dues.
3. Verify whether the demand, collection and balance are properly accounted and verified by supervising authorities.
4. Verify whether loss has sustained to MDB due to delay in demanding the departmental dues in time.
5. Verify whether lawful action has been taken against the Devaswoms who failed to submit accounts or remit the dues in time.

50.8. Audit of Recurring charges- Special Checks:

The general checks of contingent expenditure as are applicable to all the Devaswoms is laid down under the Chapter 49 and in addition, special checks relevant as per various provisions of rules, orders and circulars issued by MDB from time to time are to be conducted. Moreover, procedures for checks related to Establishment, Administrative, TA, Stores & Stock, e-tendering, Provident Fund Accounts, Educational Institutions, Sanction Audit are included in Chapter 49.

50.9. Audit of Government Grants due to Temples

50.9.1. Government Grants for temples (received and disbursed by MDB)

1. Verify whether the concerned Assistant Commissioners have forwarded the requests from the temple authorities for allowing grants alongwith specific remarks
2. Verify the files at MDB containing the request / requisition from MDB to the Government
3. Verify whether this request is fully sanctioned by the competent authority at MDB
4. Verify whether this request is submitted to the Government within the stipulated time
5. Verify whether acknowledgement from the Government is obtained to prove that this request is submitted without delay
6. Verify all the further communications from MDB to Government and vice versa and analyse the position
7. Verify such grant is sanctioned by the Government and relevant communication / orders are received and filed in MDB's record
8. Verify the bank statement of MDB about receipt of the grant money
9. Verify whether the details of bifurcation of this grant money for several temples are prepared and approved by the competent authority at MDB
10. Verify the bank statement of MDB about disbursement of grants to various temples
11. Verify the actual disbursement with the approved list and find out if all the payments are transferred to the correct bank account of the respective temples as per the approval
12. Verify whether proper acknowledgement has been received from the respective temples once funds are transferred
13. Verify whether utilisation certificates related to the grants have been obtained from all the recipient temples in time.

50.9.2. Government Grants for temples: [Verification in connection with receipts from MDB and Disbursement to temples by AC Office]

1. Verify whether the concerned Assistant Commissioners have forwarded the requests from the temple authorities for allowing grants alongwith specific remarks
2. Verify whether this request is fully sanctioned by the competent authority at MDB
3. Verify all the further communications from MDB to Assistant Commissioners and vice versa to analyse the position
4. Verify the bank statement of the accounts maintained by Assistant Commissioners about receipt of the grant money
5. Verify whether the details of bifurcation of this grant money for several temples are prepared and approved by the competent authority at MDB
6. Verify the bank statement of MDB about disbursement of grants to various temples through the Assistant Commissioners
7. Verify the actual disbursement with the approved list and find out if all the payments are correctly transferred to the correct bank account of the respective temples as per the approval
8. Verify whether proper acknowledgement has been received from the respective temples once funds are transferred
9. Verify the bank statement of the respective temples and check that the payment is actually received at the temple's bank account
10. Verify whether utilisation certificates related to the grants have been obtained from all the recipient temples in time.

50.10. Temple Advisory Committee

50.10.1. Audit Checks

A. Temple advisory committee

1. Verify whether the Temple Advisory Committee is constituted as per Section 14 for each temple.
2. Verify whether the Committee functions as per the conditions stipulated by the Department.
3. Examine whether the details of the Committee members, Executive Committee members and Secretary are available.
4. Verify whether the Treasurer of the Committee is the Administrative authority of the temple

50.11. Utsava Committee/ Seva Samithi/ Renovation Committee, etc.

For conducting of annual festivals, festivals of special nature and renovation activities of each temple temporary Temple Advisory Committees are constituted from among the devotees of temples including the local folk. The Committees shall be dissolved immediately after the function are over and the accounts submitted. The accounts of the Committee has to be subjected to audit by KSAD.

50.11.1. Audit Checks:

1. Whether the committee is formed as per the directions of MDB issued from time to time.
2. Whether the committee observes the directions of the high court regulating the functioning of the committees.
3. Whether the committee keep proper and sufficient accounts and furnishes it to audit in due course
4. Verify whether the Committee is dissolved/ renewed as per rules and on dissolution the balance amount in the account remitted to the Temple Account.

50.12. General Checks relating to Audit in Temples**50.12.1. Risks & Implications**

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper / non-maintenance of essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

50.12.2. Audit Checks

A. Audit checks - Administration
<ol style="list-style-type: none"> 1. Verify whether the 'Vazhipadu Pattika' is amended only after discussions with the devotees and the concurrence of the Board. 2. Verify whether a Register of Idols is maintained in such form as per the directions of the Commissioner. 3. Verify whether the Stock Register has been maintained for ornaments used to decorate the idols. 4. Verify whether the employee when transferred records the details of all the valuables to be transferred to the new employee who takes charge as part of the handing over process. 5. Verify whether a trustee/committee member records the details of all the valuables to be transferred to the newly chosen/elected trustee/committee member who takes charge as part of the handing over process. 6. Verify whether both employees have authenticated in the above Mahazar. 7. Verify whether the Executive Officer has certified that he is drawing Pay and Allowances/T.A., etc., from only one temple. 8. Verify whether prior sanction has been obtained from the Assistant Commissioner/Commissioner after preparing the Budget Estimates in respect of regular and annual festivals of the temple. 9. Verify whether the Board officials and bank authorities are present at the time of Bhandaram counting. 10. Check whether the Board officials on Bhandaram duty claimed their T.A. only from their offices. 11. Verify whether the detailed accounts of the month are prepared and approved by the Trustee Board and the copy thereof forwarded to Assistant Commissioner/Commissioner. 12. Verify whether in respect of withdrawal of money without prior sanction, loss of money or valuables, misappropriation/temporary misappropriation are formally intimated to the nearest Police Station and the copy of the F.I.R. forwarded to the Assistant Commissioner/ Commissioner. 13. Verify whether when a new Executive Officer/Chairman/Managing Trustee/Trustee/Fit person have taken charge of all the movable and immovable properties based on the records and registers in the temple and items included in the just previous charge list. 14. Verify whether in the above case of loss of any item is noticed the report thereof has been sent to the Commissioner through the Assistant Commissioner.

15. Check whether the Budget estimates for the next year in respect of each temple is got passed before 31st of October of the previous year.
16. Check whether books of accounts in Malabar Devaswom Board are maintained on calendar year basis.
17. Check whether the annual accounts at the end of the calendar year are submitted to KSAD on or before the 30th of April next year.
18. Check whether the Pay Bill of the executive officers are countersigned by the Assistant Commissioners
19. Check whether the Executive Officers have submitted their Income Tax Statement in time.
20. Verify whether 50% of the income of the temples, which are not self-sufficient, is set apart for payment of Pay and Allowances of the temple staff
21. Verify the correctness of Temple Management Fund given by the Board to the temples (Sambala Dhanasahayam) in relation to the setting apart of 50% of temple income for such expenses.
22. Verify whether the Commissioner or authorized official has scrutinized the transactions by the trustees with regard to alienation or encumbrance of the endowed property.
23. Verify whether the valuation of such assets has been done during each financial year.
24. Verify whether Rule 100(1)(2)(h)(i) read with Sections 39 and 40(3) of the Act have been observed in the matter of forwarding the minutes to the area committee and related items.
25. In the matter of fixing the standard scales of expenditure, verify whether section 51 of the Act has been observed.
26. In the matter of framing of schemes by the Deputy Commissioner, verify whether rules under section 58(1), (6) (7) have been put to practice.
27. In cases where schemes do not exist, verify whether the trustee being the responsible person performs such acts in accordance with rules under section 100(2)(j).
28. Verify whether the annual contribution to be paid to the Commissioner has been arrived at and paid to the Commissioner as per Rules under section 100(2)(o) of the Act.
29. Verify whether the condition of service, pay, etc., of the Executive officers have been regulated as per rules under section 100(2)(p) and (x)(ii) of the Act – Parts 1 and 2.
30. Verify whether the services conditions of the employees of the temples are streamlined as defined in parts 1 and 2 of the Rules under section 100(2)(y) of the Act.
31. Verify whether service conditions and remuneration of Board employees (erstwhile HR&CE department) are being regulated in tune with Kerala Service Rules and related rules.

B. Audit checks - Receipts

1. Verify whether the Stock Register of receipts is maintained.
2. Verify whether sanction has been obtained from the Managing Committee for the printing of receipt books.
3. Verify whether certificate of count has been recorded in the receipt books.
4. Verify whether seal has been affixed in the receipts.
5. Verify whether acknowledgment has been obtained while issuing the receipt book to the counter.
6. Verify whether 'Vazhipadu Pattika' is maintained in all temples.
7. Ensure whether collections are received from the devotees based on the above.
8. Verify whether 'Nithyavazhipadu' Register maintained in the temples.
9. Verify whether the hundials are opened in the manner prescribed in the scheme and done as per various Court directions
10. Verify whether the temporary hundials installed on special occasions are opened as soon as the festival occasion closes.
11. Verify whether the contents of the hundials are sorted and recorded in the hundial Assortment Register and attested in presence of witnesses.
12. Verify whether the cash obtained from the hundials is duly recorded in the Cash Book after issuing miscellaneous receipt therefor.
13. Verify whether the valuables are taken into stock in the Inventory Register.

14. Verify whether prompt steps are taken for the disposal of soiled notes, outdated coins, etc.
15. Verify whether a register (Hundial Installation Register) has been maintained to know the number of Bhandaram installed in one temple and location of such Bhandaram.
16. Verify whether three days' notice has been given regarding the counting of Bhandaram of the Temple.
17. Verify whether the Melsanthi and Temple Administration Chairman have been intimated formally in advance within the stipulated time limit (prescribed from time to time) about the Bhandaram counting.
18. Verify whether Melsanthi or their authorized representative, two independent devotees and Trustee Chairman have signed in the Bhandaram Register.
19. Verify whether a copy of the Bhandaram Register has been forwarded to the Registrar of the Hon'ble High Court.
20. Verify whether the rates for various items of ceremonies are fixed by the competent authority, collected in full and entered in the Cash Book.
21. Verify whether Rent Register is maintained and cross verified with the rent files / demand collection and balance statements.
22. Identify short/non realization of Fund and demand fine for belated remittances as per the rent/lease agreements.
23. Verify whether Auction Register is maintained.
24. Ascertain whether proper procedures have been followed.
25. Verify details of all financial transactions with Cash Book and Bank Pass Book to ascertain the accounting of all Auction proceeds and also the Auction Dairies.
26. Examine and ensure whether every item of income of the religious institution collected regularly and on the dates on which it falls due.
27. Check whether the trustee collects all income in cash or kind.
28. Verify whether all the collections are accounted by the trustee.
29. Verify whether hire charges have been collected at the prescribed rates.
30. Verify whether an agreement embodying the conditions of the hire has been got executed with the party hiring the elephant/paraphernalia.
31. Check that whether no expenditure has been incurred from Devaswom Funds in respect of the days on which elephant has been let out on hire.
32. Check whether the Government has sanctioned Annuity to the Temple, and if so verify the order of Annuity and the correctness of receipt and accounting.

C. Audit checks - Expenditure

1. Verify whether the expenditure for daily Pooja and festivals are in accordance with the Dittam provisions.
2. In the verification of Stock Register of Grains, see that the closing balance of the previous year is brought forward as the opening balance of the current year.
3. Verify whether the issues on account of sales are supported by cash credits and issues for temple purposes by proper intents and acknowledgement of the subordinates.
4. Verify whether stock of grains is checked at periodical intervals by the executive authority and certificate recorded.
5. Verify the receipts and expenditure of Maths as in the case of religious institutions even though rules framed under Section 100(2) (g) are not applicable to them.
6. Verify whether the 'Kooru' due to the hereditary/other beneficiaries is disbursed promptly through the Acquittance roll.
7. Verify whether the expenditure incurred is as sanctioned in the Budget and with the previous sanction of the Area Committee.
8. Ensure the expenditure done at the written orders of the trustee and the trustee ascertain the scale of expenditure not exceeded Dittam in the case of Poojas and festivals and the Budget sanction in other matters.

9. Check whether the Executive Officer/ Administrative Authority has ensured that all procurements for the temple are in accordance with the Kerala Stores Purchase Manual, 2013 and accounted in the Stock Register.
10. Verify whether the travelling allowance claims are in accordance with the rules under section 100(2) (t) of the Act.
11. Verify whether the approved amounts given to the service holders are according to the scale fixed and under proper acknowledgement.
12. Check whether the Audit charges payable by the institution is remitted in time by verifying the Chalan, Audit charges Remittance Register and connected records.

D. Audit checks - Accounts

1. Verify whether all the Bank accounts are maintained in the Joint Account of the Executive Officer and Trustee Board Chairman/Managing Trustee/Trustee/Fit Persons.
2. Verify whether the accounts are Cooperative banks/Nationalized Banks/Post Office/Scheduled bank. In case of deposits are in other banks, the same may be required to be transferred to any of the above mentioned financial institutions.
3. Verify whether only one Bank Account for each Temple.
4. Verify whether prior sanction has been obtained from competent authorities in respect of expenditure.
5. Check whether proper accounts have been maintained for such transactions.
6. Check whether all the collections are accounted in the Cash Book and remitted to the Bank on the same day or on the very next day.
7. Check whether the Cash Book for the day has been closed as also the related Registers.
8. Verify whether Cheque Issue Register is maintained and all expenses over Rs. 1,000/- made through Account Payee cheques.
9. Ensure that Audit conducted under sub-section (2) or (3) or section 73 is in relation to rules under section 100(2)(n) and the result of audit (audit report) contains the following items:
 - a) a statement of receipts and charges under the budget heads
 - b) a statement of income and expenditure
 - c) a consolidated statement of assets & liabilities
 - d) a statement of debentures, share certificates, government bonds and other securities
 - e) a consolidated statement of demand collection and balance of all items of revenue or income or decrees both arrears and current outstanding in cash and in kind
 - f) abstract of audited accounts (receipts, charges and balance sheet in duplicate)

E. Audit checks - Inventory

1. Verify whether the trustee of every religious institution is maintaining a Register in such form as prescribed by the Commissioner for the custody of jewels and other valuables.
2. Verify whether the Register contains list of jewels, gold vessels, silver vessels and other valuables and also the correct description and full particulars of the jewels and also gems, if any
3. Ensure whether the estimated value of jewels and the valuables, the weight of the jewels and valuables other than the vahanams are stated in the respective lists.
4. Examine and ensure whether entries have been made in the Register regarding the purchase of new jewels and valuables and the acquiring of new jewels and valuables, jewels and valuables sold, lost, exchanged, altered and those substituted as fresh item.
5. Verify whether the trustee has kept the gold and silver vahanams, palanquins in safe locking system or strong room under his custody.
6. In the case of a single trustee management, the jewels and valuables are kept under custody of the Executive Officer. If there is no Executive Officer, then the jewels and valuables are kept under custody of the trustee.

7. In case there are more than one trustee, the Executive Officer and a trustee as decided by the trustees jointly keep custody of the valuables. If there is no Executive Officer, the joint custody is with Chairman and the trustee as decided by the trustees.
8. Ensure whether in the case of joint custody, the receptacles or strong room have two locks of different pattern and the two keys are kept separately with the two persons.
9. Verify whether in occasions of taking out of the jewels and valuables from receptacles or strong room, the same is done in the presence of the persons of joint custody or persons duly authorized by them.
10. Verify and ensure that the jewels and valuables which are not in daily use but during festivals, when they are required for use entrusted to an Office holder in written acknowledgement in the register kept for the purpose. Ensure whether a written undertaking has been taken from the office holder that he would indemnify the institution against loss or damage of the jewel or valuable. Also verify whether the forms of acknowledgement and undertaking are in the approved format of the Commissioner.
11. Check whether the particulars of jewels and valuables taken out, their serial number in the register maintained and the duration of custody entrusted to the office holder entered in the register
12. If the duration is more than a day, check whether safe custody has been provided by the custodian and the jewels and valuables are returned immediately after use and the entries regarding the details of return are made in the register for the purpose.
13. Check and ensure whether in the case of jewels and valuables in daily use, proper indemnity and acknowledgement as mentioned above are obtained from the archaka or office holder with an additional clause 'to produce them whenever called upon'.
14. Verify whether Devaswom Board authorities / the trustee have made periodical verification of the jewels and valuables.
15. Verify whether, when the right of possession of jewels and valuables entrusted with a scheme or any decree or order of Court or custom or usage, the above mentioned formalities have been done.
16. Check whether receipts for the valuables are issued promptly and accounted on the same day in the Inventory register.
17. Verify whether these details have been submitted before the next Trustee Board meeting for examination and approval.

F. Audit checks - Assets & Liabilities

1. Verify whether Register of Loans and Advances have been maintained containing entire details.
2. Verify whether a Register has been maintained to record the remittances of Government taxes and dues.
3. Check whether the Register of Liabilities with details of all employees maintained.
4. Verify whether the custody of documents such as title of religious institution, properties and securities, Government Promissory Notes, Stock Certificates, Debentures, Post Office Cash Certificates, National Savings Certificates, Fixed Deposits Receipts of banks obtained by the institution and Mortgage Deeds, Bonds and Promissory Notes in favour of the institution are with the Chairman of trustees (when more than one trustee and no Executive Officer), in joint custody of Chairman of trustees and Executive Officer with Double lock system (when more than one trustee and Executive Officer), in joint custody of trustee and Executive Officer (when only one trustee and Executive Officer).
5. Examine and ensure any document mentioned above when required for reference, encashment or other purpose, taken out in the presence of the persons of safe custody or their authorized persons and returned to the joint custody and entered in the register kept for the purpose.
6. Ensure whether timely action has been taken for the recovery of any money or property under securities and if any default or other causes on the part of the joint custodians observed, the loss to the institution evaluated and the liability fixed.
7. Check whether the same provisions in the above two paras have been made applicable in the case of documents in the custody of the Chairman of trustees and the same examined and ensure no default occurred.

8. Verify whether a Land Register is maintained giving full details of lands, houses and other buildings and constructions, sites and other immovable properties owned by the institution.
9. Verify whether these registers are verified at frequent intervals by higher authorities.
10. Verify the proceeds of cattle and other animals offered as Vazhipadu

50.13. Audit of Public Works- Specific Rules

Public Works are to be executed taking into account the cultural and environment aspects. These include preservation of the existing land, ponds etc. For giving better facilities to the devotees, construction (Punarudharanam) works can be taken up. But while doing so the existing environmental atmosphere may not be deviated/disturbed. The broad dimensions relating to the undertaking of public works are detailed in Section 100(2) (q), (r) and (s) with special stress on the following:

- 'Building work' includes work relating to the construction, repair, alteration, conservation or renovation of a building and other works of construction belonging to a religious institution.
- 'Building' includes the premises of a religious institution and any building or structure or work relating to agriculture or irrigation, owned by, or in the possession of, a religious institution.
- 'Appropriate authority' means the Area Committee in relation to religious institutions coming within the jurisdiction of an Area Committee and the Commissioner in relation to other institutions.
- Proposals in regard to building should be framed with due regard to the principles and practice of traditional architecture and to the need for preserving architecture, sculptural and archaeological features.
- The trustee shall not repair, alter, replace, sell, gift or destroy any antiquities or other objects of interest like jewels, vahanams and other movables, sculptures, carvings, inscriptions or paintings without the express previous permission of the Commissioner and such permission shall be accorded only after obtaining competent advice thereon.
- If the estimated cost of building works is met from a worshipper or outside fund amounts to Rs.10000/- and above, with regard to the nature and importance and estimated cost of the building works the trustee has to obtain the services of such Supervisor, Assistant Engineer, Executive Engineer or Divisional Engineer who has retired from the Public Works or Highways Department of the State or any district board or municipality and is residing in the district in which the building work is proposed to be executed as may be suggested by the Commissioner for full-time or part-time work. T.A., inspection fee, fee for plans, estimating, scrutiny, etc., as fixed by the Commissioner (as prevalent in the State Government service) may be paid.
- In the matter of according administrative sanction/financial sanction, ceiling limits are prescribed for the officials, which are subject to change from time to time. In case the estimate amount exceeds such limits, sanction of the commissioner is mandatory. The auditor is expected to get the updated figures before commencing audit.

50.13.1. Audit of Civil Works in Temples

Special Audit Checks:

In addition to the general conditions of public works as are commonly applicable to all Devaswoms, the following checks are specially advised in connection with audit of civil works in Malabar Devaswom:

1. Check whether the civil works are planned and executed under section 100 [2 (q), (r), & (s)] considering the directions for modification issued by MDB from time to time.
2. Whether due regard is given to the principles and practice of traditional architecture and to the need for preserving architectural and sculptural and archeological features.
3. See a trustee does not repair, alter, replace, sell, gift or destroy any antiquities or other objects of interest like jewels, vahanams or other movables, sculptures, carvings, inscriptions or

paintings without the express previous permission of the Commissioner and such permission shall be accorded only on obtaining competent advice thereon.

4. It shall be the duty of the trustee to ensure that the utmost care is taken of the architectural, sculptural and archeological features of every structure in the temple or on its lands in his charge.
5. Whenever finds necessary the Commissioner may necessarily consult the archeological survey of India and pass necessary orders.
6. Check whether the Hon. Supreme Court and the Hon. High Court directions issued from time to time in respect of civil works in temples are followed.
7. Regarding the construction and reconstruction of sacred temple structures like Sreekovil, Kodimaram, Mukhamandapam, Vathilmadam, Thidappally, Gopurams, Vilakkumadam, Sub Temples, etc. specifically drawn out construction plan is essential in each case. Also the general rules of civil construction is very much limited in such cases, since they are primarily governed by the unique Tantric and Vasthu status in each case. MDB is supposed to issue general guidelines to effectively streamline the civil constructions of sacred temple structures and verify the compliance.
8. Considering the spirit of various special checks as aforesaid, any plan for renovation, reconstruction or new construction of any structure in Temple Precinct shall be done only after meticulously considering the devotional, aesthetical, mythological and similar concepts associated with the heredity of each temple.

Detailed Audit checks related to Public Works are included in Chapter 49.

50.14. Verification of Annual Financial Statements

On receipt of the annual accounts from various temples their audit has to be conducted as early as possible and within the time schedule.

50.14.1. Audit procedures- Receipt

A. Audit of Receipts (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Verify whether the total of each item of receipts shown in the annual accounts tally with the corresponding figures in the Ledger accounts. 2. Ensure that interest from all Bank accounts have been taken into consideration. 3. Check with the D.C.B. of rent whether all dues have been recovered or proper and prompt steps taken for realization of arrears.
B. Sale/disposal of investments and deposits
<p>Check the cases of disposal of investments/deposits and ensure the following aspects:</p> <ol style="list-style-type: none"> 1. Approval of MDB has been obtained 2. Sale proceeds have been credited to the bank account timely 3. Appropriate entry to book the sale and resulting profit/loss has been passed in the books of account 4. Ensure that at the beginning of the year or the period as decided by the competent authority, a list is prepared for the investments/deposits maturing during the year and timely steps are taken for redemption and collection of proceeds 5. Check the details of investment/deposit sold and ensure that the investments have not been sold below the cost of acquisition. If so, seek the reason and basis of the decision. 6. In case of sale of securities/mutual funds, ensure that the reasonable analysis is carried out in terms of existing and expected future valuation of the investment to maximize the return.

C. Income on Interest from investment of special funds
<ol style="list-style-type: none"> 1. Total the interest entered in the Fixed Deposit Registers and Bank Pass Books 2. Ensure that the figure arrived at tallies with the Annual Account figures 3. In case differences are noticed, observe the same
D. Income from Rent of buildings, elephants, etc.
<ol style="list-style-type: none"> 1. Check the number of elephants, time schedule and programme of the elephants from the file for each half year. 2. Verify the Rent registers with the receipts issued 3. Check the file relating to rent and the agreements contained therein 4. See whether the actual dues have been collected promptly 5. Check whether interest have been realized in the cases of belated remittances 6. Verify from the file whether enhancements of rent have been effected with reference to the agreement 7. Check whether the amount collected has been accounted in the Cash Book 8. See whether the amount has been remitted as per the entries in the Bank Pass Book
E. Bank Reconciliation (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Ensure that all the procedures prescribed in the rules with regard to bank Reconciliation are followed 2. Examine that the bank reconciliation has been regularly carried out as per schedule for all the banks and there is no unreasonable time lag in reconciliation of bank accounts 3. Enquire whether the format for bank reconciliation has been standardized and provides all the relevant information about the reconciliation items 4. Check the following two aspects as appearing in the bank reconciliation statement, with subsequent realization or payments appearing in the bank pass book <ol style="list-style-type: none"> a) Cheques issued but not appeared as paid by Banker and b) Cheques/amounts deposited but not credited in the bank statement 5. Verify whether all debits and credits made by the bank have been duly identified and accounted for 6. Examine whether there is any undue delay in realization of cheques deposited in the Bank 7. Take explanations about the old outstanding items and ensure reasonable follow up has been done to nullify the same 8. Verify that Bank reconciliation Statement has been prepared by the cashier or accountant who is supposed to prepare the cash book 9. Ascertain that there are no stale cheques appearing in the bank reconciliation Statements and have been timely transferred to 'stale cheque account' 10. Ensure that issue of stale cheques are carried out only after taking approval from competent authority 11. Examine and ensure that stale cheques are transferred to miscellaneous income after expiry of three months from the date of transfer to the liability for stale cheques account 12. Ensure that the bank reconciliation for withdrawal and collection accounts are timely received from the units

50.14.2. *Audit of Expenditure*

50.14.2.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. ▪ Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

50.14.2.2. Audit Procedures – Expenditure

A. Debt Head (staff advances)
<ol style="list-style-type: none"> 1. Verify the entries in the Debt Head Register maintained by the Devaswom Accounts Officer with reference to the Chalangans of remittance of loans and advances (repayment of House Building Advance, Scooter loans, etc.) 2. Total the entries in the register and ensure the accuracy 3. If defective, observe on the same
B. Audit of Cash and Bank
<ol style="list-style-type: none"> 1. Ensure that bank balances have been duly reconciled with book balances 2. Ensure that old or unusual reconciling items between bank balances and book balances have been reviewed and necessary adjustments have been made if required 3. Check that the bank balances have been duly confirmed by the bank 4. Carry out physical verification of cash and reconcile with the book balance 5. Ensure that time deposits, if any have been adequately disclosed 6. Ascertain that all cash and bank balances have been shown in accordance with the rules
C. Closing Balance
<ol style="list-style-type: none"> 1. Add the closing balances of all Bank accounts and ensure that this figure is shown as the closing balance in the Annual Accounts 2. If variation noticed the same has to be observed upon and Annual Accounts pointed out to be defective 3. Ensure that all details regarding the reconciliation of the Office account balance and Bank balance are available in the reconciliation statements 4. Ensure their correctness.

50.15. Audit of Assets and Liabilities

The audit checks prescribed for Travancore Devaswom Board in chapter number 53-(26) & (27) to the extent applicable shall be adopted in order to facilitate proper checking of these items.

50.16. Compilation of Audit Report

Major irregularities in the receipt and expenditure, temple administration, budget, annual accounts, Dittam, maintenance of registers, temple assets including land and general observations are to be included in part I of the report. Loss and leakage of funds, special observations, financial transactions and the related observation have to be included in Part II. Budget allocation for expenditure, maintenance of vouchers and related records, sanction of the Managing Committee, audit objections and disallowances and audit fee, annual fee, etc., are to be incorporated in Part III of the Audit Report. The issues for items that need further enquiry, details of Audit objections pending clearance related to the previous years' financial position, Audit inferences, loss to the Temple Funds, State and Central Government funds, etc., need inclusion in Part IV of the Report. This portion includes observations from Pay and Allowances, T.A. Festival Allowances, Contingent Expenses, Renewal of Fixed Deposits, New Fixed Deposits etc. While compiling the Audit Report instructions/ directions issued by the Department from time to time shall also be taken into consideration.

The follow up action on the Audit Reports is as envisaged in the Kerala Local Fund Act, 1994 and Kerala Local Fund Audit Rules, 1996.

Appendix C. - Glossary (Malabar Devaswom Board)

Area Committee	In relation to any temple or specific endowment, the Area Committee constituted under this Act and having jurisdiction over such temple or endowment.
Charitable Endowment	All property given or endowed for the benefit of, or used as of right by, the Hindu or the Jain Community or any section thereof, for the support or maintenance of objects of utility to the said community or section, such as rest-houses, choultries, patasalas, schools and colleges, houses for feeding the poor and institutions for the advancement of education, medical relief and public health or other subjects of a like nature
Hereditary trustee	The trustee of a religious institution succession to whose office devolves by hereditary right or is regulated by usage or is specifically provided for by the founder, so long as such scheme of succession is in force. The office of the hereditary trustee is in the nature of property and has constitutional protection
Malabar area	The area comprised in the Malabar District referred to in sub-section(2) of Section 5 of the States Re-organization Act,1956 (Central Act 39 of 1956).
Math	A Hindu religious institution with properties attached thereto and presided over by a person whose duty it is to engage himself in imparting religious instruction or rendering spiritual service to a body of disciples or who exercises or claims to exercise spiritual headship over such a body, and includes places of religious worship or institution which are appurtenant to the institution
Religious charity	A public charity associated with a Hindu festival or observance of a religious character, whether it be connected with a math or temple or not
Religious endowment or endowment	All property belonging to or given or endowed for the support of maths or temples, or given or endowed for the performance of any service or charity, and includes the institution concerned and also the premises thereof, but does not include gifts of property made as personal gifts to the archaka, service-holder or other employee of a religious institution
Religious institution	A math, temple or specific endowment. The temple should be one used as a place of religious worship and be dedicated, or for the benefit of or used as right by the Hindu Community or any section thereof as a place of public religious worship.
Specific endowment	Any property or money endowed for the performance of any specific service or charity in a math or temple, or for the performance of any other religious charity.
Trustee	Any person or body by whatever designation known in whom or in which the administration of a religious institution is vested , and includes any person or body who or which is liable as if such person or body were a trustee. Trustee is not an employee of the Board or Commissioner.
Hereditary succession	If the succession to the office is by nomination by the holder in office it is not a hereditary succession. Where an office of the trustee has been held by the members of certain family for three generations without break, it must be considered to be hereditary in their family
De facto trustee	A de facto trustee can alienate trust property so long as he acts bona fide and for the benefit of the trust. The de facto trustees can maintain a suit.
Mathadhipathi	A mathadhipathi is the head of spiritual fraternity and by virtue of his office he has to perform the duties of a religious teacher. It is his duty to practice and propagate the religious tenets, or which he is an adherent and if any provision of law.
Dittam	This is the Register detailing the scale of expenditure, the number of existing posts, etc., in respect of each Devaswom. The Dittam Register details the quantity of items for each 'Pooja' and other rituals in the Devaswom such as 'Nithyanithanam', 'Masavishesham', 'Attavishesham', Utsavam (Annual Festival), etc. which includes expenses for 'Akathepadithram' and 'Purathepadithram'. The nomenclature reveals the nature of the above rituals

51. Audit of Koodal Manickam Devaswom and its temples

51.1. Constitution and Background

The **Koodal Manickam Devaswom (KMD) at Irinjalakuda** is an ancient temple of unique importance having extensive properties and endowments. In the public interest and in the interest of the worshippers of the Temple, and for the proper administration of the Devaswom on the line of the Guruvayur Devaswom Act of 1978, the Koodal Manickam Devaswom Act, 2005 came into existence as Act 2 of 2007.

51.2. Constitution of the Koodal Manickam Managing Committee

The administration, control and management of the Devaswom shall vest with the Koodal Manickam Devaswom Managing Committee and shall be a body corporate having perpetual succession and a common seal and shall be a body corporate having perpetual succession and a common seal with power to acquire, hold and dispose of both movable and immovable properties and to enter into contracts and may sue and be sued through the Administrator.

The Committee of the KMD comprises of the following members, namely;

- (a) A person nominated by the Government from among Thantries of the temple, ex-officio
- (b) A representative from among the employees of the Devaswom nominated by the Hindus in the Council of Ministers
- (c) Not more than five persons, nominated by the Hindus in the Council of Ministers from among persons having interest in the Temple, of whom one shall be a member of Scheduled Caste or Scheduled Tribe

The Committee shall establish its Office at Irinjalakuda as it may determine for the transaction of its business. Every meeting of the Committee shall be presided over by the Chairman and in his absence by a person elected for the purpose by the members present (minimum three members) and the questions arising at the meeting shall be decided by a majority of votes of the members present there at, and the Chairman/the person presiding shall have a casting vote and he shall exercise that in the case of equality of votes.

The duties of the Committee include, subject to the provisions of this Act and the rules made thereunder, the follow-up:

- (a) Subject to the custom and usage in the Temple, to arrange for the proper performance of the rites and ceremonies in the Temple and the subordinate temples attached thereto in accordance with the Dittam or scale of expenditure fixed for the temple and the subordinate temples under Section 20 or, till the Dittam or scale of expenditure is fixed under that section, in accordance with the Dittam or scale of expenditure specified in Schedule 1 of the Koodal Manickam Devaswom Act, 2005 (Act 2 of 2007)
- (b) To provide facilities to the worshippers for the proper performance of worship
- (c) To ensure the safe custody of the funds, valuable securities and jewellery and the preservation and management of the properties vested in the Temple.
- (d) To ensure that the funds of the endowments of the Temple are spent according to the known wishes of the donors
- (e) To do all such things as may be incidental and conducive to the efficient management of the affairs of the Devaswom and for the facilities of the worshippers.

- (f) Alienation of Devaswom properties (section 11 of the Act).
- (g) Limitation of power for borrowing and lending (section 12 of the Act).
- (h) Fixing of standard scales of expenditure
- (i) Establishment schedule fixed by the administration shall be obtained for each financial year and check whether the expenses are incurred within the prescribed limits.

51.3. Administrative Management

The Committee shall appoint an officer of Government not below the rank of Under Secretary or Deputy Collector to be the Administrator for the Devaswom, from among a panel of names furnished by the Government. The Administrator shall be a full-time officer of the Devaswom and shall not undertake any work not connected with his Office without the permission of the Committee. The Administrator shall be the Secretary to the Committee and its Chief Executive Officer and shall subject to the control of the Committee, have powers to carry out its decision in accordance with the provisions of the Act. He shall arrange for the proper collection and credit of the offerings made in the Temple (section 17 and 18 of Act). The officials and employees other than the Administrator are appointed by the Managing Committee. Reservation of 10% exist in the case of entry cadres for SC/ST.

51.4. Upkeep of Minutes Books and other records

The Secretary, KMD Managing Committee is responsible for maintenance of the Minutes Books and other statutory records which need to be examined by the auditors as part of the audit of KMD.

51.4.1. Risks and Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the Act and Rules ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Non-detection of recurring loss

51.4.2. Audit Procedures- Verification of Minutes and Connected Records

Audit Steps/Procedures
1 Verify the Minutes Book and ensure that Minutes are properly authenticated.
2 Sanction audit of Managing Committee Resolutions and Proceedings with reference to the rules and regulations in force.
3 Verify whether KMD communications are sent promptly for timely implementation of the decisions of the Board.

51.5. Accounting Policies and Records

At Koodal Manickam Devaswom the accounting year adopted is the financial year. The details of the records and registers maintained in the office and the temple are given in tabular form under Accounting Records below.

51.5.1. Accounting Policies

Accounting rules have not been framed. Conventional system of accounting is being followed at Koodal Manickam Devaswom. Since all the other institutions are switching over to Double Entry System of accounting, it has to be expected that the Koodal Manickam Devaswom would also sooner or later switch over to Double Entry system. Hence the Audit procedures to be followed in respect of the conventional system of accounting as also those related to Double Entry system have been incorporated below at the appropriate places.

51.5.2. Accounting Records at KMD and Temples

KMD (including all offices except Temples)	Temples
<ol style="list-style-type: none"> 1. Rent Register 2. Money Order Register 3. Online Receipts 4. Purchasing Fee Registers & Receipts 5. Auction Registers 6. Cheque & Draft Register 7. Single & Double Lock Register 8. Advance Vazhipadu Register & Ledgers 9. Inventory Register 10. Assortment Register 11. Pay Bill and Acquittance Register 12. Cattle Fodder Register 13. Register of Sale Proceeds of usufructs 14. Hundial Assortment Register 15. Register of Advance Recoverable 16. Bhandaram Mahazar 17. Log Book 18. Land Register, Register of Tree and Furniture 19. Stock Register of Printed receipt books for Vazhipadu and valuable offerings-face value tickets. Counterfoil receipts and carbon copy receipts, computer receipts stock Register 20. Cash Book 21. Ledger 	<ol style="list-style-type: none"> 1. Cash/Cheque Receipt Book 2. Main Temple Vazhipadu Register 3. Nithyatha Vazhipadu Register 4. Pandam Pathram Register 5. Acquittance 6. Advance Vazhipadu Register and Ledger 7. Register for Grain Stock 8. Dittam Register (Standard Expenditure Register) 9. Register of Endowments 10. Stock register of printed receipt books for vazhipadus and valuable offerings-face value tickets, counterfoil receipts and carbon copy receipts. 11. Vahana Pooja Collection Register, Sub Vazhipadu Register 12. Thulabharam Varavu Register (materials) 13. Thulabharam Daily Collection Register 14. Daily Collection Register(DCR) 15. Kalavara Register 16. Cash/Cheque Receipt Books 17. Cash Book 18. Auction Register 19. Nadavaravu Register 20. Stores Register 21. Vouchers for Cash Payments 22. Bill Copy Register 23. Acquittance Roll

51.5.3. Sources of Income of KMD & Expenses

51.5.3.1. Income of KMD

1. Voluntary contributions of devotees
2. Interest received from investments in fixed deposits
3. Income from land and buildings
4. Miscellaneous income

51.5.3.2. Income of Temples

1. Donations (including Annadanam)
2. Nadavaravu
3. Vazhipadu
4. Valuables/Ornaments/Gold, silver, brass, bronze, etc.
5. Thulabharam
6. Archana Ticket Sales
7. Sale of Prasadam
8. Miscellaneous income
9. Advance receipts

51.5.3.3. Expenditure for KMD

1. Employees' Expenses (including Salary and allowances)
2. Administration Expenses
3. Miscellaneous expenses
4. Payment to Fuels suppliers
5. Repairs & Maintenance of Vehicles
6. T.A.

51.5.3.4. Expenditure for Temples

1. Temple Expenses (including utsavam, other rituals – monthly viseshams, etc.)
2. Employees' Expenses (including Salary and allowances)
3. Administration Expenses
4. Miscellaneous expenses

51.6. Manner of Auditing

The Committee shall keep regular accounts of all receipts and disbursements. The accounts of the Devaswom shall be subject to concurrent audit. After completing audit for any year or shorter period or any transaction or series of transactions, as he deems fit, the auditor shall send a report to the Commissioner. The Auditor shall specify in his report all cases of irregular, illegal or improper expenditure or of failure to recover moneys or other property due to the Devaswom or loss or waste of money or other property thereof, caused by neglect or misconduct. The auditor shall also report on such other matters relating to the accounts as may be prescribed or on matters on which the Commissioner is entitled to require the report. The Commissioner shall send a copy of every Audit Report to the Committee and it shall be the duty of the Committee to rectify any defects or irregularities pointed out by the auditor and report the same to the Commissioner.

51.6.1. Audit Procedures

The Koodal Manickam Devaswom Managing Committee governs the Devaswom and the policy decisions are made here. The receipts and payments and the balance sheet are subjected to detailed verification. The following Audit Programme/Procedures are essential.

51.7. Verification of Budget Estimates

1. Verify supporting documents for the Estimates related to Expenses and Receipts
2. Verify the basis of giving estimated Receipts and Payments
3. Verify each line-item of the Receipts and Payments against the supporting documents to check the basis of estimation
4. Identify instances where supporting documents for estimation are not available and report as an observation
5. Verify each Budget line-item with the expense incurred
6. Verify the basis for estimating Budget line-item with the supporting documents, and identify variations
7. Identify delays in submission of Budgets, if any
8. Document the reasons for such delays
9. See if the Budget is being submitted in the prescribed format, following the prescribed methodology/guideline
10. Verify whether the major and minor Heads of Expenses are correctly classified in accordance with prescribed Guidelines
11. Verify whether the managing committee has prepared and submitted draft budget estimate to the commissioner as required under section 21.
12. Verify whether the managing committee has prepared and submitted draft revised / supplementary budget estimate to the commissioner as required under section 22.

51.8. Audit of Income -Temple

51.8.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

51.8.2. Audit Procedures – Income

General checks	
1	Verify whether all the Vazhipadu receipts have been accounted in the Main Vazhipadu Register of the Temple.
2	Verify whether 'Kooru' has been disbursed through the Acquittance register to the beneficiaries after obtaining proper acknowledgement.
3	Verify whether the balance amount has been accounted in the Daily Collection Register (DCR), Cash Book and remitted to Bank by tracing the Bank Pass Book.
4	Verify the approved Kooru table and ascertain whether the disbursement has been made in accordance with the same
5	Verify whether the amount received by sale of Gold and Silver lockets, Book Stall proceeds and Bhandaram collections is entered in separate Registers and remitted to Bank.
6	Verify whether the quantity of paddy purchased through tender for temple purposes entered in the Devaswom Stock Register.

- 7 Verify whether the rice purchased through tender and the rice received by Vazhipadu entered in the Stock Register of Rice and the quantity of rice for 'Prasad Oottu' deducted from the stock every day.
- 8 Verify whether the balance of items received in kind as vazhipadu as per issue after the use in the Devaswoms are auctioned after entry in the Auction Register and the correctness of the proceeds ensured.
- 9 Verify the Register detailing the total number of Bhandarams and their installed places.
- 10 Verify the Register of Assortment of Bhandaram, Cash Book, Bank Pass Book and Fixed Deposits, Gold, Silver and other valuable kinds along with the Bhandaram Counting Mahazar, Single Lock Register and Double Lock Register etc.
- 11 Verify the Cash Book and Pass Book to ascertain the clearance of the Demand Drafts, Cheque and Foreign Currency along with the Bhandaram Counting Register and Bhandaram assortment Register.
- 12 Trace the Money Order coupons and Register of Money Orders.
- 13 Examine the correctness of amount received for 'Vahanapooja' (Vehicle Pooja) with the Receipt Book, Stock Register of Receipts, chalans of remittance, Cash Book and Bank Scroll.
- 14 Verify the correctness of the Register of Advance booking of Pooja/Vazhipadu.
- 15 Check the Temple Diary for examining the details of Pooja done on a daily basis by advance booking.
- 16 Examine the Devaswom Purchase Department Stock Register with the Main Stock Register maintained, employees to ensure the correctness of the transactions.
- 17 Verify the Register for Receipt for Thulabharam and ensure the correctness of income with the Cash Book, Bank Scroll, etc., based on the number of receipts issued.
- 18 Examine the Register of Online Vazhipadu receipt and ensure the correctness of credit.
- 19 Obtain the print out of the Daily Collection from the Computer and verify the following:
 - a) Disbursement of Kooru to the hereditary beneficiaries through the Acquittance roll.
 - b) Ensure the accounting of the balance amount in the Cash Book.
 - c) Trace the entry to the Bank Pass Book/Scroll.

51.8.3. Audit Procedure - Expenditure

1. Check the total number of employees with salary register maintained by the institution and ensure that the staff employed is in accordance with the management sanction order/copy of appointment letter.
2. Vouch the salaries to the staff. Check that the salaries and allowances are paid as per the prevailing rules and regulations.
3. In case of increments earned by the employees check whether the competent authority has duly sanctioned such increments. Verify the copies of letters of appointment or agreements, if necessary.
4. Verify the leave register maintained by the institution and applications for leave. In case an employee has enjoyed excess leave, verify whether prior permission is duly obtained and his salary is adjusted accordingly.
5. Verify the total of all the columns of salary register and compare with the entries in the cashbook/bankbook on the payment side.
6. Check whether deductions like PF, Profession Tax, TDS, ESI, and LIC under the scheme of LIC, advance, loan instalments are properly deducted from the salary of employee.
7. Ensure that TDS rate is correctly applied.
8. Also check whether all deductions from salary to employees are duly deposited with competent authorities in time.

9. Verify the expenses with the Dittam maintained and ensure that no excess has been paid over the sanctioned rate.
10. Verify whether the supplier cost due to the hereditary suppliers has been disbursed under acquittance.
11. Verify whether the acquittance roll has been maintained properly and authenticated.

51.9. Audit Checks (basedon Annual Accounts)

A. Receipt Audit	
1	Verify whether the total of each item of receipts shown in the annual accounts tally with the corresponding figures in the Ledger accounts.
2	Ensure that interest from all Bank accounts have been included in the accounts.
3	Check with the D.C.B. of rent whether all dues have been recovered or proper and prompt steps taken for realization of arrears.
4	Ascertain whether the valuation of Assets have been done in full and total arrived, and the methodology adopted for appreciation/depreciation satisfies/match the market fluctuations.
B. Sale/disposal of investments and deposits	
Check the cases of disposal of investments/deposits and ensure the following aspects:	
1	Approval of KMD has been obtained
2	Sale proceeds have been credited to the bank account timely
3	Appropriate entry to book the sale and resulting profit/loss has been passed in the books of account
4	Ensure that at the beginning of the year or the period as decided by the competent authority, a list is prepared for the investments/deposits maturing during the year and timely steps are taken for redemption and collection of proceeds
5	Check the details of investment/deposit sold and ensure that the investments have not been sold below the cost of acquisition. If so, ask for the reason and basis of the decision.
6	In case of sale of securities/mutual funds, ensure that the reasonable analysis is carried out in terms of existing and expected future valuation of the investment to maximize the return
C. Income on Interest from investment of special funds	
1.	Total the interest received from the Fixed Deposit Registers and Bank Pass Books
2.	Ensure that the figure arrived at tallies with the Annual Account figures
3.	In case differences noticed observe the same
D. Income from Rent of buildings, elephants, etc.	
1.	Check the number of elephants, time schedule and programme of the elephants from the file for each half year.
2.	Verify the Rent registers with the receipts issued
3.	Check the file relating to rent and the agreements contained therein
4.	See whether the actual dues have been collected promptly
5.	Check whether interest have been realized in the cases of belated remittances
6.	Verify from the file whether enhancement of rent have been effected with reference to the agreement
7.	Check whether the amount collected has been accounted in the Cash Book
8.	See whether the amount has been remitted as per the entries in the Bank Pass Book
E. Bank Reconciliation (as part of Annual Accounts Audit)	
1.	Ensure that all the procedures prescribed in the rules with regard to bank Reconciliation are followed
2.	Examine that the bank reconciliation has been regularly carried out as per schedule for all the banks and there is no unreasonable time lag in reconciliation of bank accounts

3. Enquire whether the format for bank reconciliation has been standardized and provides all the relevant information about the reconciliation items
4. Check the following two aspects as appearing in the bank reconciliation statement, with subsequent realization or payments appearing in the bank pass book
 - a Cheques issued but not appeared as paid by Banker and
 - b Cheques/amounts deposited but not credited in the bank statement
5. Verify whether all debits and credits made by the bank have been duly identified and accounted for
6. Examine whether there is any undue delay in realization of cheques deposited in the Bank
7. Take explanations about the old outstanding items and ensure reasonable follow up has been done to nullify the same
8. Verify that Bank reconciliation statement has been prepared by the cashier or accountant who is supposed to prepare the cash book
9. Ascertain that there are no stale cheques appearing in the bank reconciliation Statements and have been timely transferred to 'stale cheque account'
10. Ensure that issue of stale cheques are carried out only after taking approval from competent authority
11. Examine and ensure that stale cheques are transferred to miscellaneous income after expiry of three years from the date of transfer to the liability for stale cheques account
12. Ensure that the bank reconciliation for withdrawal and collection accounts are timely received from the units

51.9.1. *Audit of Expenditure*

A. Debt Head (staff advances)
<ol style="list-style-type: none"> 1. Verify the entries in the Debt Head Register maintained by the Devaswom Accounts Officer with reference to the Chalang of remittance of loans and advances (repayment of House Building Advance, Scooter loans, etc.) 2. Total the entries in the register and ensure the accuracy 3. If defective, observe on the same
B. Audit of Cash and Bank
<ol style="list-style-type: none"> 1. Ensure that bank balances have been duly reconciled with book balances 2. Ensure that old or unusual reconciling items between bank balances and book balances have been reviewed and necessary adjustments have been made if required 3. Check that the bank balances have been duly confirmed by the bank 4. Carry out physical verification of cash and reconcile with the book balance 5. Ensure that time deposits, if any have been adequately disclosed 6. Ascertain that all cash and bank balances have been shown in accordance with the rules
C. Closing Balance
<ol style="list-style-type: none"> 1. Add the closing balances of all Bank accounts and ensure that this figure is shown as the closing balance in the Annual Accounts 2. If variation noticed the same has to be observed upon and Annual Accounts pointed out to be defective 3. Ensure that all details regarding the reconciliation of the Office account balance and Bank balance are available in the reconciliation statements 4. Ensure their correctness.

51.10. Audit of Assets and Liabilities

The audit checks prescribed for Travancore Devaswom Board in chapter number 53.25 to the extent applicable shall be adopted in order to facilitate proper checking of these items.

51.11. Procedures to be followed after audit process and Follow up action on the Audit Reports

Major irregularities in the receipt and expenditure, temple administration, budget, annual accounts, loss and leakage of funds, Audit objections and disallowances, maintenances of registers, temple assets including land are to be compiled systematically and Audit Report for the year or for shorter period shall be sent to the Commissioner.

The Auditor shall also report on such other matters relating to the accounts as may be prescribed or on matters on which the Commissioner is entitled to require the report.

The Commissioner shall send a copy of every Audit Report to the Committee. It shall be the duty of the Committee to rectify any defects or irregularities pointed out by the Auditor and report the same to the Commissioner.

52. Audit of Cochin Devaswom Board and its temples

52.1. Constitution and Background

Cochin Devaswom Board (CDB) came into existence through Section 62 of the Travancore Cochin Hindu Religious Institutions' Act, 1950 (Act XV of 1950, "TCHRI Act"). The administration of the incorporated and unincorporated Devaswoms and Hindu religious institutions and their properties and funds and of the estates and all institutions under the management of Devaswom Department of Cochin shall vest with the Cochin Devaswom Board. The Board is bound to administer the affairs of the above institutions under its management in accordance with the object of the trust, the established usage and customs of the institutions and to apply their funds and property for such purposes. The Board can set apart such sum as they deem fit for the educational uplift, cultural advancement and economic betterment of the Hindu community after providing adequately for the purposes of the institutions which have to be met from the said fund. The Board is a body corporate having perpetual succession and a common seal. Though CDB is not a Schedule Institution under Section 3 and Section 4 of the Local Fund Act, its audit is required to be carried by the Director, KSAD under the orders of the High Court of Kerala from time to time.

52.2. Constitution of the Cochin Devaswom Board

The Board referred to in the TCHRI Act comprises of three Hindu members, two of whom shall be nominated by the Hindus from the Council of Ministers and one elected by the Hindus from the members of the Legislative Assembly of the State of Kerala. One such member shall belong to the SC/ST category. The Board shall by its name sue and be sued and the Secretary to the Board shall represent the Board in such suits.

52.3. Administrative Management

The Secretary shall be the Convener of the meetings of the Board and shall keep the minutes of the proceedings of each meeting in a book duly signed by the President and members present. The Secretary has to circulate Board notes to respective functionaries to facilitate action and decision making.

At present there are 403 temples under the management of the Board extending over the Districts of Thrissur, Ernakulam and Palakkad. These 403 temples called 'Keezhedam temples' are grouped under 63 Devaswoms. All these Devaswoms are brought under four groups viz. Thrissur, Thiruvilwamala, Thiruvanchikulam and Thripunithura. Devaswom Officers/Junior Devaswom Officers/Devaswom managers are the officers responsible in respect of Devaswoms and Assistant Commissioners in Groups. Apart from this, an office of the Assistant Commissioner is also functioning for the administration of the Chottanikkara Temple. The Board manages Ayurveda Hospital at Nelluvay, Sathram at Varanasi and Chottanikkara, Livestock, Thrissur, Sree Kerala Varma College, Thrissur; Sree Vivekananda College, Kunnamkulam; Padasala Sanskrit High school, Chittoor; etc., and runs an Offset Printing Press, a spiritual magazine 'Kshethradarsanam'. About 298 control institutions come under the supervision of the Board as per the TCHRI Act of 1950.

52.4. Manner of Auditing

An Audit wing of the Kerala state Audit Department is stationed at Thrissur and performs concurrent Audit of the institutions under the Board. The receipt and expenditure of the institutions under the Board are subjected to audit in the initial phase and individual Audit Notes are issued. The institutions are given the opportunities to furnish replies to such Notes. After annual accounts for the audit period

is received, its correctness and implications are verified in detail. The clues obtained during concurrent Audit are utilized for such type of verification and scrutiny of the sanction files. The final Audit Report is compiled based on the findings and also the major irregularities intimated to the administrative bodies. Care is taken to delete/drop the objections for which the institution had given satisfactory replies before the finalisation of the Audit Report. The Report is then filed before the Hon'ble High Court of Kerala for favour of evaluation, examination and further follow up action. A copy of the Audit Report is forwarded to the Cochin Devaswom Board and the Government as envisaged in the Act.

52.4.1. *Appointment of Auditors*

- (1) The Board and the trustee of every institution shall keep regular accounts of all receipts and disbursements.
- (2) The accounts of the Board shall be audited annually.
- (3) The accounts of every institution shall be audited annually.
- (4) Every auditor appointed under this section shall be deemed to be a public servant within the meaning of Section 15 of the Cochin Penal code

52.4.2. *Submission of audit report*

After completing the audit for any year or for any shorter period, or for any transaction or series of transactions, as the case may be, the auditor shall send a report to the High Court in the case of the accounts of the Board and of incorporated and unincorporated Devaswoms and institutions under the management of the Board and to the Board in the case of accounts of other institutions.

52.4.3. *Contents of audit report*

- (1) The auditor shall specify in his report all cases of irregular, illegal or improper expenditure or of failure to recover moneys or other property due to the Board or to incorporated or unincorporated Devaswoms or institutions under the management of the Board, as the case may be, or of loss or waste of money or other property thereof caused by neglect or misconduct.
- (2) The auditor shall also report on any other matter relating to the accounts as may be prescribed or on which the High Court or the Board may require him to report.

52.4.4. *Rectification of irregularities*

- (1) The High Court shall send to the Board a copy of every audit report relating to the accounts of incorporated and unincorporated Devaswoms and those of the Board and it shall be the duty of the Board to remedy any defects or irregularities pointed out by the auditor and report the same to the High Court.
- (2) If, on a consideration of the report of the auditor or otherwise, the High Court finds that the Board or any member thereof was guilty of misappropriation or wilful waste of the fund or of gross neglect resulting in a loss to the incorporated or unincorporated Devaswoms or institutions under the management of the board, the High Court may issue a show cause notice as to why an order of surcharge should not be passed against the Board or the member and after considering the explanation, if any, after taking such evidence as the High Court deems necessary, pass an order of surcharge against the Board or member, as the case may be.
- (3) The order of surcharge may be executed against the member or members concerned of the board as if it were a personal decree passed against them by the High Court.
- (4) The Board shall send a copy of every audit report relating to the accounts of an institution to the trustee thereof and it shall be the duty of such trustee to remedy any defects or irregularities pointed out by the auditor and report the same to the Board within one month from the date of receipt of the report by the trustee.

52.5. Accounting Policies and Records

The Board switched over from Single Entry to Double Entry system of accounting from 2012-13 onwards as per the orders dated 02/02/2011 in DBAR No 18 of 2010 of the Hon'ble High Court of Kerala. Yet the accounts are now submitted in the Single Entry Accounting System.

52.5.1. Accounting Policies

- a) Double Entry System of accounting on cash basis as per the orders of the Kerala High Court. All revenues and expenditures are recorded on receipt/payment of actual cash.
- b) All Temples under the CDB follow single entry; these are converted to double entry system in CDB at the time of consolidation.
- c) Reconciliation of closing balances of accounts is done by CDB accounts before the preparation of Annual Accounts by a Chartered Accountant.
- d) CDB prepares the Books of Accounts for the whole year in their own Accounting Software in cash basis system.
- e) The Income and Expenditure Account and Balance Sheet are prepared by the Chartered Accountants.

52.5.2. Accounting Records at CDB and Temples

Devaswom Board Office (including all offices except Temples)
<ol style="list-style-type: none"> 1. Cash Book(Panavaka Nalvazhi) 2. Verumpaattam Annuity Register 3. Establishment Register 4. Furniture Register 5. Vehicle Insurance/tax Register 6. Computer Register 7. Rent Register 8. Room Rent Ledger, Water Charge 9. Stationery Register 10. Cheque Register 11. Receipt Book Register 12. Suit Register 13. Undisbursed salary Register 14. Permanent Staff Acquittance Register 15. Daily Wages Acquittance Register 16. Gold & Silver Stock Register 17. Stock Register of Soiled Notes, Outdated coins 18. Diesel Cash Book 19. Log Book 20. P.F. Ledger 21. P.F. Personal Ledger 22. Sanction Register 23. Pathivu Register 24. Gold, Silver Receipt Stock Register 25. Endowment Register 26. Bill register 27. F.D.R. Register 28. F.D. Releasing Register 29. Budget Allotment Register 30. Pay Bill Register

31. Pandam/pathram Register
32. Kanam Annuity Register
33. Increment Register
34. Daily wages renewal register
35. Advocate fee register
36. Cheque book stock register
37. TA register of permanent employees
38. Pension payment register
39. Sandalwood register
40. Pathivu audit register
41. Adjustment register
42. Refund register

Temples

1. Panavaka nalvazhi
2. Nelvaka Nalvazhi
3. Arivaka nalvazhi
4. Nadavaravu Register
5. Vazhipadu Ticket Stock Register
6. Vazhipadu Ticket Double Lock Register
7. Vazhipadu Single Lock Register
8. Vazhipadu Register
9. P.V.Sales Double Lock Register
10. P.V.Sales Single Lock Register
11. Receipt Stock Register
12. Bill register
13. Cheque Register
14. Permanent Advance register
15. Ultsava Nalvazhi
16. Major Eradavu register
17. Minor Eradavu Register
18. Nadavaravu Adjustment Register
19. Nalikera Register
20. Palavaka Register
21. Nellu/ari Adjustment Register
22. Panavaka Receiptpadi Eradavu
23. Panavaka Thiyathipadi Eradavu
24. Nellu/Ari Receiptpadi Eradavu
25. Nellu/Ari Thiyathipadi Eradavu
26. Rent Register
27. Thanathu register
28. Register of Trees
29. Valuable Register
30. Charge Register(Valuables)
31. Personal Register
32. Attendance Register
33. Casual Leave Register
34. Stamp Register
35. Despatch register
36. Disciplinary action Register
37. Bulb register
38. Local Delivery Register
39. Library Register

40. Endowment Register
41. Money Order Register
42. Bhandaram Yadhashth Register
43. Variyola Yadhashth Register
44. Liability Register
45. Register of Furniture
46. Pathivu Register
47. Index Register
48. Acquittance Register
49. Bhandaram Register
50. Oodu Nilavilakku Register
51. Saree Register
52. Demand Draft/Cheque Register
53. Other Register

Group Assistant Commissioner Offices:

1. Cash Book
2. Stock Register of Receipt Books
3. Stock register of Ticket Books
4. Cheque Register
5. Pay Bill register
6. Acquittance Book
7. Attendance Register of Establishment
8. Attendance Register of Daily Wages
9. Liability Register
10. Register of Furniture
11. Stationery Register
12. Register of cheques, Money Orders, Demand Drafts Register
13. Pathivu Register
14. Endowment register
15. Bill Register
16. Pandam/Pathram Register
17. Fodder Register
18. Undisbursed salary / TA register
19. Increment register
20. Audit Register
21. Contingent Register
22. Adjustment Register
23. TA Advance Register
24. TA Register
25. Daily wages employees register
26. Surrender leave register for temple employees

Maramath Department

1. Bill Register
2. Sanction Register
3. Allotment Register
4. Work Register
5. Advance Register
6. Security Register
7. Tender Register
8. Quotation Register
9. Tender Form Register
10. Agreement Register

11. M. Book 12. Stock Register of M. Books 13. Cash Book 14. Attendance Register 15. Tax register
Records in Devaswom Press 1. Cash Book 2. Bill register 3. Cheque Register 4. Acquittance Register 5. Register of Furniture 6. Purchase Book 7. Work Order Register 8. Stock Register 9. Printing Work Register
Receipt books/Ticket Books 1. Miscellaneous Receipts (Paatta Michavaram Receipts) 2. Bill Receipts 3. Development Coupons of collection from vehicles

52.6. Sources of Income & Expenditure for CDB and temples

52.6.1. Income for CDB

- 1) Sale of movable properties belonging to the Temples under CDB
- 2) Voluntary contributions of devotees
- 3) Interest received from investments of special funds
- 4) Rent of buildings, elephants, cattle, etc.
- 5) Miscellaneous income
- 6) UGC aid received / maintenance Grant
- 7) Endowment fund
- 8) Income from Rest houses
- 9) Income from Educational institutions
- 10) Rent of vessels
- 11) Kshethra Darshanam magazine income
- 12) Annuity
- 13) Income from controlling institutions
- 14) Income from Hospital

52.6.2. Income for Temples

- 1) Donations (including Annadanam)
- 2) Nadavaravu
- 3) Vazhipadu
- 4) Valuables/Ornaments/Gold, silver, brass, bronze, etc.
- 5) Marriage Receipts
- 6) Tulabharam
- 7) Archana Ticket Sales
- 8) Sale of prasadam
- 9) Receipt from auction of coconuts, dress, etc.
- 10) Auction revenue of stalls
- 11) Miscellaneous income

- 12) Advance receipts
- 13) Bhandaram receipts
- 14) Advertisement / Rent

52.6.3. *Income for Educational Institutions*

- 1) Tuition Fees
- 2) Bus Fees
- 3) Development Fee
- 4) Fine for Belated Fee Remittance
- 5) Registration fee
- 6) Miscellaneous income

52.6.4. *Expenditure for CDB*

- 1) Employees' Expenses (including Salary and allowances)
- 2) Administration Expenses
- 3) Educational Institution Expenses
- 4) Maramath Expenses
- 5) Miscellaneous expenses
- 6) Repairs & Maintenance of Vehicles
- 7) Advance T.A.
- 8) Press expenses
- 9) Kshethra Darshanam magazine expenses
- 10) Livestock expenses
- 11) Sathram expenses
- 12) Hospital expenses

52.6.5. *Expenditure for Temples*

- 1) Temple Expenses (including utsavam, other rituals – monthly viseshams, etc.)
- 2) Employees' Expenses (including Salary and allowances)
- 3) Administration Expenses
- 4) Kalyanamandapam
- 5) Miscellaneous expenses

52.6.6. *Expenditure for Educational Institutions*

- 1) Employees' Expenses (including Salary and allowances except teachers)
- 2) Administration Expenses
- 3) Educational Institution Expenses
- 4) Repairs & Maintenance of Vehicles
- 5) University Inspection Fee
- 6) Miscellaneous expenses

52.7. Audit Procedures – Board Office

The Central point of all activities is the Board office and the policy decisions are made here. Accordingly, the following Audit Programme/Procedures are to be exercised.

52.7.1. Upkeep of Minutes Books and other records

The Secretary, CDB is responsible for maintenance of the Minutes Books and other statutory records which need to be examined by the auditors as part of the audit of CDB.

52.7.2. Audit Procedures- Verification of Minutes and Other Records

Audit Steps/Procedures	
1	Verify the Minutes Book and ensure that Minutes are properly authenticated.
2	Sanction audit of Board Resolutions and Proceedings with reference to the rules and regulations in force.
3	Verify whether CDB communication are sent promptly for timely implementation of the decisions of the Board.
4	The accounting of the School Fund and College Fund maintained to be examined with reference to Cash Book, Bank Pass Book, Ledger, Journal, reconciliation statement etc.
5	Perusal of the files related to financial transactions
6	Scrutiny of the files at the Maramath wing regarding the accord of administrative sanction by the Board for public works in relation to the sanctioned budget estimates for the year.
7	The establishment claims of the staff attached to the Board office including the TA Bills, Stationery purchase, log books, etc.

52.8. Audit Procedures for Health

The Cochin Devaswom manages an Ayurvedic Hospital at Nelluvai. The Audit check are detailed below:

52.8.1. Audit Procedures

A. Selection for vendor for procurement of medicines and medical equipments	
1.	Verify whether a tender / quotation document with standard terms and conditions has been approved by the competent authority and floated to the bidders.
2.	Verify whether tender / quotation has been published in the newspaper as per the procurement rules.
3.	Check newspaper cuttings.
4.	Verify that tenders / quotations have been received in sealed envelopes and whether such envelopes have been retained or not.
5.	Verify whether quality testing of medicines has been done only from the Government approved labs.
6.	Verify whether all bidders bidding for the Technical bid without depositing the Security/ Earnest Money Deposit have been rejected.
7.	Verify whether all bids received after the deadline for submission of bids have been rejected.
8.	Verify whether a comparative analysis of the bidders is done on technical as well as financial grounds and documented.
9.	Verify whether the comparative analysis of bidders and its result is recommended by procurement committee and the approved by the competent authority.

52.8.1.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Absence of transparency in the process of selection of vendors for procurement of medicines and medical equipments. Selection of ineligible vendors. 	<ul style="list-style-type: none"> Loss of revenue Biased approach in selection process.

52.8.2. Audit Procedures

Procurement of medicines: special mechanism to ensure reasonability of rate
<ol style="list-style-type: none"> Verify that all the medicines are purchased as per the Essential Drug List. Verify whether all the purchases during the audit period are approved by the Purchase Committee. Verify whether there are cases of excessive procurement as compared to demands received. Verify if medicines are being purchased at reasonable price and there is a mechanism to ensure reasonability of rates.

52.8.2.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Procurement of medicine not done as per demand/ requirement. Procurement of medicines from vendors not approved by WHO/ Central Government/ State Government. etc. 	<ul style="list-style-type: none"> Loss of revenue Biased approach in selection process.

52.8.3. Audit Procedures

Procurement of medical equipments
<ol style="list-style-type: none"> Verify whether medical equipments are obtained from the government approved vendors only. Verify whether equipments are purchased only after doing an analysis of whether adequate manpower is available to operate the equipments. Carry out an analysis of medical equipments which have been procured but not yet installed/ brought to use, report long delays.

52.8.3.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Purchase of substandard equipments. Unutilized budget. Blockage of funds due to delay in installation of equipments. Procurement of equipment without adequate demand/ requirement. 	<ul style="list-style-type: none"> Loss of revenue Mismanagement

52.8.4. Audit Procedures

Control over receipt and storage of drugs/ medicines/ equipments
<ol style="list-style-type: none"> Take an appropriate sample of documents for receipt of medicines during the audit period. Verify whether complete and detailed records are maintained for receipts of each batch of medicines. Obtain stock register for the audit period and verify if for its completeness and accuracy. Compare the receipt date (Stock register) of medicines vis-à-vis their expiry date (Month wise expiry date register) to check that expired medicines/ medicines nearing expiry date are not procured. Verify whether all medicines at the time of their receipt fall within 6 months of its manufacturing date. Verify specification of equipments vis-à-vis specification as per purchase order.

52.8.4.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Absence of batch wise record can lead to expiry of medicines as it cannot be issued on a FIFO basis. Receipt of medicine without quality inspection. 	<ul style="list-style-type: none"> Loss of revenue Social problems

52.8.5. Audit Procedures

Control over issue of medicines and medical equipments from stores to Health Centres/ Hospitals
Verify whether the details of medicines issued as per the Stock register tally with the details entered in the Issue Slips.

52.8.5.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Unauthorized issue of medicine. Issue of medicines without valid prescription. Issue of expired medicines. 	<ul style="list-style-type: none"> Loss of revenue Social problems

52.8.6. Audit Procedures

Control over issue of medicines by Hospitals
<ol style="list-style-type: none"> Compare the above mentioned registers to check that there are no cases of duplicate procurement of medicines. Verify whether a stock register is maintained at the dispensary of recording issue of medicines to patients and is duly updated. Compare the date of issue of medicines and the date of expiry of medicine to check that expired medicines are not issued to patients. Verify that all issues to patients are backed by a Doctor's prescription/ voucher/ demand. Verify whether there is a system in place of issuing Schedule-H drugs only on receipt of a prescription given by a Registered Medical Practitioner. Conduct a Physical Verification of stock available in the store vis-à-vis stock as per Stock register. Carry out a reconciliation between medicines prescribed by the doctor vis-à-vis medicines issued as per stock register, on a simple basis. Carry out a reconciliation of medicines received by the Health Center, issued to patients (check from the register maintained by Dispensary) & balance in hand. Carry out a physical verification of medicines lying in stores as per closing stock of stock register. Report shortage/ excess if any.

52.8.6.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> Issue of medicine without doctor's prescription. Issue of expired medicines. Incorrect updation of stock register. Non updation of stock register. Risk of siphoning of government medicine to private seller. 	<ul style="list-style-type: none"> Loss of revenue Corruption

52.8.7. *Audit Procedures*

Availability of Medicines
<ol style="list-style-type: none"> 1. Verify the plan and process in place at the department to timely replenish the medicines. 2. Verify the process of availability of stock of medicines.

52.8.7.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Unavailability of medicines at Health Centers. ▪ Lack of adequate facility in medical health camps. 	<ul style="list-style-type: none"> ▪ Loss of revenue

52.8.8. *Audit Procedures*

Control over Expired medicines/ drugs
<ol style="list-style-type: none"> 1. Verify whether a register is maintained for recording details of medicines/ drugs which are about to expire in the forthcoming months. 2. Verify whether adequate process is in place to dispose of all Expired medicines/ drugs so that they are not issued to patients. 3. Verify the receipt date of expired medicines to find out whether such medicines/ drugs were expired even at the time of their receipt or they got expired lying in the Health Centres because of an inadequate process of issue of medicines. 4. Conduct a Physical Verification of medicines lying in Dispensary, report in case expired medicines/ drugs are found and report any shortages/ damages found.

52.8.8.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Issue of expired medicines/ drugs. ▪ Non disposal of expired medicines/ drugs. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problem

52.8.9. *Audit Procedures*

Adequacy of Medical Infrastructure
<ol style="list-style-type: none"> 1. Obtain the records of all major and minor equipments available in the Hospital/ Health Centres. 2. Obtain a copy of physical verification report conducted by respective department on an annual basis. 3. Verify whether emergency services have been established.

52.8.9.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Inadequate Infrastructure despite fund availability. ▪ Delay in completion of construction projects leading to escalation of costs. 	<ul style="list-style-type: none"> ▪ Loss of revenue

52.8.10. *Audit Procedures*

Control over custody of Receipts Books, etc.	
<ol style="list-style-type: none"> 1. Verify whether a copy/ counterfoil of receipt issued/ register of cash collected from patients for X-ray, Tests, OPD, etc. are duly filed and maintained by the Hospital staff as per norms. 2. Verify that registration charge has been collected from all the patients. 3. Verify controls over blank receipt books (Form-385). 4. Verify whether blank receipt books are kept in lock and key and can only be accessed by authorised official only. 5. Verify whether Serial Order control is available on blank receipt books. 6. Verify whether the records of number of blank receipt books available at the Hospital at any given point of time is prepared and is up to date. 7. Verify whether adequate handover procedures is in place with respect to issue of blank receipt books. 	

52.8.10.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Unauthorized billings ▪ Misappropriation of funds. 	<ul style="list-style-type: none"> ▪ Loss of revenue

52.8.11. *Audit Procedures*

Control around billing and collections	
<ol style="list-style-type: none"> 1. Carryout a reconciliation between bills received from vendors and stock register. 2. Carryout a reconciliation between bills received from vendors and payments released to them. 3. Verify physically available stock and stock as per stock register on a sample basis. 4. Verify that all the vendor bills are stamped mentioning stock/ equipment received. 5. Check that payments are released only for items actually received and not for the items rejected on account of quality issues. 6. Check that payment is released to the correct vendor from whom items have been procured. 7. Compare the rate charged to the vendors (for procurements of medicines and medical equipments) as per the invoice with rates approved. 8. Verify whether all the vouchers are defaced as 'Paid and Cancelled'. 9. Verify whether all vouchers are backed by receiving record, purchase order copy, etc. 10. Verify that cash book is updated accordingly on receipt and disbursement of funds to vendors. 	

52.8.11.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Risk of incorrect billing. ▪ Incorrect pricing. ▪ Mismatch in actual and book records. ▪ Potential risk of fraud. ▪ Risk of equipment/ medicine being physically available but not updated in stock/ equipment register. 	<ul style="list-style-type: none"> ▪ Loss of revenue

52.8.12. *Audit Procedures*

Awareness about Bio Medical Waste Management	
<ol style="list-style-type: none"> 1. Obtain details of the items of waste generated in the Health Care facilities coming into the waste stream. 2. Verify whether the waste generated is segregated into sub categories like metals, dressings, bags, etc. 3. Verify whether the waste generated is segregated into bags and bins. 4. Verify whether contractor for disposing off waste is selected after approval from competent authority. 5. Verify whether contractor has a valid license from pollution control board for disposing off Bio medical waste. 6. Verify whether the bins and containers used for waste collection are placed at proper points to ensure optimum utilization. 7. Verify that waste is sent for disposal on a regular basis. 8. Verify that a register is maintained for all types of waste generated. 9. Verify that register is updated on a regular basis as to quantity and kind of waste generated and disposed-off. 10. Verify whether protective gears have been provided to the sweepers and the sweepers have been educated to wear the protective gears while handling the waste. 	

52.8.12.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non segregation of general and infectious waste. ▪ Non segregation of recyclable and non-recyclable waste. ▪ Shortage of sweepers and inadequate bins and containers for disposal of bio medical waste. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problems

52.8.13. *Audit Procedures*

Management
<ol style="list-style-type: none"> 1. A comparative analysis regarding revenue collection for last three years should be made. 2. A separate register should be maintained for all the receipts (other than government grants and users charges). Name of the donor and purpose of donations should be recorded in the register. Committee should ensure that amount is sent for the same purpose as desired by the donor. 3. All expenditure by committee should be in line with Procurement rules and Financial Handbook. 4. All expenditure should be done in line with head wise budget. 5. Verify after obtaining relevant records, whether : <ol style="list-style-type: none"> a) Amount is spent only to enhance quality of medical facilities. b) Modern medical equipments should be available to general public. c) Availability of vehicle for emergency and accidents. d) Availability of laboratories and trained laboratory technicians. e) Availability of medicines and nutritious food for all the patients. f) Accommodation and other facilities for attendants of patients. g) Hygienic condition of wards and hospital premises. h) Monitoring of central and state government schemes.

52.8.13.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-compliance with the guidelines set for medical committees. 	<ul style="list-style-type: none"> ▪ Social problems

52.9. Veterinary

52.9.1. Audit Procedures

Procurement of Medicines, Vaccines, etc., for Animals - Purchase of Medicines, etc.
<ol style="list-style-type: none"> 1. Verify whether all the purchases are made as per the provisions. 2. Verify whether all purchases are made within the limits of the approved budget. 3. Understand the process of Indenting of medicines, vaccines, gauzes. Dressing material, surgical equipments, etc. 4. Obtain the details of indents raised and medicines purchased during the audit period. 5. Verify whether the basis/ rationale for indenting a particular quantity of medicines is available on the indents. 6. Verify whether the indents prepared for procurement of medicines are approved by competent authority and whether the Competent Authority has reviewed the rationale/ justification behind indenting a particular quantity of medicines. 7. Check that the procurement of medicines is as per the actual requirement obtain reasons for any excessive purchases. 8. Verify whether any unexplained and unjustified purchase of medicines and veterinary equipment is done. 9. Verify whether all purchases are authorized by competent authority. 10. Obtain a list of equipments valuing more than Rs. 1 Lakh procured during the audit period. 11. Verify whether all such purchases of equipments are approved by the competent authority. 12. Obtain details of any emergency procurements made during the audit period. 13. Obtain reasons for making emergency purchases. 14. Verify whether the emergency purchases were approved by competent authority.

52.9.1.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Unapproved procurement of medicines. ▪ Purchase of medicines more than indented quantity. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problems

52.9.2. Audit Procedures

Quality Inspection of Medicines, etc. at the time of receipt
<ol style="list-style-type: none"> 1. Verify whether there is a mechanism for carrying out a quality inspection of the medicines, etc., procured at the time of their receipt. 2. Verify that atleast 10% random sample is selected from the procured medicines and tested at a laboratory for its quality. 3. Obtain documentation authenticating quality inspection done at the time of each receipt. 4. Verify whether the quantity and specifications of medicines etc. is compared with the quantity and specifications as per the Purchase Order. 5. Verify whether the quality documents are signed by the competent quality inspector authorised to carry out the quality inspection. 6. Obtain details of penalty charged during the audit period. 7. Obtain details of any vendors blacklisted during the audit period. 8. Verify whether there are cases of the quality specifications of medicines procured not being as per the standard specifications. 9. Verify that in case the medicines procured from a particular vendors is found to be fake then the cost of medicine and expenditure incurred on getting the tests done, has been recovered from the vendor supplying such fake medicines.

52.9.2.1. Risks & Implications

Risks	Implications
▪ Purchase of medicines which do not meet the quality requirements.	▪ Social problems

52.9.3. Audit Procedures

Vendor Selection
<ol style="list-style-type: none"> 1. Verify whether sealed bids have been invited from approved vendors only. 2. Verify whether technical and financial bids have been received in separate sealed envelopes. 3. Verify whether the sealed bids were opened at the designated time and place and in presence of the designated officers. 4. Verify whether samples were called and verified before selection of vendor. 5. Verify that procurement has not been done from any black listed vendor or a vendor who had supplied fake medicines in the past. 6. Verify whether the medicines, etc. have been procured from the vendor who is technically capable and has quoted the minimum rate.

52.9.3.1. Risks & Implications

Risks	Implications
▪ Biasness in Vendor Selection leading to possibility of missing out better suppliers/ deals.	▪ Loss of revenue

52.9.4. Audit Procedures

Establishment of Veterinary Hospitals
Verify whether the hospitals are adequately staffed and have adequate supply of medicines and other medical equipments.

52.9.4.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Unavailability of adequate number of Veterinary Hospitals and Stock Men Centres. ▪ Unavailability of adequate medicines, vaccines and other medical equipments at these centres. 	<ul style="list-style-type: none"> ▪ Cruelty to animals. ▪ Social problems

52.9.5. Audit Procedures

Training Program
<ol style="list-style-type: none"> 1. Verify whether there was a provision for Training Expenditure in the Budget for Veterinary Department. 2. If yes, verify whether any plan was made to incur the training expenditure and if any calendar was prepared to carry out Training sessions during the year. 3. Obtain records containing details of trainings conducted during the audit period. 4. Verify whether adequate training is provided to Doctors and Nurses with respect to medicines, vaccines, drugs, surgical equipments, diseases and symptoms of frequent diseases in animals, etc. 5. Verify whether training has been imparted to the veterinary staff for immunization of animals against diseases like Foot and mouth disease, Haemorrhagic septicaemia, Anthrax, Blakhk quarter, Peste des petits ruminants, Enterotoxaemia, Sheep and goat pox, Swine fever, Ranikhet diseases, Marek's and duck plague.

52.9.5.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Lack of training can lead to stagnation in skill sets leading to inefficiencies and sub optimal utilization of resources. 	<ul style="list-style-type: none"> ▪ Deficiency in animal welfare

52.10. Audit Procedures for Public Works

The estimates for the maramath works in CDB have to be submitted initially before the Hon'ble Ombudsman for Travancore and Cochin Devaswom Boards and/or Hon'ble High Court of Kerala based on the amount schemed for the work. On calling for the remarks, KSAD scrutinises the documents and submits their views. Post this, sanction is accorded by either of the above mentioned authorities. Detailed Audit checks on Public Works Bills are included in Chapter 49.

52.11. Audit checks related to temples

52.11.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. ▪ Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

52.11.2. Audit Procedures

1. Verify whether the Nadavaravu, all miscellaneous items except items of Vazhipadu, Paddy/Rice, Pandam/Pathram, money and ornaments related to Court Orders are collected through **Miscellaneous Receipts (Paattam Michavaram Receipts)** accounted directly in the Panavaka Nalvazhi and remitted to Devaswom Fund from time to time.
2. Verify whether all the Nadavaravu including money collected through **Nadavaravu Receipts** and accounted in the Nadavaravu Register.
3. Verify whether Gold, Silver, Copper ornaments accounted in the Major Eradavu Register with details, decaying items auctioned in time and the amount accounted through Nadavaravu Receipts.
4. Check whether the items for use in temples are accounted in the **Adjustment Register** and the value included in the related accounts.
5. Ensure whether the Receipts for Valuables such as Gold, Silver, Nadakkal vachapadi etc is having the name and address of the person who made Vazhipadu and these receipts are signed by the Devaswom Manager, Devaswom Office, Junior Devaswom Officer, Devaswom Assistant and the authorized Officer.
6. Verify whether all the vazhipadu items (except those without Vazhipadu tickets) and the amounts received through Money Orders collected through **Vazhipadu Receipts** and accounted in the Vazhipadu Register.
7. Verify whether the amount for conducting Ultsavam are collected through **Ultsav Fund Receipts**.

8. Verify whether the rent of rented shops, buildings and the related collections directly by Devaswom Board Office are collected through **Rent Collection Receipts** and accounted in the Panavaka Nalvazhi and remitted to Devaswom Fund.
9. Check whether the collections except rent of shops are accounted in the Panavaka Nalvazhi through Paatta Michavaram Receipts and remitted to Devaswom Fund.
10. Verify whether Sathram rent has been collected through **Sathram Rent Receipts** and the total amount accounted in the Nalvazhi and remitted to Devaswom Fund.
11. Check whether Special Vazhipadu Receipts has been issued for Special Vazhipadus as in the case of other receipt books.
12. Check whether the Rice/Paddy etc deducted in the Nalvazhi being the utilisation has been accounted by preparing the Adjustment Account and the entries made in the Adjustment Register after getting these expenses passed based on the original of the Paddy utilisation Receipts.
13. Verify whether the Paddy utilisation receipt has been signed from among Devaswom Manager, Devaswom Officer or Junior Devaswom Officer only as the case may be.

52.11.3. **Bill receipts**

1. Verify whether the details of cheques received in favour of the Devaswom Officer from the Devaswom Department has been encashed and amount recorded in the Bill Receipts.
2. Verify whether the original receipt is retained in the receipt book without tearing.
3. Verify whether the above amount has been taken as receipt in the Bill Register and disbursed through Acquittance Register.
4. Check whether similar procedure has been adopted in respect of Purchase Stamps from Assistant Commissioner Offices, the only difference being that the original receipt is passed on to the Assistant Commissioner.
5. Verify whether this receipt are utilised for any other item.
6. Check whether the Miscellaneous Receipts, Nadavaravu Receipts, Vazhipadu Receipts, Bill Receipts etc being permissible for continuous use are issued in the next financial year also.
7. Verify whether the receipt leaves being left unutilised at the end of the financial year are cancelled.

52.11.4. **Vazhipadu tickets**

Verify whether the entire collection through Face Value Tickets are accounted in the Ticket Register and amount collected included in the Vazhipadu Register and the total collection for the day accounted in the Panavaka Nalvazhi.

52.11.5. **Verification of registers in temples**

52.11.5.1. **Panavaka Nalvazhi**

1. Verify whether all the income received through receipts (except bill receipts) have been accounted in the receipts.
2. Verify whether moneys received through all means including vazhipadu & nadavaravu receipts are accounted in the register.
3. Verify whether the receipt number and details in the receipts of Palavaka receipts (patta michavaram) are included as the first item.
4. Verify whether nadavaravu, vazhipadu, P.V. sales, other receipts are recorded in that order in the register.
5. Verify whether the total collections for the day is arrived at in red ink.
6. Verify whether the balance left unremitted is totalled and recorded as 'vaka 2'.
7. Verify whether the remittance particulars of the above recorded in the right side of the register with details such as name of bank, chalan number, remitted amount etc.
8. Check whether this amount itself is shown as expenditure on the left side.

9. Verify whether the balances in permanent advance register, bill register, ultsava nalvazhi etc are recorded likewise.
10. Verify whether the closing balance for the day has been struck.
11. Verify whether the Devaswom Manager/ Devaswom official has authenticated the entry every day.
12. Verify whether the cash in hand is allowed to exceed Rs 5000/- on any day.
13. Verify whether remittances have been made at least on the second, tenth, twentieth and the last day of the month without fail.
14. Identify any known remittance, misappropriation and temporary misappropriation

52.11.5.2. Nelvaka Nalvazhi

1. Verify whether the daily collection of Paddy as per the Nadavaravu Register has been accounted in this Nalvazhi.
2. Verify whether Paddy received from other Devaswoms and Paattam michavaram receipts have been recorded separately.
3. Verify whether Paddy utilisation receipts has been issued for permissible Paddy for Temple purposes.
4. Verify whether in the case of utilisation of Rice, Paddy has been transformed to Rice at the stipulated rate, accounted in the Rice Nalvazhi and expenses booked in Paddy Nalvazhi.
5. Whether the criteria 7.5kg paddy equals 5 kg rice has been adopted.
6. If not the difference shall be fixed as the liability the officer in charge.

52.11.5.3. Rice Nalvazhi

1. Verify whether the Rice received each day as per the Nadavaravu Receipt has been accounted in the Register.
2. Verify whether the Paddy converted Rice and the Paddy received from other Devaswoms through Paattamichavaram Receipts accounted in the Register.
3. Check whether the closing balance has been arrived at after deducting the permissible quantity of Rice as per the Rice utilisation receipts.
4. Continue the verification of the Register as in the case of Nelvaka Nalvazhi.

52.11.5.4. Nadavaravu Register

1. Verify whether the details of money and items received as per nadavaravu register have been accounted in the register.
2. Verify whether the total for the day has been struck in red ink and authenticated by the main officials.
3. Verify whether the total collection for the day is accounted in the Panavaka Nalvazhi, Gold, Silver and other valuables in the Major Eradavu register, Paddy/Rice in the Paddy/Rice Nalvazhi on the same day.
4. Verify whether the items essential for use in the Devaswoms has been accounted in the Nadavaravu Adjustment Register and those auctioned in the Nadavaravu and Minor Eradavu Register.

52.11.5.5. Vazhipadu Tickets Stock Register

1. Verify whether the tickets received from the Assistant Commissioner have been accounted.
2. Verify whether both the Officers who issued and received the tickets have signed in the Register with date.
3. Verify whether the tickets issued from the Stock Register has been accounted in the Devaswom Vazhipadu Ticket Double Lock Register.
4. In temples where computerisation has been effected verify whether the numbered Computer Receipts have been recorded in this Register.

52.11.5.6. Vazhipadu Ticket Double Lock Register

1. Verify whether the details of Stock of all the Vazhipadu Ticket Books have been accounted in the Register.
2. Check whether the tickets issued through this Register to the Devaswoms is accounted in the vazhipadu Tickets Single Lock Register on the same day.
3. Verify whether the Devaswom Officer/Revenue Inspector/Checking Superintendent has verified the balance of ticket books in the Register at least once in a month.

52.11.5.7. Vazhipadu Tickets Single Lock Register

1. Verify whether total of opening balance and Ticket Books received from Vazhipadu Ticket Double Lock Register have been totalled in red ink.
2. Check whether the amounts collected for each day is accounted in the Vazhipadu Register.

52.11.5.8. Vazhipadu Register

1. Verify whether all collections through Vazhipadu Receipts are accounted in the Register.
2. Check whether Para collection have been accounted in Paradasthin Register.
3. Verify whether Money Order income received through Vazhipadu Receipts have been accounted in the Register.
4. Check whether the total collection has been accounted in the Panavaka Nalvazhi as receipts though Vazhipadu Register daily.

52.11.5.9. P.V. Sales Double Lock Register

1. Verify whether the ticket books received from the Assistant Commissioner as per the P.V. Sales Ticket Stock Register are accounted on the same day.
2. Check whether the tickets are issued through the Ticket Single Lock Register.
3. Perform the other checks as in the case of Vazhipadu Ticket Double Lock Register.

52.11.5.10. P.V. Sales Single Lock Register

1. Check whether the ticket books issued from the Double Lock Register are accounted in this Register.
2. Perform other checks as in the case of Vazhipadu Ticket Register.
3. Verify whether the total for the day is accounted in the Panavaka Nalvazhi.
4. Identify that P.V sales include oil, ghee, camphor, agarbathi, coconuts, planter sales, etc.

52.11.5.11. Stock Register of Receipts

1. Verify whether the details of receipt books and para tickets have been accounted in the Register.
2. Verify the correctness of issue and the balance struck.

52.11.5.12. Cheque Register

1. Check whether the cheques received from Devaswom Commissioner and Assistant Devaswom Commissioner.
2. Verify whether the encashment of cheques have been recorded.
3. In respect of cheques related to Temple Advisory Committees, Temple Employees, other person etc verify whether the same has been issued after obtaining the dated Acquittance with the entire details of the recipient in the Register itself.

52.11.5.13. Ultsava Nalvazhi

1. Check whether this register is maintained for accounting when Ultsava expenses exceeds Rs.2 lakhs.
2. Verify whether the accounting is done in the same register throughout the year.
3. Verify whether the Cheques received is accounted in the Bill Register and marked to Ultsava Nalvazhi and on the same day expenditure receipt prepared and accounted in the Ultsava Nalvazhi.
4. Check whether the item wise expenses receipts are prepared and the balance amount is specifically marked as Ultsava Nalvazhi balance in the Panavaka Nalvazhi.

52.11.5.14. Major Eradavu Register

1. Verify whether the Nadavaravu receipt number, date, item wise details such as number and date, etc., have been accounted correctly.
2. Check whether the cheque/draft received as Nadavaravu has been remitted to the Bank and the amounts accounted in the Devaswom Fund.
3. Verify whether the other items received as Nadavaravu, except the items to be kept in the Devaswoms, have been auctioned.
4. Check whether the items auctioned has been deducted from the register
5. Verify whether the items in the register has not been issued to use for daily use in the temple or transferred to the temple staff without accounting in the Pandam/Pathram Register.

52.11.5.15. Minor Eradavu Register

1. Check whether the items accounted in this Register auctioned on the day itself.
2. Check whether the Auction Diary has been prepared, the auction amount collected through Nadavaravu Receipts and accounted in the Minor Eradavu Register with details such as receipt number, date and amount.
3. Verify whether the amount has been remitted to the Bank

52.11.5.16. Nadavaravu Adjustment Register

1. Verify whether the items received through Nadavaravu receipts and usable for temple purposes in that month itself.
2. Ensure whether the value ingredients for the rituals in the temple have been paid in the temple only after adjusting the value of the above items.

52.11.5.17. Coconut Register

1. Verify whether coconuts have been plucked at least five times in a year.
2. Verify whether firewood and other related items have been included in the Yadhasthu and accounted through pattam Michavaram Receipts and auctioned promptly and proceeds credited to Devaswom Fund.
3. Ensure that the coconuts received are utilised for temple purposes and the adjustment of the value there of made in the Vazhipadu thereof.
4. Verify whether the coconuts not needed for temple use are auctioned and proceeds credited to Devaswom Fund.

52.11.5.18. Miscellaneous Register

1. Verify whether the balance of the amount related to Devaswom grant related to the previous years have been classified and accounted separately in the Register.
2. Verify whether the amounts due through auction items as land revenue for the current year has been accounted in each head and the total due arrived at in the Register.
3. Verify whether the procedures related to the conduct of auctions performed effectively.
4. Verify whether in case of delay in collection the interest thereof collected.
5. Verify whether the Register has been closed at the end of the year after arriving at the total amount pending realisation.
6. Check whether the above aspects are done in Part I Register and Part II Register.

52.11.5.19. Paddy/Rice Adjustment Register

1. Verify whether the opening balance shown the balance of Paddy and Rice for the previous years.
2. Check whether adjustment accounts have been passed and details of utilisation recorded in the Register with details such as receipt number, date and quantity involved.
3. Verify whether the closing balance for the year has been arrived.

52.11.5.20. Panavaka Receipt Eradavu

1. Verify whether all moneys received each day have been accounted separately under each head of account.
2. Check whether the total collection has been accounted in the date wise Eradam.

52.11.5.21. Panavaka Date wise Eradavu

1. Verify whether all the collections for the day under various items have been accounted under the corresponding heads in a single line for each day.
2. Check whether the process is continuing till the date of remittance to the Bank.
3. Cross verify with Panavaka Nalvazhi whether the amount thus remitted is the same.
4. Verify whether the chalan has been prepared as per the heads of accounts shown in the Ledger.
5. Verify whether the details of remittance has been recorded in the each item in the Ledger.

52.11.5.22. Paddy/Rice Receipt wise Eradavu

1. Ensure that separate receipt wise Eradavu has been maintained for Paddy and Rice separately.
2. Verify whether the total receipts for a day has been arrived in each head in a single line in red ink.

52.11.5.23. Paddy/Rice Date wise Eradavu

1. Ensure that separate date wise Eradavu has been maintained for Paddy and Rice separately.
2. Verify whether the total receipts for the day has been arrived in each head in a single line in red ink.

52.11.5.24. Rent Register

1. Verify whether the entire details of the tenant rent due for the day/month, due date, full address have been recorded in separate pages for each occupant.
2. Cross verify the details with the Rent file.
3. Verify the enhancement of rent, the criteria adopted for such revision and collection details are recorded in the register and cross check with Rent files.
4. Check whether interest for delay in remittance has been realized in each case

52.11.5.25. Land (Thanath) Register

1. Verify the details land including 'purampoku' have been recorded in the Register.
2. Check whether the Devaswom Manager/Revenue Inspector have verified the Register frequently.

52.11.5.26. Register of Valuables

1. Verify whether all the valuables in Gold, Silver, Bronze, Copper are recorded in the Register and under the custody of main official.
2. Verify whether separate registers have been maintained for Thiruvabharanam, utensils etc, which are put to daily use.
3. Verify whether the temple employees who transfer the charge and take over the charge have authenticated in the Mahazar when at the time of transfer.
4. Verify whether the main official of the temple have verified such transactions at the time of occurrence.
5. Verify whether separate registers have been maintained for recording details of valuables transferred to lockers.
6. Verify whether the duplicate copy of the register is available with the official in charge of lockers.

52.11.5.27. Charge Register of Valuables

1. Verify whether the employees/officers who transfer the charge and take over the charge have authenticated in the Mahazar when at the time of transfer/retirement.
2. Observe if any shortage is noticed.

52.11.5.28. Bulb Register

1. Verify whether the total number of plug points have been recorded in the Register.
2. Verify the transactions of bulbs and tubes with reference to the quotations/file on the subject.
3. Observe discrepancies if any.

52.11.5.29. Endowment Register

1. Verify whether the Endowment Register contains the full details of the deposit.
2. Verify whether the connected receipts have been issued and Vazhipadu performed.

52.11.5.30. Bhandaram Yadhasthu Register

1. Verify whether signatures have been obtained in respect of all employees and officials involved in the Bhandaram counting.
2. Verify whether the Nadavaravu receipts have been prepared for the money, valuables and other items received.

52.11.5.31. Variyola Yadhasthu

1. Verify whether the entire details of auction items have been included in the Register.
2. Verify whether receipts have been issued to the bidder.
3. Verify whether the amount collected accounted in the Cash Book and remitted in the Bank.

52.11.5.32. Liability Register

1. Check whether details of liabilities of each employee/official has been recorded in the Register.
2. Verify whether the details of recovery have been recorded with the receipt number and date of recovery/Acquittance roll.
3. Whether new registers have been incorporated the pending items also for each financial year.

52.11.5.33. Furniture Register

1. Verify whether the details of entire furniture/electrical equipments, etc., are recorded in the Register with the entire details including the value thereof of each item.
2. Verify whether the details of auction, etc., if any conducted recorded in the Register.
3. Verify whether the number of item plus auctioned has been deducted in the Register under authentication.

52.11.5.34. Pathivu Register

Verify whether the expenses related to temples including annual festival are incurred in the scales prescribed in the Register.

52.11.5.35. Acquittance Register

1. Verify whether the monthly salary of employees, other benefits related cheques after clearance have been entered in the register under each head and disbursed under proper Acquittance.
2. Check whether the details such as Bill Number, cheque number, date of encashment and other details recorded in the Register.
3. Verify whether separate Registers have been maintained for each financial year.

52.11.5.36. Bhandaram Register

1. Verify whether the place of installation of all Bhandarams recorded in the Register.
2. Verify whether the date of opening and the amount received have been recorded in the Register.
3. Verify whether the total Bhandaram collection in the Register tallies with the figures in Panavaka date wise Register at the close of each financial year.

52.11.5.37. Bronze Lamp Register

1. Verify whether the weight and other details of Bronze lamps transferred for sale from the Major Eradavu Register has been accounted in this Register after preparing Special Yadhasthu.
2. Verify whether the closing balance has been arrived at for each day after deducting the number of lamps (and also the weight).

52.11.5.38. Saree Register

1. The sarees received in the temple and ready for sale after preparing Special Yadhasthu and deducting from the Stock in Major Eradavu Register have been accounted in the Register with code number and assessed value.
2. Verify whether the sales have been conducted and the value credited to Devaswom Fund.
3. Verify the transaction and the closing balance after the deal and the demand draft and cheque Register.

52.11.5.39. Demand Draft/Cheque Register

1. Verify whether corresponding receipts have been issued for the Demand Draft issued.
2. Verify whether receipts have been issued for cheques after ensuring credit of the amount in the Bank.
3. Verify whether the register contains the full details of the devotee.
4. Verify whether the entire cheques/Demand Drafts have been forwarded to the Bank on the same day or day after.
5. Verify whether credit of the amounts involved have been reconciled with the bank very month and every year.

52.11.6. Guidelines for additional audit check

1. Verify the correctness of various collections through receipts (paattamichavaaram) accounted in the Pananalvazhi.
2. Check whether the receipts are tampered, properly prepared and the amount collected through the receipt is at the approved rates.
3. Examine and ensure all the receipts are accounted in the Panavakanalvazhi.
4. Check whether the receipts accounted in the panavakanalvazhi has been accounted in the Stock Registers of various heads with receipt numbers.
5. Verify the receipt of paddy and rice if any, accounted in the Ledgers for the purpose.
6. Check whether the receipts of Gold, Silver, Copper kinds from other Devaswoms or from the Devaswom Board or from Central Stock have been accounted in the Main Stock Register with receipt numbers.
7. Examine whether the various receipts are accounted in the Part-1, Part-2 sections of Palavaka Register and in the Registers under various heads.
8. Check whether the remittance of liability has been accounted in the Register under the concerned Head and ensure the receipt in the concerned Liability Head –Part1, Part 2, if the amount retained in the Palavaka Register is accounted as liability, the receipt is shown against the remaining demand accounted in the Registers of various Heads.
9. Verify whether the receipt of liability has been evaluated for not conducting auctions, missing of items in the Register of Ornaments and Utensils has been accounted in the Register of Liability.
10. Ensure whether the receipt books are utilised in order and accounted and acknowledged in the Stock Register of Receipt Books.
11. Trace the details of receipt of auction amount with the M.D. (Miscellaneous Register) Register maintained in the Assistant Commissioner Office and ensure the correctness.
12. Ensure whether the receipts/receipt books collected from the Assistant Commissioner Office, unused/cancelled in a financial year and carried over for the succeeding year has been recorded properly in the Stock Register of Receipts and authenticated by the competent authority. This procedure is applicable for all the receipts related to all heads except Paddy Expenditure Register.
13. Examine and ensure the correctness of the accounting in the Major Eradavu Register, Minor Eradavu Register, Nadavaravu Register, Nadavaravu Adjustment Register, Livestock Register, etc.
14. Check whether the total collection in a day in the Nadavaravu Register accounted including the collection of Paddy/Rice on the particular day.
15. Ensure whether the receipt number and date accounted in the Nadavaravu Register is similar in the Registers of various heads.
16. Ensure the correctness of the number of receipt books collected from the Office of the Assistant Commissioner and those accounted in the Nadavaravu Register in Devaswoms.

17. Examine the Major Eradavu Register and total the number and weight of the ornaments and trace the receipt/acknowledgment of the Board regarding the shortage if any, in a financial year. If any shortage observed, evaluate and the liability be fixed at the officer in charge.
18. Ensure the shortage only after examining the application from other Devaswoms, their Palavaka receipt for items and the entries regarding return in the Registers concerned etc. If the transactions of ornaments are based on 'yadhasth', the shortage not be approved.
19. Examine the remaining items in Pandam/Pathram in the Major Eradavu Register, the approval under rules/authentication of the Assistant Commissioner for muthalkootu in the Pandam/Pathram Registers and shortage if any be identified.
20. Ensure by examining whether in charge Mahazar, if any, in the financial year, the shortage in the number, weight of actual items handed over, the related file and ensure the matter reported and final orders issued. If not, these matters be included in the Audit Report and further action be recommended.
21. After examining the above shortage, ensure whether the balance in the annual statement and the previous year balance totalled are equal to that in the various heads.
22. Ensure whether the items accounted in Minor Eradavu Register have been auctioned with priority, the auction value is reasonable and the amount credited to Devaswom Fund.
23. Examine and ensure from the registers for auction whether the same has been prepared correctly and as per Rules for each auction.
24. Examine and fix the liability of non-auctioned items and the shortage in the value of auction and suggest action to be taken against the concerned Officer.
25. Ensure the correctness of paddy/rice accounted in the 'Nalvazhi'.
26. Examine and ensure the receipts are equal to that of expenditure of paddy/rice accounted.
27. Examine and ensure the expenditure for 'puravaka vazhipadu' is based on the accounts of the quantity of 'puravaka vazhipadu' and the copy of specific certificates from the Revenue Inspector available.
28. Check whether in case the above certificates are not made available and the expenditure accounted and the liability may be fixed against the concerned official.
29. Verify whether the daily receipt of paddy/rice have been accounted in the register for the purpose and if not evaluate the value of the quantity of paddy/rice and fix the liability.
30. Ensure whether totalling of all the amounts as per the receipts accounted in the 'Nadavaravu' Register, the amount of daily collection is correct and these amounts accounted in the 'Panavaka nalvazhi'.
31. Ensure whether the total in the daily collection of paddy/rice has been entered in the concerned 'nalvazhi'.
32. Ensure whether there is any shortage in the amount accounted in 'Nadavaravu' Register, totalling of amount and its accounting in the 'Panavaka nalvazhi' etc. If so, the shortage be fixed as liability of the concerned official.
33. Ensure whether all the items received through receipts with details of the weight and quantity in the respective columns of 'Nadavaravu adjustment' Register. Verify also whether the monthly totals struck is correct in the register.
34. Verify the Bill register, cheque register and stamp register during the check of bill receipts.
35. Ensure that all the details of all cheques drawn from the Bank as per the Cheque Register and Bill receipts have been properly recorded.
36. Verify also whether the details have been included in the Bill Register and expenditure incurred.
37. Verify, during check of 'Vazhipadu' receipts, 'Vazhipadu' Register and 'Yadasthu' simultaneously.
38. Check whether 'Vazhipadu' receipt collections is at the approved rate.
39. Verify whether all the money orders are recorded in the Money order Register and the money order receipts attached with the receipts issued.
40. Verify utsavam collection receipts, gurudhi, etc., similarly.
41. Verify the paddy/rice expense receipts with paddy/rice 'Nalvazhi' and paddy/rice adjustment Register simultaneously.

42. Verify whether the expenditure has been booked based the approved quantities.
43. Verify the 'Erdavu' of paddy/rice date wise and ensure that receipt, expenditure and closing balance are correct.
44. Ensure that the annual closing balance shown is arrived at in 'Nalvazhi'.
45. Verify the 'Vazhipadu' ticket Register to know whether more tickets were taken for use at a time or taken according as the used receipt leaves have been exhausted.
46. Verify the receipt of tickets with the ticket double lock register and ensure that accounting receipt and issue are correct.
47. Verify the 'Panavaka nalvazhi' and ensure that all the amounts received are accounted therein and the total remitted to the group Devaswom Fund by tracing with the Bank Pass Book.
48. Verify the Miscellaneous Register to identify whether any auction due to be conducted in the year has not been done causing financial loss.
49. In case loss is detected, fix the liability on the official responsible along with the stipulated interest.
50. Ensure the correctness of Bhandaram collections by checking Bhandaram Yadhasth Register.
51. Ensure that gold, silver, soiled notes, time barred coins, etc., have been included in the 'Nadavaravu' Register and accounted in the Major Eradavu Register or subsidiary registers as stipulated.
52. In case any omissions are detected, loss may be fixed against the official responsible.
53. Verify the Suit Register (Thanathu Register) with case files and ensure that the entire details have been recorded there in under the full signature of the main official.
54. Ensure the correctness of issue of receipts by cross checking the receipt in Receipt Stock Register and Ticket Double Lock Receipts with the Stock Registers maintained by the Assistant Commissioner offices.
55. Verify whether Coconut Register (Naalikeram Register) has been maintained and ensure that coconut plucking has been done at least 5 times in a year.
56. In case grave irregularities are noticed, the quantum of loss may be ascertained and liability fixed.
57. Verify the rent register with rent file and ensure that rent has been realised promptly.
58. In case of delay in remittance, verify whether interest has also been realised.
59. Verify whether the enhancement of rent has been made promptly and renewal of agreement done timely.
60. Verify whether any rooms are not given on rent as seen from the files.
61. Verify the charge Mahazars related to 'Pandam/Pathram' Register and ensure that no items got excluded in such mahazars.
62. Verify the Endowment Registers and ensure that the formalities have been observed for the prompt conduct of 'Vazhipadus'.
63. Verify the Register of trees and analyse the procedures resorted to with reference to the supporting records.
64. Verify the Acquittance Register and ensure that the moneys have been promptly disbursed under stamped receipts as per the Rules.
65. Verify the Liability Register and ensure that the details of all liabilities have been recorded therein.
66. Evaluate the progress of recovery of liabilities and observe upon the same.

52.12. Verification of Budget Estimates

1. Verify supporting documents for the Estimates related to Expenses and Receipts
2. Verify the basis of giving estimated Receipts and Payments
3. Verify each line-item of the Receipts and Payments against the supporting documents to check the basis of estimation
4. Identify instances where supporting documents for estimation are not available and report as an observation
5. Verify each Budget line-item with the expense incurred
6. Verify the basis for estimating Budget line-item with the supporting documents, and identify variations
7. Identify delays in submission of Budgets, if any
8. Document the reasons for such delays
9. See if the Budget is being submitted in the prescribed format, following the prescribed methodology/guideline
10. Verify whether the major and minor Heads of Expense are correctly classified in accordance with prescribed Guidelines

52.13. Annual Accounts Audit Procedures

On receipt of the Annual account from the Board authorities Audit of institutions being conducted may be stopped and verification process related to the accuracy of the Annual Accounts received, commenced since the final Audit Report for the year has to be issued within 4 months of receipt of Annual Accounts. The checks to be exercised are detailed here under.

52.13.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper / non-maintenance of essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time

52.13.2. Verification after receipt of annual accounts

A. Audit of Receipts (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Verify whether the total of each item of receipts shown in the annual accounts tally with the corresponding figures in the Ledger accounts. 2. Ensure that interest from all Bank accounts have been taken into consideration. 3. The date of receipt of annual contribution from the State Government to be checked to identify whether there has been delay in procurement and if so file verified to identify the officials whose inaction caused the delay, thereby causing loss by way of interest to the Board Funds. 4. Check with the D.C.B. of rent whether all dues have been recovered or proper and prompt steps taken for realization of arrears. 5. Ascertain whether the valuation of Assets have been done in full and total arrived, and the methodology adopted for appreciation/depreciation satisfies/match the market fluctuations.
B. Sale/disposal of investments and deposits
<p>Check the cases of disposal of investments/deposits and ensure the following aspects:</p> <ol style="list-style-type: none"> 1. Approval of CDB has been obtained 2. Sale proceeds have been credited to the bank account timely

<ol style="list-style-type: none"> 3. Appropriate entry to book the sale and resulting profit/loss has been passed in the books of account 4. Ensure that at the beginning of the year or the period as decided by the competent authority, a list is prepared for the investments/deposits maturing during the year and timely steps are taken for redemption and collection of proceeds 5. Check the details of investment/deposit sold and ensure that the investments have not been sold below the cost of acquisition. If so, ask for the reason and basis of the decision 6. In case of sale of securities/mutual funds, ensure that the reasonable analysis is carried out in terms of existing and expected future valuation of the investment to maximize the return
C. Income on Interest from investment of Fixed Deposits
<ol style="list-style-type: none"> 1. Total the interest received from the Fixed Deposit Registers and Bank Pass Books 2. Ensure that the figure arrival tallies with the Annual Account figures 3. In case differences noticed, observe on the same
D. Income from Rent of buildings, shops etc
<ol style="list-style-type: none"> 1. Verify the Rent registers with the receipts issued 2. Check the file relating to rent and the agreements contained therein 3. See whether the actual dues have been collected promptly 4. Check whether interest have been realized in the cases of related remittances 5. Verify from the file whether enhancement of rent have been effected with reference to the agreement 6. Check whether the amount collected has been accounted in the Cash Book 7. See whether the amount has been remitted as per the entries in the Bank Pass Book
E. Bank Reconciliation (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Ensure that all the procedures prescribed in the rules with regard to bank Reconciliation are followed 2. Examine that the bank reconciliation has been regularly carried out as per schedule for all the banks and there is no unreasonable time lag in reconciliation of bank accounts 3. Enquire whether the format for bank reconciliation has been standardized and provides all the relevant information about the reconciliation items 4. Check the following two aspects as appearing in the bank reconciliation statement, with subsequent realization or payments appearing in the bank pass book <ol style="list-style-type: none"> a) Cheques issued but not appeared as paid by Banker and b) Cheques/amounts deposited but not credited in the bank statement 5. Verify whether all debts and credits made by the bank have been duly identified and accounted for 6. Examine whether there is any undue delay in realization of cheques deposited in the Bank 7. Take explanations about the old outstanding items and ensure reasonable follow up has been done to nullify the same 8. Verify that Bank reconciliation statement has been prepared by the cashier or accountant who is supposed to prepare the cash book 9. Ascertain that there are no stale cheques appearing in the bank reconciliation Statements and have been timely transferred to 'stale cheque account' 10. Ensure that stale cheques are carried out only after taking approved from competent authority 11. Examine and ensure that stale cheques are transferred to miscellaneous income after expiry of three years from the date of transfer to the liability for stale cheques account 12. Ensure that the bank reconciliation for withdrawal and collection accounts are timely received from the units

52.13.3. *Audit of Expenditure*

52.13.3.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

52.13.4. *Audit Procedures – Expenditure*

A. Debt Head (staff advances)
<ol style="list-style-type: none"> 1. Verify the entries in the Debt Head Register maintained by the Devaswom Accounts Officer with reference to the Chalans of remittance of loans and advances (repayment of House Building Advance, Scooter loans, etc.) 2. Total the entries in the register and ensure the accuracy 3. If defective, observe on the same
B. Audit of Cash and Bank
<ol style="list-style-type: none"> 1. Ensure that bank balances have been duly reconciled with book balances 2. Ensure that old or unusual reconciling items between bank balances and book balances have been reviewed and necessary adjustments have been made if required 3. Check that the bank balances have been duly confirmed by the bank 4. Carry out physical verification of cash and reconcile with the book balance 5. Ensure that time deposits, if any have been adequately disclosed 6. Ascertain that all cash and bank balances have been shown in accordance with the rules
C. Closing Balance
<ol style="list-style-type: none"> 1. Add the closing balances of all Bank accounts and ensure that this figure is shown as the closing balance in the Annual Accounts 2. If variation noticed the same has to be observed upon and Annual Accounts pointed out to be defective 3. Ensure that all details regarding the reconciliation of the Office account balance and Bank balance are available in the reconciliation statements 4. Ensure that their correctness.

52.14. *Audit of Assets and Liabilities*

The audit checks prescribed for Travancore Devaswom Board in chapter number 53.25 to the extent applicable shall be adopted in order to facilitate proper checking of these items.

52.15. Procedures to be followed after audit process

Audit notes of each institution to be issued immediately after Audit. Two months' time shall be allowed to the Heads of offices to furnish replies to their notes. Based on satisfactory explanation, the objections can be considered for closing. The remaining objections have to be carried over to the Audit Report to be submitted before the Hon'ble High Court of Kerala. The 1st part of the report shall include detailed description about major malpractices. The II part includes objections on which action can be taken and dropped after taking effective follow up action by the Board offices. Part III contains the objection statements which mainly include data about the non- production of records to Audit and minor objections/disallowances. Follow up action and further examination can be done according as the requisite records are furnished to Audit.

52.15.1. Follow up action on the Audit Reports

The Hon'ble High Court on receipt of the Audit Report starts its examination. On receipt of replies from the Board authorities, even though only partly, the Hon'ble Court transfers it to the Hon'ble Ombudsman for Travancore and Cochin Devaswom Boards for detailed evaluation. Audit then has to submit Further Remarks on the replies furnished by the Board.

The Hon'ble Ombudsman hears the representatives of the Board and consults representative of the Audit Wing and submits his recommendations before the Hon'ble High court. The Hon'ble Court thereupon takes decisions on merit and thus the Audit Reports get closed para by para.

Appendix D. - Glossary (Cochin Devaswom Board)

Anamath Register	The Register shows the opening cash balance, daily cash receipts, cash expenses and the balance cash in hand.
Annuity	When lands belonging to the Devaswoms are surrendered the Government Annuity will be sanctioned to the Devaswoms, after assessing the annual pattam due to the land, etc.
Auction Diary	It is prepared at the time of auctions conducted. This shows the highest bidders and the amounts of auction collected and remitted, etc.
Covenant	The agreement entered into by the Government of India and rulers of Travancore and Cochin on 01.07.1949 is called Covenant. This details the administrative procedures in Travancore and Cochin Devaswom Boards. Copy of covenant is produced as Appendix B.
Bhandaram Yadasth	Kanika is hundi collections and the details of opening, closing and sealing of each hundi is recorded in the Bhandaram Yadasth. A Mahazar Book in a bound volume with pages machine numbered is maintained in every Sub Group whenever a Vanchi is opened. This should be prepared by the Senior Official of the Board detailing the collections received as Nadavaravu. The places where Bhandarams are installed in and around the temples are recorded in this Register.
Muthalkoottu	The receipts and expenditure on account of Vazhipadus will be kept out of the Devaswom Fund Account except that the Devaswom Fund's share (Muthalkoottu) will be credited to the revenue
Dittam	This is the Register detailing the scale of expenditure, the number of existing posts etc in respect of each Devaswom. The Pathivu Register details the quantity of items for each 'Pooja' and other rituals in the Devaswom such as 'Nithyanithanam', 'Masavishesham', 'Attavishesham', Utsavam (Annual Festival), etc. which includes expenses for 'Akathepadithram' and 'Purathepadithram'. The nomenclature reveals the nature of the above rituals.
Face value tickets	Petty temples-direct appropriation as in TDB. Net amount after deducting supplier cost, anubhavam, etc., is accounted in the Cash Book and remitted to the Bank Minor and Major temples-Sub Group offices are given advances based on Executive orders to meet supplier cost. Entire amount received is remitted to bank. The expenditure on supplier cost is recouped at the end of the month with Advance given to the Sub Group office.
Supplier cost of Major and Minor temples	Based on the orders of the Executive Officer, advance supplier cost is given to the Sub Group Officer. The amount collected is remitted in full to the Bank. Reconciliation of the actual supplier cost and advance supplier cost at the end of the month.

53. Audit of Travancore Devaswom Board and its temples

53.1. Background

Travancore Devaswom Board (TDB) came into existence through the Travancore Cochin Hindu Religious Institutions' Act, 1950 (Act XV of 1950, "TCHRI Act"). Part I of the TDB Act deals with the Travancore Devaswom Board. An agreement was entered into by the Government of India and rulers of Travancore and Cochin on 1st July 1949 regarding the administration. This is termed as covenant (copy of the covenant attached Appendix-E). With the enactment of the TDB Act, the administration of the incorporated and unincorporated Devaswoms and Hindu religious endowments and their properties and funds including Surplus Fund which were under the management of the Ruler of Travancore till then were vested with the TDB. TDB runs several temples including the famed Sabarimala Temple and aided and self-financing schools and colleges which administratively are under the direct control of the Secretary to the TDB. Though TDB is a not a Schedule Institution under Section 3 and Section 4 of the Local Fund Act. Audit is conducted by the Director, KSAD in accordance with the directions issued by the Hon'ble High Court of Kerala from time to time.

53.2. Constitution and Administrative Management

The Board referred to in Section 3 of the TCHRI Act comprises of three Hindu members, the President and one member shall be nominated by the Hindus from the Council of Ministers and another one elected by the Hindus from the members of the Legislative Assembly of the State of Kerala. One member shall be from among Scheduled Caste/Tribe. The Board shall by its name sue and be sued and the Secretary to the Board shall represent the Board in such suits.

The Secretary shall be the Convener of the meetings of the Board and shall keep the minutes of the proceedings of each meeting in a book duly signed by the President and members present. The Secretary has to circulate Board notes to respective functionaries to facilitate action and decision making.

The Devaswom Commissioner is the Chief Executive of the Board and implements Board decisions. He is assisted by 4 District Devaswom Commissioners, 20 Group Assistant Commissioners and an Executive Officer, Sabarimala. There are separate officers in the cadre of Deputy Devaswom Commissioners for Administration, Inspection, Pension and Service Grievances Redressal Cell in the Devaswom Commissioner Office. The Commissioner is also assisted by a Finance and Accounts Officer who is also the financial advisor of the Board. The F & AO is also the Head of the Department of the Accounts Wing which is managed by the Devaswom Accounts Officer. The Devaswom Accounts Officer is assisted by three Assistant Accounts Officers at Trivandrum, Ambalapuzha and Vaikom. The Assistant Accounts Officers also certify the service benefits of temple employees. The Finance and Account Officer is also the internal auditor with sub offices at Kottarakara, Thiruvalla and Alwaye headed by Assistant Audit Officers.

Four Deputy Devaswom Commissioners are posted at the Devaswom Districts of Trivandrum, Ambalapuzha, Pathanamthitta and Vaikom who manage the elephant programmes and conduct 'Kanikka' at temples where Administrative Officers are in charge. These Deputy Devaswom Commissioners do not have administrative control over Group Assistant Commissioners.

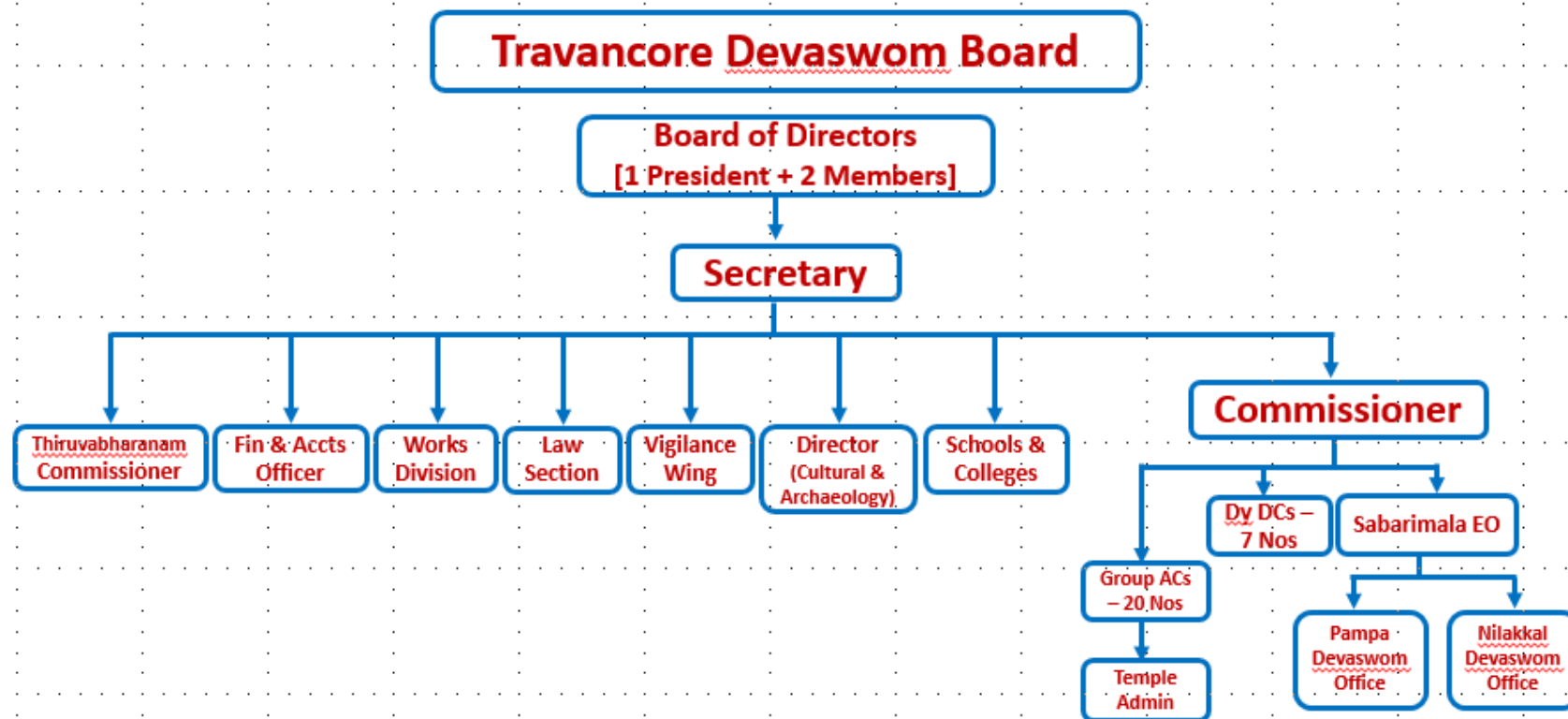
The management of 'Thiruvabharanam' is performed by the Thiruvabharanam Commissioner stationed at Aranmula.

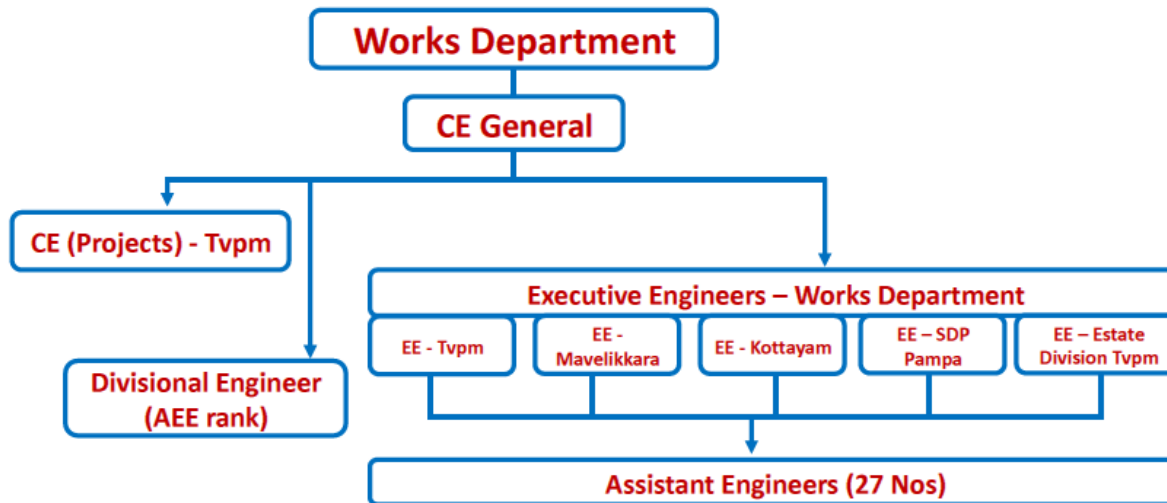
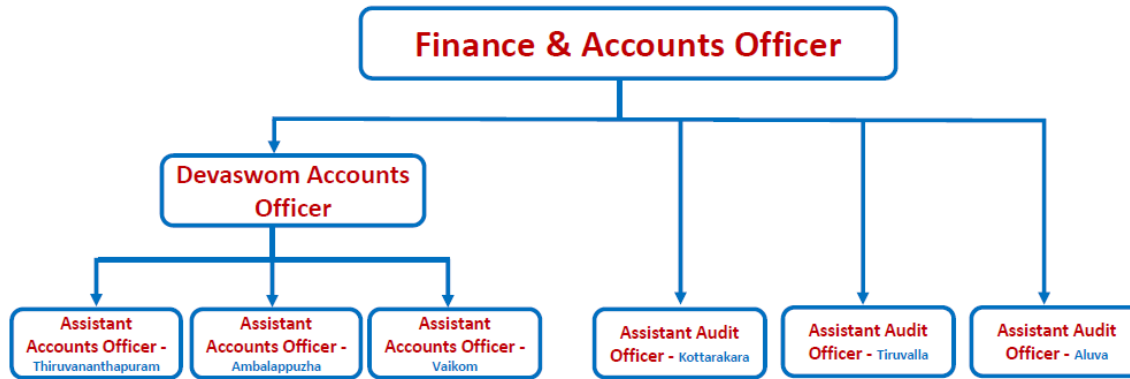
The temples are broadly classified as Schedule Devaswoms and P.D Devaswoms. The ScheduleDevaswoms has been incorporated in this Act. The Devaswoms that were subsequently taken over by this Board are termed Personal Deposit Devaswoms. The income from Schedule Devaswoms form a part of Devaswom fund. The accounts of P.D Devaswoms are prepared separately and the amounts received in these temples are retained for the expenses of that Devaswom only. Recoverable loans are granted from Devaswom Fund to some P.D Devaswoms to meet inevitable payments.

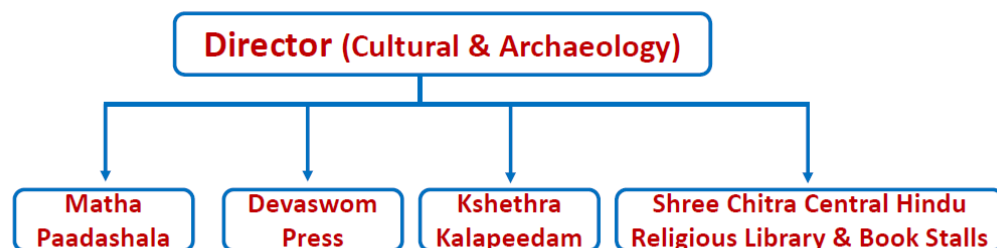
The Cultural and Archaeological Wing is headed by its Director who manages the Devaswom Board Press also. The Kshethra Kala Peedoms, Mathapadasalas, Library, Book stalls, etc., are also under his control.

Public Works Wing is headed by the Chief Engineer (General), assisted by a Chief Engineer (Projects). Five Maramath Divisions managed by Executive Engineers exist at Trivandrum, Mavelikara, Pathanamthitta (SDP), Kottayam and Estate Division, Trivandrum. They are assisted by Assistant Engineer Offices at each Group and also at Sabarimala.

53.3. Organisation structure of TDB:







53.4. Manner of Auditing

Audit is conducted in a two tier system- Head Quarters Audit and Local Audit. Payments made by Devaswom Accounts Officer (PAD Voucher), Work Bills relating to Thiruvananthapuram Maramath Division and Estate Division, Press, Publications and Special Funds are Audited in Head Quarter. Local Audit is conducted at Sub Group Offices, Group Offices, Other Maramath Division, Educational Institutions and Thiruvabharanam Commissioner Office. Audit notes are issued for each of these institutions/ funds and two months' time is allotted for furnishing replies to Audit objections. In case where satisfactory replies are obtained the objections are dropped. The objections/ observations remaining are consolidated based on the seriousness of the objections/ observations and are filed along with the observations on the annual Accounts, before the Hon. High Court of Kerala in the form of annual audit report. The Hon. High Court after detailed examination of the observations and Audit replies of the Board and Further Remarks of Audit, take decisions and pronounce judgements in the matter. After completing the concurrent Audit of Sabarimala Festivals a special Audit report is filed before the Hon. High Court. In addition to this, the office conducts special Audit as per the direction of Hon. High Court and special Audit reports submitted.

53.5. Accounting Policies and Records

The Board switched over from Single Entry to Double Entry system of accounting from 2010-2011 onwards as per the orders of the Hon'ble High Court of Kerala. The basic unit of accounting are the Assistant Devaswom Commissioner offices spread all over erstwhile Travancore. The temples continue the conventional system of accounting and this is converted to Double Entry system in Assistant Devaswom Commissioner Offices where bank accounts are maintained. Accounts are maintained in Board Office, Devaswom Commissioner Office, Cultural Directorate, Maramath Division Offices, Self -Financing schools & Colleges, etc., where Bank accounts are operational.

53.5.1. Accounting Policies

- a) Double Entry System of accounting on cash basis as per the orders of the Kerala High Court. All revenues and expenditures are recorded on receipt/payment of actual cash.
- b) Temples under the TDB follow single entry; these are converted to double entry system in TDB at the time of consolidation.
- c) There are about 150 bank accounts maintained by TDB and Temples together as of now.
- d) Reconciliation of closing balances of accounts is done by TDB accounts before the preparation of Annual Accounts by a Chartered Accountant.
- e) The Receipts and Payments Accounts are manually prepared by Assistant Devaswom Commissioner Offices (20 in all) and other offices where Bank Accounts are maintained. For each bank account, there is a corresponding Receipt and Payments Account; the Receipts and Payments accounts are verified by the TDB before the same are handed over to the Chartered Accountants for consolidation on double entry basis.
- f) The consolidated Receipts & Payments Account, Income and Expenditure Account and Balance Sheet are prepared by the Chartered Accountant.

53.5.2. Accounting Records at TDB and Temples

TDB (including all offices except Temples)	Temples	Additional Accounting Records for Sabarimala
<ol style="list-style-type: none"> 1. Cash Book 2. Ledger 3. Journal 4. The above books are maintained for each Bank Account 	<ol style="list-style-type: none"> 1. Cash/Cheque Receipt Book – (DFF 1) 2. Receipt Cash Book (DFF 9) 3. Expenditure Cash Book DFF 20 4. Anamath Register (DFF 21) 5. Vazhipadu Register (DFF 7) 6. Auction Register (DFF 5) 7. Vazhipadu Receipts (DFF 6) 8. Marriage Receipt Register (DFF 6 Special) 9. Nadavaruvu Register (DFF 2) 10. Naravaruvu Receipts Book (DFF 3) 11. Thiruvabharanam Gold & Silver Register (DFF 4 A) 12. Thiruvabharanam Brass & Steel Register (DFF 4 B) 13. Thiruvabharanam Pattu Register (DFF 4 C) 14. Thiruvabharanam Miscellaneous Register (DFF 4 D) 15. Annadanam Register (DFF 8) 16. DCB Register for lease (DFF 10) 17. Ledger for Nithya Pooja (DFF 11) 18. Register for Paddy (DFF 12) 	<ol style="list-style-type: none"> 1. Appam Preparation Register 2. Aravana Preparation Register 3. Appam Distribution and Sales Register 4. Aravana Distribution and Sales Register 5. Accommodation Registers 6. Log Book of Boilers, Generators and Tractors 7. Daily collection at Book Stall 8. Bhandaram Mahazar 9. Kanikka Register 10. Malikappuram Mahazar 11. Panchamritham Preparation and Issue Register 12. Aadiya shishtem ghee Mahazar and sale Register 13. Vibhoothi and Manjal Kumkkumam Mahazar and Sale Register 14. Kuthaka Register 15. Store Ledger for tickets 16. Annadhanam Chalan countersigning Register 17. Money Order Registers

TDB (including all offices except Temples)	Temples	Additional Accounting Records for Sabarimala
	19. Nithya Annadanam Expenses (DFF 13) 20. Expenditure Register Weekly Festivals (DFF 14, 15, 16 and 17) 21. Expenditure Register for Annual Festivals (DFF 18) 22. Consolidated Register of Expenditure (DFF 19) 23. Stores Adjustment Bills (DFF 19 A – for transfer of items between temples) 24. Vouchers for Cash Payments (DFF 19 B) 25. TA for Tantri (DFF 19 C) 26. Pay bill of Temple Employees (DFF 19 D) 27. Reimbursement Bills (DFF 20A) 28. Bill Copy Register 29. Acquittance Roll 30. Pathivu Register (Standards Expenditure Register)	18. Padipooja and Udhayasthamana pooja Register 19. Lost and found property Register 20. Premises Register 21. Devaswom Mess Register 22. Sahasra kalasam, Kalabhabhishekam, Leksharchana Vazhipadu Register 23. Vella, sarkarapayasam Mahazar 24. Sabarimala Master plan Receipts 25. Main store Ledger 26. Cash Book 27. Bank Pass Book(s) 28. Ledger 29. Copies of the sanction orders for expenditure issued by the respective controlling offices 30. Sanction files for expenditure and assets are maintained at Sabarimala cell of TDB 31. Log book of fuel used in various sections (maintained by Asst. Engineer- Electrical) 32. Stock Register of fuel (maintained by AE- Electrical) 33. Indents issued from the petrol pump regarding the supply of fuel 34. Stock Register and log book of chemicals used in sewage treatment plant and Bhaskmakulam (maintained by Asst. Engineer- Environment)

53.6. Sources of Income & Expenditure for TDB and temples

53.6.1. Income of TDB

1. Annual contribution from the Government of Kerala
2. Sale of movable properties belonging to the Temples under TDB
3. Voluntary contributions of devotees
4. Interest received from investments of special funds
5. Rent of buildings, elephants, etc.
6. Miscellaneous income
7. UGC aid received / maintenance Grant
8. Endowment fund
9. Annuity

53.6.2. Income of Temples

1. Donations (including Annadanam)
2. Nadavaravu
3. Vazhipadu
4. Valuables/Ornaments/Gold, silver, brass, bronze, etc.
5. Marriage Receipts
6. Tulabharam
7. Archana Ticket Sales
8. Sale of prasadam
9. Receipt from auction of coconuts, dress, etc.
10. Auction revenue of stalls
11. Miscellaneous income
12. Kanikka income

53.6.3. Income of Sabarimala

1. Donations
2. Nadavaravu
3. Vazhipadu
4. Valuables/Ornaments/Gold, silver, brass, bronze, etc.
5. Tulabharam
6. Archana Ticket Sales
7. Sale of Aravana
8. Sale of Appam
9. Sale of Adiyashishtam ghee, panchamritham, etc.
10. Sale of Mothakam, Aval, etc.
11. Receipt from auction of coconuts, dress, etc.
12. Auction revenue of stalls from Pampa to Sabarimala, etc.
13. Annadanam donations
14. Miscellaneous income
15. Income from Petrol pump

53.6.4. Income of Educational Institutions

1. Tuition Fees
2. Bus Fees
3. Development Fee
4. Fine for Belated Fee Remittance
5. Registration fee

6. Miscellaneous income

53.6.5. *Expenditure for TDB*

1. Employees' Expenses (including Salary and allowances)
2. Administration Expenses
3. Educational Institution Expenses
4. Kalyanamandapam
5. Maramath Expenses
6. Miscellaneous expenses
7. Payment to Fuels suppliers
8. Repairs & Maintenance of Vehicles
9. University Inspection Fee
10. Travel Allowance

53.6.6. *Expenditure for Temples*

1. Temple Expenses (including utsavam, other rituals – monthly viseshams, etc.)
2. Employees' Expenses (including Salary and allowances)
3. Administration Expenses
4. Kalyanamandapam
5. Miscellaneous expenses

53.6.7. *Expenditure for Sabarimala*

1. Temple Expenses (including utsavam, other rituals – monthly viseshams, etc.)
2. Employees' Expenses (including Salary and allowances)
3. Administration Expenses
4. Maintenance of rest house, guest house, retiring rooms, etc. (accommodation)
5. Maramath Expenses
6. Repairs & Maintenance of Vehicles
7. Miscellaneous expenses
8. Sundry Creditors (dues to petroleum companies)

53.6.8. *Expenditure for Educational Institutions*

1. Employees' Expenses (including Salary and allowances)
2. Administration Expenses
3. Contingent Expenses
4. Repairs & Maintenance of Vehicles
5. University Inspection Fee
6. Miscellaneous expenses

53.7. *Audit Procedures – Board Office*

The fulcrum of all activities is the Board office and the policy decisions are made here. This audit is performed as per the orders of the Hon'ble High Court of Kerala and does not come under purview of KLF Act, 1994. Accordingly, the following Audit Programme/Procedures are recommended.

53.7.1. *Audit of Minutes Books and other records*

The Secretary, TDB Board is responsible for maintenance of the Minutes Books and other statutory records which need to be examined by the auditors as part of the audit of TDB.

53.7.1.1. Risks and Implications

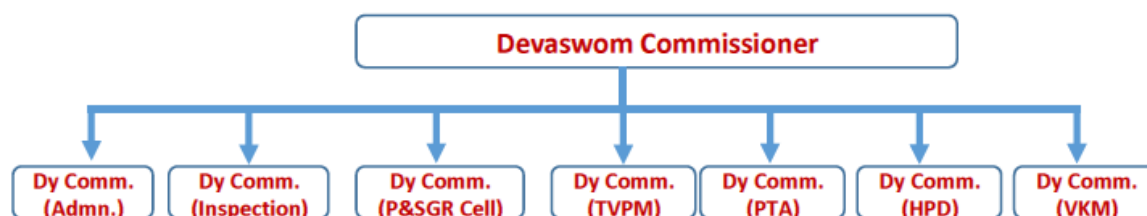
Risks	Implications
<ul style="list-style-type: none"> Deviation from the Act and Rules Improper / non-maintenance of essential basic records Non-production of records to Audit 	<ul style="list-style-type: none"> Loss of revenue Non-detection of recurring loss

53.7.1.2. Audit Procedures- Verification of Minutes and Other Records

A. Audit Steps/Procedures	
1	Verify the Minutes Book and ensure that Minutes are properly authenticated.
2	Sanction audit of Board Resolutions and Proceedings with reference to the rules and regulations in force.
3	Verify whether TDB communication are sent promptly for timely implementation of the decisions of the Board.
4	The accounting of the School Fund and College Fund maintained to be examined with reference to Cash Book, Bank Pass Book, Ledger, Journal, reconciliation statement etc.
5	Perusal of the files in the Sabarimala Cell related to the entire activities at Sabarimala.
6	Scrutiny of the files at the Maramath wing regarding the accord of administrative sanction by the Board for public works in relation to the sanctioned budget estimates for the year.
7	The establishment claims of the staff attached to the Board office including the office of the Chief Vigilance and Security Officer as also the TA Bills, Stationery purchase, log books, etc.

53.8. Devaswom Commissioner Office

Devaswom Commissioner is the Chief Executive of the Board. Organisation structure of the Commissionerate:



- Evaluating the work diary of Deputy Devaswom Commissioner (Inspection).
- Submitting quarterly report on Board Resolution to the State Government.
- Constitution of Temple Advisory Committees.
- Management of Surplus Fund and Kakkur Fund.
- Sanctioning Pension benefits of Devaswom/ temple employees and regular employees' up to the cadre of Assistant Devaswom Commissioners and recommending similar claims of higher officials.
- Sanctioning establishment claims of staff in the Office.
- Maintenance of Annadhaana Fund.

53.8.2. Risks

- Deviation from the prevailing Rules and Procedures.
- Improper / non-maintenance of essential basic records.
- Non-production of records to Audit.

53.8.3. Audit Checks

1. Verify the punctuality in the implementation of Board orders to be checked by perusing the files.
2. Verify the rationale adopted for the constitution of Temple Advisory Committees, extension of their period of performance etc. to be evaluated.
3. Verify the periodicity and contents of the Quarterly Report to the State Government regarding the propriety of the Board Resolutions.
4. Verify the promptness of furnishing the correct data to the Standing Counsels for preparing affidavits to be filed in various courts of law.
5. Verify the utility and accounting of the Surplus Fund and Kakkur Fund maintained to be examined with reference to Cash Book, Bank Pass Book, Ledger, Journal, reconciliation statement etc.
6. Verify the preparation and publication of Administration Report of the Board each year.
7. The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of the log books.

53.8.4. Audit checks related to Annadhana Fund

Sabarimala Sree Dharma Sastha Annadhana Trust was constituted on 25.09.2009. In the trust TDB was represented by its Secretary, Devaswom Commissioner, Devaswom Accounts Officer and Executive Officer, Sabarimala as trustees. The main objective of this fund is to provide free food to pilgrims visiting Sabarimala without any distinction of caste, creed and religion. The Trustees shall have the power to accept donation, contribution or any other form of assistance from the public or from any institution for this purpose. The following documents are to be verified in the audit of this fund.

1. Annual financial statements: (includes Receipts and Payments Accounts, Income and Expenditure Accounts and Balance Sheet).
2. Cash Book
3. Vouchers of all expenses
4. Stock register of all items procured/ received (either purchased or donated)
5. Stock register of all receipt books put in use
6. Fixed deposit register with fixed deposit receipts
7. All receipts and payments with bank statements

It should be ensured that this fund is not diverted or utilised otherwise

Audit procedures are incorporated in Chapter 49.

53.8.5. Audit Observations/Inferences

1. Punctuality in implementation of Board Orders.
2. Neglecting / deviation from the guidelines in respect of Temple Advisory Committees.
3. Omissions/Incorrect evaluation, etc., as noticed in the contents of the quarterly reports to the Government and Administrative Reports.
4. Delay in furnishing data.
5. Errors in Surplus Fund, Kakkur Fund accounts.
6. Errors related to the log book.

53.9. Deputy Devaswom Commissioner (Administration)

53.9.1. Duties

The Official assists the Devaswom Commissioner in the affairs of the office. In the absence of the DC from the headquarters the routine duties of the Office are performed by this official. . Hence checks relating to recurring, establishments and contingent charges have to be performed.

53.9.2. *Audit Risk*

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records and documents related to inspection.
3. Non-production of records to Audit.

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.10. *Deputy Devaswom Commissioner (Inspection)*

53.10.1. *Duties*

1. Inspection of all offices and temples under the Board and to detect irregularities, malpractices, corruption, mal-administration, misappropriation of money, negligence of duty, falsification of accounts, committing fraud etc.
2. Conduct enquiries based on the directions from the Board and the Devaswom Commissioner and submit reports thereof.
3. Keep a work diary to show the work done by him and submit the same to the Devaswom Commissioner for evaluation at least once in a month.

53.10.2. *Audit risks*

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records and documents related to inspection.
3. Non-production of records to Audit.

53.10.3. *Audit Checks*

1. Perusal of inspection reports to assess the periodicity of such checks.
2. Perusal of enquiry reports to assess the promptness and impartiality in approach.
3. Verification of log book and T. A. Bills (Please refer Board Office section of this Manual)

53.10.4. *Audit Observations/Inferences*

1. Delay in conduct of inspections and submitting reports.
2. Varying approach in the enquiry reports on similar malpractices.
3. Discrepancies in travels and T.A. claims.

53.11. *Deputy Devaswom Commissioner (Pension and Service Grievance Redressal Cell)*

53.11.1. *Duties*

1. Recommending pensionary benefits of Board employees for sanction to the Devaswom Commissioner and the Board, after getting approval of pay fixation and pensionary benefits from KSAD.
2. Forwarding Service Books and Pension Books to State Audit Department for pre-verification and rectifying the defects brought to notice by Audit.
3. Addressing the aspect of redressal of service problems of Board employees.

53.11.2. *Audit Risks*

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records.
3. Non-production of records to Audit.

53.11.3. *Audit Checks*

1. Verify the time taken for disposal of Pension claim of establishment employees with reference to the file and Personal Register.
2. Check from the files the correctness of rectification of defects done by the office.
3. Verify the time taken for disposal of Pension claim of temple employees with reference to the file and Personal Register.
4. Test check the correctness of the pensionary claims of temple employees sanctioned since the same is not pre-checked by the State Audit Department

53.11.4. *Audit Observations/Inferences*

1. Delay in submitting proposals for sanctioning pensionary benefits of the employees and officials.
2. Inaction, any delay /non- addressing of the service grievances of Board employees and officials.

53.12. *Finance & Accounts Office - Accounts & Internal Audit Department*

53.12.1. *Duties*

As the Head of the Department, it is the primary duty to evaluate and control all the activities of the Devaswom Accounts Office. As the Internal Auditor of the Board, he has to issue Audit Reports of all the offices under the Board.

1. Offer advice on financial matters when called for by the Board.
2. The allocation of funds as approved by the Board and also for watching the expenditure and classification and compilation of Accounts.
3. Watching and monitoring of all kinds of receipts.
4. Conduct of internal Audit of accounts of all District Offices, Group Offices and Sub Group Offices. He should also arrange for Internal Audit of all departments/offices under the Travancore Devaswom Board. (From 1996 onwards, the Hon'ble High Court of Kerala had ordered concurrent Audit of Sabarimala Devaswom for the Mandalam, Makaravilaku and Medavishu, Painkuni Ulsavam festivals each year by the Kerala State Audit Department. Internal Audit of Sabarimala Devaswom is not being done by the Finance & Accounts Office from then on).
5. Conduct of internal audit of work files and the accounts pertaining to Maramath works under the Chief Engineer and Devaswom Commissionerate.
6. The controlling officer for all the staff working in the Accounts Department will function as Head of the Department of Accounts under the Board.
7. Evaluate, supervise and control all activities of Devaswom Accounts Office and its subordinate offices.
8. Will take prompt measures for obtaining the various amounts due to the Board from different sources including grants, annuity, compensation, etc., from Government. For this purpose, periodical review of the advance/liability accounts shall be conducted.

9. Will supervise the functions of Devaswom Accounts officer regarding the issue of authorization for pay and allowances, disbursement of bills, payments of pension, disbursement of P.F. Advances, maintenance of P.F. accounts etc.
10. Authorized to conduct surprise checks of all District, Group and Sub-Group Offices and various units functioning under the control of the Board.

53.12.2. *Audit Risks*

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records.
3. Non-production of records to Audit.

53.12.3. *Audit Checks*

1. Check whether Audit programmes are chalked out judiciously and scientifically and equitability ensured. Since the existing Rules necessitate realization of recovery of excess payments and amounts short credited along with penal interest of 18% per annum from the date of occurrence of malpractice to the date of recovery of the amount, it has to be examined whether there has been lapses in this regard.
2. Examine whether a uniform approach has been adopted for the rates of vazhipadu items as also the observation thereon in the audit reports.
3. Check whether the available man power including the sub offices at Kottarakara, Thiruvalla and Alwaye are utilized to the optimum for timely issue of Audit Reports.
4. Test checking the audit notes to know whether Audit is being conducted following the rules and regulations in force and whether there are deviations.
5. See whether the supervision of the sub offices including Devaswom Accounts Office is performed periodically and necessary directions issued to make them qualitatively functional to derive better results.
6. Verify the approved tour programmes and quality of Audit/Audit Reports/Review of Audit, etc.

The audit checks prescribed in Chapter 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.12.4. *Audit Observations/Inferences*

1. Partiality and delay in Audit programming and issue of Audit Reports even after completion of Audit.
2. Lack of effective supervision of the activities of Devaswom Accounts Office and related subordinate offices.
3. Lack of uniformity in approach in the conduct of Audit by various Audit sub offices.

53.13. *Devaswom Accounts Office*

This is also known as Pre Audit Department. The bills after payment in the office are termed as PAD Vouchers. This office maintains the DPF (Devaswom Provident Fund), TEPF (Temple Employees' Provident Fund) and all loans and advances. A major portion of the Board expenses are met from this office. The Devaswom Accounts Officer is responsible for the proper maintenance and compilation of the Accounts of all funds under the control of the Board.

53.13.1. Duties

1. The timely preparation of the consolidated detailed budget of the Travancore Devaswom Board.
2. Watching and monitoring of all kinds of receipts and expenditure. Annual and quarterly consolidated statements of receipts and expenditure shall be submitted before the Board and the Audit regularly, within the specified time.
3. To scrutinize and see that all expenditure incurred is regular and authorized and that amounts spent without proper sanction are disallowed and recovered after pre-audit.
4. To bring to the notice of the Board serious cases of misappropriation, irregular or wasteful expenditure and negligence in the maintenance of accounts.

53.13.2. Audit Risks

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records.
3. Non-production of records to Audit.

53.13.3. Audit Checks - Income from Annual Contribution

1. Verify the TCHRI Act and subsequent for the amount of contribution sanctioned by the Government.
2. Peruse the Government Budget for allocation of funds to TDB.
3. Verify the letter sent by TDB to the Government for release of funds
4. Verify the sanction orders issued and sent by the Government to TDB.
5. Verify the Bank Pass Book for the actual receipt with the respective entries in the Cash Book and Ledger.
6. Verify the file relating to the subject.
7. Ensure that the Devaswom Accounts Officer had requested the Government for release of the Government contribution immediately at the commencement of the financial year.
8. Check whether the District Treasury had been addressed promptly by the Devaswom Accounts officer for transfer credit of Government contribution to the Board Funds. If delayed, reason therefor may be evaluated.
9. In case of inordinate delay, observe thus pointing out the loss by way of the interest and fix the liability
10. Local verification of the Vouchers, Cash Book, Ledger, Bank Scroll/Pass Book etc.
11. Verification of Loans and advances and the related cash books, chalans, bank scrolls, ledgers and credit slips.
12. Checking of pension fund of both establishment and temple establishment along with the cash book, ledger and related records.
13. Checking the details of disbursement and repayment of loans and advances, proper accounting, transfer credit, etc.
14. Steps taken for prompt receipt of annual Govt. contribution.
15. Checking the correctness of the salary slips issued, leave account of officers in the gazetted cadre.
16. Verify the procedures followed for pre check of bills and vesting of responsibilities on the official hierarchy.
17. Verify whether mustering/Life Certificate obtained annually from the Pensioners/Family Pensioners
18. The punctuality of submitting annual accounts to the Board and to Audit and its correctness.

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.13.4. Audit Procedures

A. General Checks
<ol style="list-style-type: none"> 1. Check what type of investments that the entity can make from its funds; Review the procedures to be followed for investments. 2. Check that the general investment transactions of purchase and sale comply with the applicable rules and regulations. 3. Check if Investments registers (by type of investment) are maintained and updated for tracking the purchase and sale of investments. 4. Verify the investment registers are reviewed at least weekly by the designated officials and that investment register entries are attested by such person reviewing the register. 5. Check and ensure a list of investments maturing in a year/quarter/month is drawn up and timely action is taken for their renewal or disposal. 6. Verify the ownership of investments; check that all investments are bought and sold in the name of the Auditee Entity and not its officials. 7. Verify that the investment registers and investments are in the safe custody of the competent authority and in a safe with dual control on operations. 8. Check if there are investments (movable and immovable) where title was not transferred to the Auditee Entity; identify all such cases and seek explanations for audit report. 9. Check there are proper procedures to track the investment income like interest and dividends. 10. Examine the carrying cost of investments in the financial statements; trace the total shown in the balance sheet to the Investment Registers and respective General Ledger accounts; check that the values at which they are shown in the financial statements are at cost or market price whichever is less. 11. Ensure that bankers/third party confirmation is available on record for investments; check the balances as confirmed with the GL accounts and note discrepancies if any; seek and verify a reconciliation for differences. 12. Check and ensure that periodic reconciliation are carried out between the book balances and the Demat Statements/Third Party Confirmations to ensure there are no differences. 13. In case of loss/theft, ensure an FIR is lodged; verify the copy of FIR; verify that the Auditee Entity has written to the bank/investee entity notifying the loss and issue of duplicate instrument.
B. Verification of Expenditure Registers and General Ledger Accounts
<ol style="list-style-type: none"> 1. Verify if the registers are maintained in the prescribed form; 2. Verify if all the columns are filled with appropriate and relevant expenditure data 3. Verify if the vouchers entered therein are in chronological order and no bill for contingent expenditure is left un entered in this register 4. Verify if the pages in the registers are correctly numbered and total page counting is recorded on the first page. 5. Ensure there are no overwriting and all erroneous entries are properly marked and correct entries are inserted which are properly attested. 6. Verify if the registers are verified/reviewed by competent authority at regular intervals and such review is shown by way a signature/initial on the page reviewed. 7. Check if the budget amounts, utilisations amounts are properly mentioned in the relevant columns and that utilization did not exceed budgets. 8. Verify the voucher details like the amount, particulars, head, etc., are properly entered in the registers and the entries are initialed by a competent authority. 9. Pick samples from each expenditure head and scrutinize the expenditure for its regularity, propriety and proper classification.

10. Verify if there are any unusual entries in the Registers/Ledger accounts and seek explanations.
11. Review the recurring expenses ledger accounts (like rent and electricity) and verify these are complete and correctly classified.
12. Verify that the totals as per expense registers match with the respective GL accounts; reconcile all differences and ensure corrections are made in the books.
C. Vouching and other Verification of Expenses
1. Verify if the voucher, bills and chalans (as applicable) are in prescribed format and all relevant supporting documents are attached to the voucher.
2. Verify whether the amount paid as per voucher is the same as per receipt signed by the recipient.
3. Examine the supporting documents like bills, invoices, work/service orders, contracts, etc., supporting the payments shown on vouchers. Check the taxes and duties accounted, if any.
4. If there are any deductions from bills, verify the same are correct and accounted correctly.
5. Verify to ensure that the amount as per voucher is properly authorized and approved by the competent authority and is as per the sanction given.
6. Verify whether the expenditure incurred is covered under the delegated powers of authority who has sanctioned such charges
7. Verify the respective entries in Cashbook/Bank Pass Book and the respective entries in the Expense Registers/Appropriation Control Registers and the GL accounts to ensure the amounts as recorded in the vouchers are correctly classified and accounted.
8. Check the totaling in vouchers and Verify whether the totalling in the vouchers and chalans are correctly arrived at.
9. Check the justification for expenditure and ensure it is not unnecessarily incurred to prevent the lapse of budget allotment.
10. Examine that the expenditure is committed and incurred with proper budget allocation, appropriate sanction by competent authority and with regard to principles of financial propriety.
D. Verification of Budget Estimates
1. Verify supporting documents for the Estimates related to Expenses and Receipts
2. Verify the basis of giving estimated Receipts and Payments
3. Verify each line-item of the Receipts and Payments against the supporting documents to check the basis of estimation
4. Identify instances where supporting documents for estimation are not available and report as an observation
5. Verify each Budget line-item with the expense incurred
6. Verify the basis for estimating Budget line-item with the supporting documents, and identify variations
7. Identify delays in submission of Budgets, if any
8. Document the reasons for such delays
9. See if the Budget is being submitted in the prescribed format, following the prescribed methodology/guideline
10. Verify whether the major and minor heads of expenses are correctly classified in accordance with prescribed Guidelines

53.14. Audit of Provident Fund Accounts

Devaswom Provident Fund of the regular establishment employees and Temple employees' Provident Fund related to Temple Employees which are audited by Kerala State Audit Departments are governed by the General Provident Fund Rules of the Government and the accounts are maintained by the respective entities.

In the audit of DPF & TEPF accounts of employees, maintained in the Devaswom Accounts Office, the Audit officers shall be responsible to see that the relevant rules are duly complied with by the Officers who are responsible for maintaining the accounts. It should be seen in the local audit of Provident Fund accounts whether subscriptions have been properly recovered and credited to the accounts of the

subscribers concerned. Whether interest has been calculated properly and whether advances and withdrawals from the Fund have been properly sanctioned and accounted for. It may also be seen that the suitable notes regarding receipt of all nominations have been kept and physical verification thereof carried out from time to time. Final payment cases should be specifically scrutinized. It should also be seen that the various provisions of Provident Fund Rules are duly observed by the Officers. Details of further checks are included in Chapter 49.

53.15. Director of Cultural & Archaeological Affairs

53.15.1. Duties

The duties and functions of the office are diversified. For the educational uplift, social and cultural advancement and for the economic betterment of Hindu Community, the Travancore Devaswom Board had started several activities and schemes. The Cultural Director is the head of the Department of Cultural and Archaeological Affairs. All subjects pertaining to the social and cultural matters for the betterment of the devotees as approved by the Board, will be attended to in the Department of Cultural Affairs.

1. Kshethra Kalapeedom at Vaikom.
2. Sree Chitra Central Hindu Religious Library, Puthenchanthai, Thiruvananthapuram.
3. Proper conduct of Book Stalls in Devaswoms and also the library.
4. Publication of Hindu religious books approved by the Board and of Sannidhanam monthly.
5. Proper maintenance and effective control of the Travancore Devaswom Board Press.
6. Organising temple Museum, printing and publication and making available for sale in time, almanac, diary, calendars, etc.
7. Organisation and supervision for the proper conduct of 'Mathapadasala', 'Veda Padasala' etc. Organisation and conduct of religious celebrations like 'Ramayanamasam', conduct of exhibitions and arranging temporary Book stalls in connection with important temple festivals and such other occasions.

53.15.2. Audit Risks

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records.
3. Non-production of records to Audit.

53.15.3. Audit Checks

1. Scrutiny of printing and publication of diaries, calenders, almanacs, Devaswom publications, etc.
2. Checking of expenses related to 'Mathapadasalas'.
3. Scrutiny of the expenses related to 'Kshethra Kalapeedom' at Vaikom.
4. Verification of receipts and expenditure of book stalls under Travancore Devaswom Board, etc.
5. Verification of Service Books of employees and establishment claims including log books.
6. The annual accounts to be checked with reference to the chalans, chalan countersigning Register, Cheque Register, Cash Book Ledger, Bank Scroll, etc.
7. Activities relating to Press including stock and utilization of paper of different dimensions, printing ink etc.
8. Activities relating to printing and issue of "Sannidhanam", realization of value thereof from various offices and the related accounting.

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.15.4. *Audit Observations/Inferences*

1. Short accounting and short realization of value of diaries, calendars, Sannidhanam, almanac, Devaswom publications, etc.
2. Excess expenses over sanction in respect of Mathapadasalas, Kshethrakalapeedoms, Book stalls, etc.
3. Errors and delay in performance of duties related to the affairs of the Board Press.
4. Deficiencies in accounting process.
5. Defects in the maintenance of service books, establishment, contingent charges and T.A., etc.

53.16. *Thiruvabharanam Commissioner Office, Aranmula*

This office is entrusted with supervision and control of all the Thiruvabharanam and valuables in temples and strong rooms. The Thiruvabharanam Commissioner is empowered to discharge the following duties, programmes and works connected with the valuables in Devaswoms.

53.16.1. *Duties*

1. To make arrangements for the proper preservation and custody of Nadavaravus, Thiruvabharanoms, Pattuparivattoms, Bharanipatroms and all the belongings of Devaswoms and other institutions under his charge.
2. The melting of unserviceable Thiruvabharanoms, whether received as Nadavaravu or entered in the Register of Valuables and to arrange to make necessary entries in the Thiruvabharanam and other concerned registers, with the prior sanction of the Board.
3. To sanction the disposal of all unserviceable pattuparivattoms, Bharanipatroms, utensils and other materials whether received as Nadavaravu or entered in the Register of Valuables, credit the sale proceeds to Devaswom fund and to make necessary alterations in the registers and to sanction the disposal of unserviceable Thiruvabharanam whose book value does not exceed Rs.5000/- each.
4. To maintain the registers for Thiruvabharanams, Bharanipatroms, Pattuparivattoms and miscellaneous items, keep them up to date by getting down the plus and minus statements periodically from the subordinate officers and conduct a number – war verification of the valuables on the spot as often as possible.

53.16.2. *Audit Risks*

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records.
3. Non-production of records to Audit.

53.16.3. *Audit Checks*

1. Verification of transactions related to according sanction for fresh purchases of utensils and related items.
2. Scrutiny of transactions related to renovation/ construction of 'Kodimaram' (Flag Mast), conversion of Gold into bars, etc.
3. Check the supervision of the movement of valuables from one Devaswom to other Devaswoms for a short period.
4. Scrutiny of the plus and minus statements of valuables.
5. Verification of the files related to serial numbers 2,3 (shown above) and also the works related to joint venture with temple advisory committee.
6. Since entire expenditure related to the office and purchase of vessels, etc., and ornaments and repairs to gold structures (including other valuables) in temples, the expenditure details in vouchers of Assistant Devaswom Commissioner's office at Aranmula need to be collected before proceeding for audit of Thiruvabharanam Commissioner office.

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.16.4. *Audit Observations/Inferences*

1. Irregularities in sanction order.
2. Discrepancies in renovation/concession of Gold etc.
3. Defects in plus and minus statements and loss thereof.
4. Excess of establishment claims including Log Book.

53.17. *District Deputy Devaswom Commissioner Offices*

The main functions are approval of 'Elephant Programmes' and 'Kanikka' of Major Devaswoms under the control of the Administrative Officers.

1. Conduct of verification of 'Kanikka' in the major Devaswom where Administrative Officers are working.
2. To see all the records and registers of valuables in the Devaswoms under his jurisdiction are written up properly and plus and minus statement obtained from the Assistant Devaswom Commissioners and posted up-to- date in the register of valuables kept in the office and the same forwarded to the Thiruvabharanam Commissioner.
3. Verify and scrutinize the plus and minus statements, conduct number war verification quarterly and health statements of elephants.
4. Conduct visit in all major Devaswoms, and also minor, petty and P.D. Devaswoms at least once in a year.
5. Scrutinize the arrangements made by Administrative Officer and Assistant Devaswom Commissioner for the efficient conduct of Ulsavoms and festivals.
6. Conduct physical verification of 'Thiruvabharanams', Bharanipathroms', and 'mattinams' register of all the major Devaswoms once in a year.
7. To chart the half yearly programme of elephants on the basis of the report of Assistant Devaswom Commissioners.

53.17.1. *Registers Maintained*

Name of the Register	Purpose of the Register
Register of elephant programme	Devaswom- Elephant Programme for a half year
Register of Kanika verification	Details of Kanikka counted by Deputy Devaswom Commissioner
Imprest Account	Unforeseen expenses
Register of cheques drawn	Details of expenditure
Register of liabilities	Details of liabilities
Budget Register	Allocation of funds
Register of Transport Bills	Transportation charges
Register of stationery articles and forms	Procurement of stationery articles
Register of loans	Loan details
Register of Medical Reimbursement	Medical reimbursement claims

53.17.2. *Audit Risk*

1. Deviation from the prevailing Rules and Procedures.
2. Improper /non-maintenance of essential basic records.

3. Non-production of records to Audit.

53.17.3. *Audit Checks*

1. Check the number of elephants, time schedule and programme of the elephants from the file for each half year.
2. Verify the budget allotment, appropriation/balance after countersigning each bill and office copy of the bills to be checked as also excess claims
3. Check the date of Kanikka, name of temple, copy of remittance chalan, copy of Kanikka Mahazar to know the periodicity of kanikka verification and facilitate preparation of comparative statement to identify the revenue loss
4. Verify the imprest vouchers with Stock Register and Anamath Register
5. Verify the details of expenditure with reference to the Register of cheques
6. Test check the entries in the Liability Register with reference to the Audit notes available.
7. Check the allocation of funds, the expenditure incurred and the balance available to see that expenses are limited to Budget allotment.
8. Check the Budget allocation, the amount expended for transport of goods and elephants, etc., and see that the expenses do not exceed Budget allotment
9. Watch the accounting of procurement and utilization of stationery articles and forms with reference to the intendents, receipts, concerned files etc.
10. Details of loans sanctioned for treatment of elephants, adjustment of such advances etc., to be checked with the connected files.
11. Verify the medical reimbursement claim, essentiality certificate, bills and entries in the medical reimbursement Register and the related file to identify excess payment, if any.
12. Verify the 'Elephant Programmes' and ascertain utility of all. Elephants available properly avoiding chances of hiring of elephants of private parties to the extent possible.
13. Fodder charges, treatment charges of elephants and other animals to be checked with Board sanctions.
14. Scrutiny of the 'Kanikka' Register related to the Devaswoms where Kanikka verifications are performed by the Deputy Devaswom Commissioners.

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.17.4. *Audit Observations/Inferences*

1. Unscientific elephant programmes.
2. Kanikka collection short coming.
3. Excess over Budget estimates.
4. Improper accounting of Stores, transportation charges, loans, medical reimbursement expenses, etc.

53.18. *Group Assistant Devaswom Commissioner Offices*

This is the basic unit from where accounting process starts. Each office will have at least two bank accounts, one in the name of Devaswom Accounts Officer and other related to the Group Assistant Devaswom Commissioner. Being the controlling office of all the Devaswoms in the Group, chalan numbers are allotted after recording in the chalan countersigning registers on specified remittance dates for all Devaswoms and the chalans are obtained for accounting process. The amounts collected thus get remitted to the Bank account of the Devaswom Accounts Officer maintained in each Group Assistant Devaswom Commissioner Office.

For incurring expenditure, the Bank account in the name of Group Assistant Devaswom Commissioner is operated. This becomes possible from the amounts in the account of the Devaswom Account Office through sanctioned by the Devaswom Accounts Officer. If the amount is insufficient, additional transfer credit is provided by the Devaswom Accounts Officer from other Bank accounts.

53.18.1. ***Duties***

1. Exercise proper and effective control over the management of Devaswoms and other institutions within its jurisdiction.
2. To account for all receipts and expenditure and to obtain and forward periodical accounts before the due dates to the Devaswom Accounts Officer.
3. Will be responsible for the effective conduct of cases involving Devaswoms under his jurisdiction.
4. To forward statement showing details of cases under his jurisdiction to Devaswom Law Officer before the 10th of every month.
5. Deposit register to be maintained properly and effectively.
6. Receipt of quarterly interest to be watched closely and the details of receipt of interest noted in the Deposit Register under attestation by Assistant Devaswom Commissioner.
7. Land register to be maintained with all details such as sketch showing survey numbers, extent of land, village and taluk names.
8. Rent Register to be maintained and receipt of monthly rent entered in the register.
9. Separate chalan register to be maintained in addition to the Remittance Register.
10. Grant register to be maintained up to date noting all payments of grants to various organisations with details of payment.
11. D.H. Deposit register to be maintained and remittance made under Debit Head to be entered in the Register indicating the chalan numbers and dates.
12. In the Bank Pass Books maintained in Group Offices each and every entry to be got attested by the bank authorities. Periodical closing balance should be arrived at under proper attestation. Rectification measures for discrepancies, if any seen, should be taken.
13. To constitute fresh Advisory Committees on expiry of the term of old committees in various Devaswoms under his jurisdiction.

53.18.2. ***Registers Maintained***

Name of the Register	Purpose of the Register
Register of cheques drawn-DFF 23	Details of cheques encashed
Register of Devaswom Fund Register-DFF 24	Details of remittance to Bank
Bank Pass Book -DFF25	Alternative Bank scrolls
Cash Book Expenditure -DFF 26	Details of expenditure
Intimation to Devaswom in respect of cheques issued-DFF 26 A	Details of cheques issued
Register of establishment charges met from contingencies- DFF 27	Details of establishment expenditure
Demand Register	Demand for the year
D.C.B. Register	Demand, collection and balance
Budget Register	Details of Budget provision
Eradavu Register for Minor and Petty Devaswom	Expenditure details
Contingent Register for payment under Koppukarars grants to temples etc.	Details of grants to temples

Name of the Register	Purpose of the Register
Group payment Register	Expenses of the Group
Register of Loans	Details of loans
Liability Register	Details of liabilities
Register of Transport Bills	Transportation expenses
Temporary Advance Register	Unforeseen expenses
Register of comparative statement of monthly receipts	Income comparison
Register of stationery articles and forms	Stationery expenses and utilisation
Register of expenditure in Grade I Devaswoms- DFF 37	Expenditure details
Register of expenditure in Grade II Devaswoms-DFF 38	Expenditure details
Register of expenditure in Grade III Devaswoms-DFF 38	Expenditure details
Register of direct payments by the Groups-DFF 39	Expenditure details
Register of total expenditure of the Group-DFF 40	Expenditure details
Contractors Ledger-DFF 41	Contractor payment and dues
Stores Ledger-DFF 42	Stock account of stores
Register of closing entries of contractors and store balances-DFF 43	Store balance and contractor account
Imprest Account-DFF 44	Petty purchases
Register of cheques drawn-DFF 45	Details of cheques encashed
Register of Devaswom Fund receipts-DFF 46	Stock Register
Agreement Register	Recording details of agreements of lessees and kuthaka
Elephant Programme Register	Details of available elephants their half yearly programmes
Land Register	Description of land in possession under various devaswoms in the group
Suite Register	Details court cases
Register of Medical re-imbursement	Medical reimbursement expenses
Register of Kanikka verification	Details of Kanikka conducted by Assistant Devaswom Commissioner

53.18.3. ***Audit Checks***

1. Current Account Register to be traced with Cash Book, Ledger and bank Pass Book
2. Check the accuracy of the cheques issued with the Cheque Register and Bank Pass Book
3. Prescribed Registers to be verified with the D.C.B. Register
4. Verify Stock Register of Receipt Books and the correctness of the issue and balance in respect of each Devaswom
5. Verification of the Service Book and Establishment and Contingent claims
6. Trace vouchers to the Cash Book and identify omissions.
7. Verification of the vouchers related to the Group

8. Verify the agreement register with the original agreement executed with the Lessee and point out lapses, if any
9. Verify the elephant programme register and ensure that the programmes have been chalked out scientifically for the optimum utilisation of available elephants
10. Verify the land register and check with the suit register / file, if any, maintained. Verify whether the judgements of the Hon'ble courts are implemented by the administration within the time limit prescribed. Verify whether the orders relating to the protection and preservation of ponds and "kaavu" implemented.
11. Verification of receipts and expenditure accounts related to Temple Advisory Committee in the Group(though no accounting format has been prescribed for TAC, check to be done in relation to Minutes Book, receipts and vouchers to identify malpractices, embezzlement of money , non- accounting extravagant expenses, etc).

53.18.4. *Audit Observations/Inferences*

1. Defects in the accounting practice.
2. Defective maintenance of Kanikka Kudam Register.
3. Deviating from the guidelines in respect of Temple Advisory Committees.
4. Errors in the Chalan Countersigning Register and Cheque Register.
5. Defects in the maintenance of Stock Register of Receipt Books.
6. Defective maintenance of Service Book and excess Establishment and Contingent claims.
7. Excess establishment claims including log book.
8. Excess payments detected during audit of vouchers.

53.19. *Temple Advisory Committee Audit*

For the uplift of the temples and its well being in the long run, Temple Advisory Committees are constituted in temples from among the pilgrims in its vicinity when such requests/demands arise. Usually such committees are granted sanction for the conduct of special festivals, Annual festival, as the situation demands. The Devaswom Commissioner is authorized to constitute such committees in accordance with the Rules in force. The extension of the term of Committees, reconstitution etc. are to be done by the Devaswom Commissioner as per the stipulations. The Committees can collect the donations and utilize it for defined purpose. Such an arrangement is in place due to the shortage of staff in the Assistant Devaswom Commissioner. But the performance of the Committees are under the direct supervision of the concerned Assistant Devaswom Commissioner.

Face value tickets printed by the Committee are sealed in the Assistant Commissioner offices and issued to the Committees for collection. The financial transactions are to be through a joint bank account operated by the Assistant Devaswom Commissioner and the Convener/Chairman of the concerned committee. Since this fund should have been received in the Devaswom, but for the ad hoc arrangement through these committees this has to be treated as Devaswom fund and subjected to audit.

53.19.1. *Records to be maintained*

- 1) Cash Book
- 2) Ledger
- 3) Stock book of receipt books
- 4) Vouchers
- 5) Stock register of kinds received
- 6) Bank passbook
- 7) Minutes book

53.19.2. ***Audit Checks – Receipts***

- 1) Collect the details of face value tickets sealed and issued from the Assistant Devaswom Commissioner office
- 2) Verify whether these tickets have been accounted by the Temple Advisory Committee in the stock register of receipt books allotting separate cluster of pages for each denominations
- 3) Verify the daily issue of tickets of different denominations with Cash Book
- 4) Verify the remittance of the bank passbook
- 5) Verify the Minutes Book of the committee regarding the decisions and also to ascertain the receipt of offerings in kind
- 6) Check whether the stock register has been maintained for recording the items received in kind and its disposal
- 7) Verify whether the unutilized tickets/coupons have been returned to the Devaswom official and in his safe custody or destroyed after observing the formalities and a Mahazar exists relating to such actions.

53.19.3. ***Audit Checks – Expenditure***

- 1) Verify whether all the expenses have been approved by the committee daily or the incurring of expenditure ratified at frequent intervals
- 2) Check whether all the vouchers are available for verification
- 3) Trace the vouchers to the cash book
- 4) Trace the issue of cheques with the Bank Pass Book in relation to the entries in the Cash Book
- 5) Check whether payment is sanctioned at the reasonable rates
- 6) In case abnormal hike is noticed observe the findings
- 7) Check whether the market rates have been adopted based on the daily/monthly rates fixed by the State Government Bureau of Economics and Statistics department
- 8) Verify whether the amount expended for any item happened to be a duplicate of the expenditure incurred from the Devaswom fund for the same purpose
- 9) Verify the correctness of the income and expenditure statement
- 10) Ensure the correctness of the closing balance from the bank authorities
- 11) Check whether the balance of cash in-hand has been returned to the Devaswom official and remitted to the bank

53.20. ***Devaswoms (Temples)***

The basic unit of income is the Devaswom/Temple. Audit in temples is restricted to audit of receipts and payments only as there is no practice of balance sheet preparation. Audit procedures are covered hereunder only to deal with audit of receipts and payments.

53.20.1. ***Registers/Records to be maintained***

Name of Register	Purpose of the Register
Devaswom Fund Form I (DFF I)	Receipt of money in cash.(Special Donation Receipts for Annadhanam)
DFF 2	Nadavaravu Register
DFF 2 A-	Register for recording all perishable items received as Nadavaravu and Vazhipadu
DFF 3	Receipt for nadavaravu items
DFF 3 A	Receipts for valuables/ ornaments
DFF 3 Special	Thulabharam receipts

Name of Register	Purpose of the Register
DFF 4	Registers for valuables (4 numbers)
DFF 4 A	Thiruvabharanam Register for Gold, Silver, Diamond, Panchaloham, etc.
DFF 4 B	Register for Bharani Pathram, Items of Brass, Steel, other metals, etc
DFF 4 C	Pattu, Parivattom, etc Register which includes costly dress Aalavattom, chamaram, silky umbrella, etc
DFF 4 D	Mattinam Register for miscellaneous items like, lock & key, books, ural, ulakka, sanghu, sandal chana, etc
DFF 5	Register for sale of items, auction, Kuthaka
DFF 6	Vazhipadu receipts
DFF 6 Special	Marriage receipts
DFF 7	Vazhipadu expense register
DFF 8	Sadhya Vazhipadu register
DFF 9	Nalvazhi, Revenue cash book
DFF 10	DCB Register showing demand, collection and balance of Paattam (lease)
DFF 11	Ledger contains details of non- perishable items related to Nithya Pooja and other items.
DFF 12	Paddy Conversion Register- shows the quantity of paddy issued for husking and the rice received
DFF 13	'Nithyanidhanam' Register of Devaswoms - the expenses of items and value thereof are accounted in this Register
DFF 14, 15, 16, 17	Expenditure Registers for weekly 'Thidhi', 'Nakshathra' (star), 'Aattavishesham', etc. These reveal the scale of expenditure during the above mentioned functions of the Devaswoms
DFF 18	Register of expenses related to 'Utsavam' which includes 'Akathepaditharam' and 'Purathepaditharam'.
DFF 19	Consolidated Register of expenses related to 'Nithyanidhanam', 'Masavishesham', 'Aattavishesham', etc. and expenses from imprest
DFF 19 A	Store adjustment bill for accounting transfer of items between temples
DFF 19 B	Vouchers for cash payments
DFF 19 C	TA, DA, Bata for 'Thanthris'
DFF 19 D	Pay Bill of temple employees
DFF 20	Expenditure Cash Book
DFF 20 A	Reimbursement Bill
DFF 21	Anamath Register- deals with daily transactions of the Devaswom Pathivu

53.20.2. Audit Checks

1. Total the cash collection for the day and trace it to the Nalvazhi (DFF 9). Remittances have to be done at periodical intervals. Hence the bank chalans to be traced on the corresponding dates. The amount involved in the remittance may include amounts received from other items also.
2. Verify the Annadhanam coupons and ascertain the correctness of Annadhanam and accounting in DFF9 and vouchers for supplier cost

3. Trace with receipts issued for Nadavaravu and Vazhipadu to detect omissions, if any.
4. Trace with DFF 2 to detect omission, if any, related to perishable items. Check their disposal either by issue for departmental use or by auction.
5. The items received may be traced to DFF 2 (A). From DFF 2(A) perishables may be identified and see whether they have been despatched promptly as ordered by the higher officials. The amount collected whether accounted in DFF 9 may be ascertained.
6. Check whether the items received have been properly accounted with full details in DFF 4 Registers (4 numbers).
7. Trace with DFF 2 (A) to detect omissions, if any.
8. Check whether the amount of the Kuthaka and their remittances in instalments have been recorded. This may also be cross checked with DFF 9 and Auction Diary.
9. The details of amount collected vide DFF 6 may be traced to the DFF 7 Register and collections of the 'Muthalkoottu', 'Santhi Dakshina', 'Supplier Cost', etc. have been properly arrived at and disbursed. The correctness of the total of the 'Muthalkoottu' shall be checked as also its accounting in the DFF 9, (Nalvazhi). Likewise, collection as per DFF 6 Special which relate to marriages and price value tickets may also be traced to DFF 9.
10. See whether receipts and expenditure for 'Sadhya' are properly accounted in the Register.
11. Total the entries for each day and continue this to the date of remittance. The chalan of remittance shall also be subjected to verification.
12. Verify with Ledger and 'Nithyanithanam' Register
13. Verify with reference to 'Pathivu' of Devaswom (Standard scale of expenditure).
14. Verify 'Akathepaditharam' expenses with 'Pathivu' Register, verify with 'Purathepadithram' expenses with reference to sanctions issued for the annual festival including the utilization of elephants
15. Verify with DFF 1 and DFF 18 and invoice from suppliers
16. Verify with Pathivu of the Devaswoms and DFF 20
17. Verify with the existing orders of the Board
18. Verify with Pathivu and Board Orders/sanctions
19. Verify with vouchers and DFF 19 B
20. Verify with DFF 19
21. Verify with DFF 14 to 19, 19B, 19C, etc. and the collection received in advance for 'Vazhipadus' at later days.
22. Verify expenses related to Nithyanithanam, Aattavishesham, Maasavishesham, Annual Festival including Akathepaditharam and Purathepaditharam with the scales prescribed in the Pathivu.
23. Verify the pay and allowances of employees based on the sanctioned strength of staff in the Pathivu.
24. Check the Service Books of temple employees.
25. Check the Bill Copy Register, Acquittance Roll, etc.
26. All cash donation receipts are received using DFF-1, entered in the DFF-9 (cash book) from where they are deposited into the bank. Verify the following:
 - a. Total the cash collection for the day and trace it to the Nalvazhi (DFF 9).
 - b. Remittances have to be done at periodical intervals. Hence the bank chalans to be traced on the corresponding dates. The amount involved in the remittance may include amounts received from other items also.
 - c. Verify the Annadhanam coupons and ascertain the correctness of Annadhanam and accounting in DFF9 and vouchers for supplier cost
27. All donations in kind are received by issuance of receipt in DFF-3 which are posted in DFF-2. From DFF-2, depending upon the nature of kind (perishable and non-perishable) they are posted in DFF-2A, DFF-4 A to DFF-4D. Verify the following:
 - a. Trace receipts issued through DFF-3 with respective registers and detect omissions, if any
 - b. Trace with DFF 2 to detect omission, if any, related to perishable items. Check their disposal either by issue for departmental use or by auction.
 - c. Trace entries from DFF-2A, DFF 4 A to 4D to detect omissions, if any.
 - d. Trace "muthalkoot amount" to DFF 9 and trace "item received" to DFF 2

- e. Check whether the items received have been properly accounted with full details in DFF Registers (4 numbers).
28. Check whether the amount of the Kuthaka and their remittances in instalments have been recorded correctly in DFF-5 with sale receipts and other supporting documents. This may also be cross checked with DFF 9 and Auction Diary.
29. While checking the auction receipts as above, verify the process of auction conducted with supporting records complies with TDB approved auction policies and procedures.
30. The details of amount collected vide DFF 6 may be traced to the DFF 7 Register and collections of the 'Muthalkoottu', 'Santhi Dakshina', 'Supplier Cost', etc. have been properly arrived at and disbursed. The correctness of the total of the 'Muthalkoottu' shall be checked as also its accounting in the DFF 9, (Nalvazhi). Likewise, collection as per DFF 6 Special which relate to marriages and face value tickets may also be traced to DFF 9.
31. See whether receipts and expenditure for 'Sadhya' are properly accounted in the Register (DFF-8)
32. While checking the revenue cash book (DFF-9), do the following:
 - i. Total the entries for each day and continue this to the date of remittance. The chalan of remittance shall also be subjected to verification.
 - ii. Verify the entry in bank pass book for the remittance to ensure it is correctly deposited
 - iii. Until remittance to the bank, cash has to be stored in safe deposit box under the custody of designated authority, check if this being done or not
 - iv. Do a surprise verification of cash and ensure that cash as per verification matches with the balance shown in cash book. Seek clarifications for difference (if any) by issuing audit enquiry.
33. Verify DFF-10 – DCB register for paattam (lease). Total the entries for each day and continue this to the date of remittance. The chalan of remittance shall also be subjected to verification.
34. Verify contribution from Temple Advisory Committee:
 - i. with the Cash Book
 - ii. Ensure remittance from the Bank Pass Book
 - iii. If difference is noticed , observe thus and fix the liability
35. Verify DFF 11- Ledger for the following:
 - i. Total the entries for each day and continue this to the date of remittance to TDB. The chalan of remittance shall also be subjected to verification. Ensure that remittance is done at the rates specified in the order fixed by the board
 - ii. Obtain a confirmation from the respective TDB official to confirm a sample of remittance during the year
36. Verify **the DFF 12** (Paddy Conversion Register) for the following:
 - i. Verify the entries of rice with the TDB order for the standard quantities of conversion of paddy into rice and note if there are any difference or shortages
 - ii. Verify rice issued for consumption with **DFF 13-** 'Nithyanidhanam' Register of Devaswoms
 - iii. As there are no husking charges to be paid, ensure that such payments are not there in cash book or any other register
37. Verify DFF-13 ('Nithyanidhanam' Register) that the quantity of all issues match with the standard quantities as per 'Pathivu' of Devaswom (Standard scale of expenditure).
38. Verify DFF 14, 15, 16, 17 (Expenditure Registers) for expenditure incurred against 'Pathivu' of Devaswom (Standard scale of expenditure).
39. Verify **DFF 18** – (Register of expenses related to 'Utsavam' which includes 'Akathepaditharam' and 'Purathepaditharam') for the following:
 - i. Verify 'Akathepaditharam' expenses with 'Pathivu' Register
 - ii. Verify with 'Purathepaditharam' expenses with reference to sanctions issued for the annual festival including the utilization of elephants
40. Verify and trace entries in **DFF 19** (Consolidated Register of expenses) with 'Pathivu' of Devaswom and DFF-13 to DFF-17.

41. Verify entries in **DFF 19 A** (Store adjustment bill for accounting transfer of items between temples) with DFF-1 and DFF-18 and invoices from suppliers
42. Verify vouchers (DFF-19B) for cash payments for the following:
 - i. Verify with “pathivu” of devaswom
 - ii. Trace amount as per vouchers and date of voucher to DFF-20 (Expenditure Cash Book)
 - iii. Vouch the payments with supporting documentation like receipts, bill, etc.
 - iv. verify the signature of the authority or who passed the voucher for payment and ensure he or she has the required authority to make the payment
43. Verify 19-C and 19-D registers for the following:
 - i. Verify with Pathivu and TDB Orders/sanctions for pay bill of temple employees
 - ii. Verify the payments with the existing orders of TDB
 - iii. Trace the voucher amount and date to DFF-20
 - iv. Verify the entries in pay-bill register with corresponding entries in service book, increment and allowance registers.
 - v. Verify that statutory deductions are done as per the relevant rules
 - vi. Verify the deduction intimations for recoveries for salary are received from the Account Officers and filed in temple files; verify the pay bill entries to make sure that the deductions are as per the intimation received from Account Officers.
44. Verify DFF-20A with DFF-19 and ensure there are no omissions
45. Verify the entries in DFF-21 (Anamath Register) with the corresponding entries in DFF14 to 19, 19B, 19C, etc. and the collection received in advance for ‘Vazhipadus’ at later days.
46. Verify Pathivu expenses records for the following:
 - i. Verify expenses related to Nithyanithanam, Aattavishesham, Maasavishesham, Annual Festival including Akathepaditharam and Purathepaditharam with the scales prescribed in the Pathivu.
 - ii. Verify the pay and allowances of employees based on the sanctioned strength of staff in the Pathivu.
47. Check the Service Books of temple employees along with the Bill Copy Register, Acquittance Roll, etc.
48. Verify whether the income received in P.D Devaswoms is retained there itself and not transfer credited to Devaswom Fund.
49. Verify whether the expenditure incurred for the Maramath works executed by the Board through the Maramath wing in P.D Devaswoms is reimbursed by the concerned P.D Devaswoms.
50. Verify the receipt and expenditure of the Devaswoms as is being done in Schedule Devaswoms.

NOTE
<p>The system existing now in respect of Archanas, etc., is to remit the entire sum received on this count to the Bank accounts. Thereafter the bills for Supplier cost are submitted and payment authorised. Upon authorisation, the sub-group officer concerned is paid the approved amount. Travancore Devswom Board have issued certain orders recently, bearing number ROC No.8525/2012/NS dated 15.10.2016 (w.e.f. 1.11.2016) ROC No.10416/12/NS dated 27.03.2017 (w.e.f. 1.4.2017) with reference to the supplier cost and specifying the ‘Muthalkoottu’ amount. Auditor needs to verify such financial transactions with reference to the Board’s circulars in this regard and any addendum issued thereafter.</p>

53.20.3. Audit Checks related to Kalyanamandapam

1. Ensure that the collections have been duly accounted
2. Verify the Cash Book ledger and subsidiary Registers in relation to the Annual Accounts
3. Check the Furniture Register, Register of Utensils, Register of Inventories, etc.
4. Verify the disbursement of wages of the Mandapam workers/labourers
5. Verify the correctness of return of Security Deposits
6. Ensure that proportionate additional charges have been realized for the extra gas cylinders supplied
7. Verify whether the charges for Electricity and Water have been realized and remitted to the Board Funds
8. Verify the Register of marriages and the correctness of the marriage certificates issued, amounts realized etc.

53.21. Maramath Department

The Head of the Department is the Chief Engineer (General) assisted by one Chief Engineer for Sabarimala and 4 Executive Engineers for Maramath Divisions at Trivandrum, Mavelikkara, Kottayam and Sabarimala Development Project, Pamba. These sub offices scrutinize the public works under the concerned divisions. In addition there exists an Executive Engineer at Estate Division at Trivandrum looking after the vehicles under the Board and the rent and lease of buildings.

The system prevalent in respect of public works is that for works valuing between Rs.5 lakhs & 10 lakhs, the sanction of the Hon'ble Ombudsman for Travancore and Cochin Devaswom Board is essential. In respect of works above Rs.10 lakhs, sanction has to be obtained from the Hon'ble High Court of Kerala, before according sanction. Views of the Audit Department are also called for.

53.21.1. Chief Engineer (General) and Chief Engineer Offices

The Chief Engineer (General) and Chief Engineer are the Controlling Officers in the activities of the Maramath Division Offices.

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.22. Maramath Division Offices

Public works are executed in tune with the rules and procedures followed in the Kerala State Public Works Department, all the related checks have to be performed. In addition to the above, establishment claims, Service Books, Log Books, etc., have to be subjected to verification. Moreover the monthly and annual accounts, Cash Book Ledger, Chalans, Bank scroll, etc. also have to be checked in detail.

Public works are executed under the supervision of the Assistant Engineers of each group and basic records such as work files are retained in that office. So the payments are made by the Executive Engineer of the Division and after payment the records are returned to the concerned Assistant Engineers. So a small batch shall visit the Executive Engineer's office, trace the vouchers of the Cash Book and prepare the list of work files and measurement books to be subjected to audit. This list then shall be furnished to the Executive Engineer with the direction to collect the above records from the Assistant Engineer's Offices to facilitate Audit check. A specific data shall be intimated allowing a maximum of one month for obtaining the essential records from the sub-offices. This step would ensure the production of all the requisite records to audit. Procedures for Public Works Audit has been incorporated in Chapter 21 of this manual.

In the case of Public Work inside a temple compound, the services of labourers cannot be utilized as in an eight hour schedule. Work can be performed only between 12.30 pm and 4.30 pm ie., the time the temple is closed to public. This aspect has to be borne in mind during check of rates for these type of work and data sheet.

Special care relating to the rates has to be taken during the verification related to ornamental and decorative items of work.

53.23. Maramath Estate Division

The main duties are the control of vehicles and rent and lease of Devaswom buildings. Vehicles are allotted to the designated officials and it is these officials who maintain the Log Books and Fuel account registers. Repairs and maintenance is done through the Estate Division. Estate division handles Assets valuation of the Board properties, the management of the shopping complexes, rent from all quarters including enhancement of rent and leases coming under the purview of this office, eventhough rent collection responsibility vests with the Assistant Devaswom Commissioner offices and Temples.

53.24. Audit Procedures for Sabarimala

The Hon'ble High Court have empowered the State Audit Department to conduct physical verification of any item during the festival seasons while concurrent Audit is in place at Sabarimala.

53.24.1. Audit of Receipts & Income

53.24.1.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. ▪ Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

53.24.2. Audit Procedures

A. OPENING BALANCE

The Bank balances and Office Account balances are checked in respect of all the existing Bank Accounts through local verifications of various offices

1. Check whether the closing balance for the previous year has been reckoned as the opening balance for the year
2. Observe if there are differences
3. Total the OB of all Bank Accounts and see whether this total is reckoned for as OB in the Annual Accounts of the Board

B. Audit of temple receipts

1. All cash donation receipts are received using DFF-1, entered in the DFF-9 (cash book) from where they are deposited into the bank. Verify the following:
 - a) Total the cash collection for the day and trace it to the Nalvazhi (DFF 9). Remittances have to be done at periodical intervals. Hence the bank chalans to be traced on the corresponding dates. The amount involved in the remittance may include amounts received from other items also.

- b) Verify the Annadhanam coupons and ascertain the correctness of Annadhanam and accounting in DFF9 and vouchers for supplier cost
2. All donations in kind are received by issuance of receipt in DFF-3 which are posted in DFF-2. From DFF-2, depending upon the nature of kind (perishable and non-perishable) they are posted in DFF-2A, DFF-4 A to DFF-4D. Verify the following:
 - a) Trace receipts issued through DFF-3 with respective registers and detect omissions, if any
 - b) Trace with DFF 2 to detect omission, if any, related to perishable items. Check their disposal either by issue for departmental use or by auction.
 - c) Trace entries from DFF-2A to DFF 4 A to 4D to detect omissions, if any.
3. Trace “muthalkoot amount” (as per DFF-3) to DFF 9 and trace “item received” to DFF 2
4. Check whether the items received have (as per DFF3A) been properly accounted with full details in DFF 4 Registers (4 numbers).
5. Check whether the amount of the Kuthaka and their remittances in instalments have been recorded correctly in DFF-5 with sale receipts and other supporting documents. This may also be cross checked with DFF 9 and Auction Diary.
6. While checking the auction receipts as above, verify the process of auction conducted with supporting records complies with TDB approved auction policies and procedures.
7. The details of amount collected vide DFF 6 may be traced to the DFF 7 Register and collections of the ‘Muthalkoottu’, ‘Santhi Dakshina’, ‘Supplier Cost’, etc. have been properly arrived at and disbursed. The correctness of the total of the ‘Muthalkoottu’ shall be checked as also its accounting in the DFF 9, (Nalvazhi). Likewise, collection as per DFF 6 Special which relate to marriages and face value tickets may also be traced to DFF-9.
8. See whether receipts and expenditure for ‘Sadhya’ are properly accounted in the Register (DFF-8)
9. While checking the revenue cash book (DFF-9), do the following:
 - a) Total the entries for each day and continue this to the date of remittance. The chalan of remittance shall also be subjected to verification.
 - b) Verify the entry in bank pass book for the remittance to ensure it is correctly deposited
 - c) Until remittance to the bank, cash has to be stored in safe deposit box under the custody of designated authority, check if this being done or not
 - d) Do a surprise verification of cash and ensure that cash as per verification matches with the balance shown in cash book. Seek clarifications for difference (if any) by issuing audit enquiry.
10. Verify DFF-10 – DCB register for paattam (lease). Total the entries for each day and continue this to the date of remittance. The chalan of remittance shall also be subjected to verification.

C. Audit of Sales of Prasadam

1. Verify the Aravana Prasadam tins; verify Appam prepared and recorded in the preparation register and sent to sale counters with standard quantity arrived before the starting of season. Carryout the following procedures:
 - a) Ascertain the number of Aravana tins and number of Appams to be produced (as decided by the high level committee before the season)
 - b) Check the number of Prasadam tins and Appams transferred to the distribution register and issued for sales
 - c) Ascertain the quantity of tins (for Aravana) and Appam that can be made using the material issued from main store ledger and standard formula applied; compare the tins that should have been prepared with the tins that have actually been prepared as entered in the preparation and distribution registers
 - d) Find the difference and seek the explanations, if any.

<p>e) Auditor to conduct surprise verification of Aravana and Appams produced on specific days and compare them with actual (1- prasadam that should have been prepared; 2- that is actually prepared and sent for sales)</p> <p>2. In this connection, verify the main stores ledger for the following:</p> <p>a) For the materials received, verify the ledger and invoices of suppliers</p> <p>b) Verify issue of materials with issue notes</p> <p>c) Ascertain the stock balances and conduct surprise verifications of stocks; reconcile the difference and seek clarifications for the difference</p> <p>d) The accounting of issue of ingredients for each koottu of appam and aravana to be traced from the Main Store Ledger.</p> <p>3. Check the sale of Aravana and Appam, Prasadam tickets with distribution register and the bank chalan with the amount deposited. In this connection, also do the following:</p> <p>a) Correctness of quantity of aravana and number of appams produced and issued to counters to be ascertained.</p> <p>b) Trace with preparation and distribution registers and check the correct amount to be collected</p> <p>c) Trace the transactions relating to Appam and Aravana tickets issued through outside agencies including banks.</p> <p>d) Trace the bank chalans with bank statement for the accuracy of the amount deposited and accounted in the cash book</p>	<p>D. 3.Audit of Other sources of income:</p>
<p>1. Check accommodation register with the copy of receipts issued and verify whether rent has been realized based on the hours of halt and check out time and number of pilgrims in the room and return of the security deposit return to actual lessee in respect of rest house and shelters.</p> <p>2. The issue of each Book Stall item to be verified with the Stock Register with greater vigil since no receipts are issued for sale.</p> <p>3. Verify the accuracy of the coins and notes and total amount remitted in relation to Bhandaram Mahazar.</p> <p>4. Check whether the items received at Malikappuram have been accounted in the concerned registers or disposed of promptly.</p> <p>5. Verify the accounting of quantity, receipts and sale proceeds of Panchamritham, Adiya shishtam ghee, Vibhoothi, Manjal Kumkumam etc.</p> <p>6. Verify the remittance details of Kuthaka and ensure realization of interest for belated remittance.</p> <p>7. Details of printed tickets to be collected from the Board Press and verified with ticket Store Ledger at Sabarimala and thereafter issue process examined.</p> <p>8. Details of collection to be verified with Annadhanam chalan countersigning Register, chalans and Bank scroll.</p> <p>9. Money order receipts to be traced with Cash Book and Bank scroll.</p> <p>10. Ensure the remittance of entire sum collected for Padipooja, Udhayasthamana Pooja etc. and ascertain that expenditure on supplier cost incurred only on or after such Vazhipadus.</p> <p>11. Ensure the remittance of entire sum collected for Sahasrakalasam, Kalabhabhishekam, Laksharchana, etc., and ascertain that expenditure on supplier cost incurred only on or after the Vazhipadu.</p> <p>12. Check the accounting of amounts received in respect of Vella and Sarkara payasam.</p> <p>13. Ascertain the accuracy of receipt and issue of every item received and accounted in the Main Store Ledger.</p>	

E. Income from Kanikka
Check the date of Kanikka, name of temple, copy of remittance chalan, Bank scroll, copy of Kanikka Mahazar, etc., to know the periodicity of kanikka verification and facilitate preparation of comparative statement to identify the revenue loss
F. Sale of Motor Spirit, High Speed Diesel, etc.
<ol style="list-style-type: none"> 1. Verify the receipts related to the sale of fuel and lubricants at Sastha Fuels , Pamba with the Register 2. Check whether the amount has been remitted daily by verifying the Bank Scroll 3. Verify the Stock Register of all items with reference to the indents and bills 4. Ensure the correctness of the balance struck on each transaction 5. If difference is noticed , observe thus and fix the liability

53.24.3. *Audit of Payments and Expenditure*

53.24.3.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time

The audit checks prescribed in chapter number 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.24.4. *Aravana and Appam Expenses*

A. Expenses related to procurement of items for Aravana and Appam at Sabarimala
<ol style="list-style-type: none"> 1. Check whether the amounts involved in the procurement of items have been duly sanctioned by the Devaswom commissioner / Devaswom board as the case may be after pre verification by the Finance and Accounts Officer 2. See whether the amount has been released after deducting the statutory TDS and other applicable taxes 3. Immediately after concurrent audit period, the sanction files in the Devaswom commissioner office / Sabarimala cell at Devaswom board office needs thorough examination to identify violation of rules / procedures causing financial loss (if any)
B. Audit of Public work, Stores and Stock
Please refer TDB main section for necessary audit procedures

53.25. *Annual Accounts Audit Procedures*

On receipt of the Annual account from the Board authorities, verification process related to the accuracy of the Annual Accounts received, commenced since the Hon'ble High Court has fixed the time limit for submitting the final Audit Report for the year within 4 months of receipt of Annual Accounts. The checks to be exercised are detailed hereunder.

53.25.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper / non-maintenance of ▪ essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time

53.25.2. *Audit Procedures – Income*

A. Audit of Receipts (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Verify whether the total of each item of receipts shown in the annual accounts tally with the corresponding figures in the Ledger accounts. 2. Ensure that interest from all Bank accounts have been taken into consideration. 3. The date of receipt of annual contribution from the State Government to be checked to identify whether there has been delay in procurement and if so file verified to identify the officials whose inaction caused the delay, thereby causing loss by way of interest to the Board Funds. 4. Check with the D.C.B. of rent whether all dues have been recovered or proper and prompt steps taken for realization of arrears. 5. Ascertain whether the valuation of Assets have been done in full and total arrived, and the methodology adopted for appreciation/depreciation satisfies/match the market fluctuations.
B. Sale/disposal of investments and deposits
<p>Check the cases of disposal of investments/deposits and ensure the following aspects:</p> <ol style="list-style-type: none"> 1. Approval of TDB has been obtained 2. Sale proceeds have been credited to the bank account timely 3. Appropriate entry to book the sale and resulting profit/loss has been passed in the books of account 4. Ensure that at the beginning of the year or the period as decided by the competent authority, a list is prepared for the investments/deposits maturing during the year and timely steps are taken for redemption and collection of proceeds 5. Check the details of investment/deposit sold and ensure that the investments have not been sold below the cost of acquisition. If so, ask for the reason and basis of the decision. 6. In case of sale of securities/mutual funds, ensure that the reasonable analysis is carried out in terms of existing and expected future valuation of the investment to maximize the return.
C. Income on Interest from investment of special funds
<ol style="list-style-type: none"> 1. Total the interest received from the Fixed Deposit Registers and Bank Pass Books 2. Ensure that the figure arrived at tallies with the Annual Account figures 3. In case differences noticed observe the same
D. Income from Rent of buildings, elephants, etc.
<ol style="list-style-type: none"> 1. Check the number of elephants, time schedule and programme of the elephants from the file for each half year. 2. Verify the Rent registers with the receipts issued 3. Check the file relating to rent and the agreements contained therein 4. See whether the actual dues have been collected promptly 5. Check whether interest have been realized in the cases of belated remittances

6. Verify from the file whether enhancement of rent have been effected with reference to the agreement
7. Check whether the amount collected has been accounted in the Cash Book
8. See whether the amount has been remitted as per the entries in the Bank Pass Book
E. Bank Reconciliation (as part of Annual Accounts Audit)
1. Ensure that all the procedures prescribed in the rules with regard to bank Reconciliation are followed
2. Examine that the bank reconciliation has been regularly carried out as per schedule for all the banks and there is no unreasonable time lag in reconciliation of bank accounts
3. Enquire whether the format for bank reconciliation has been standardized and provides all the relevant information about the reconciliation items
4. Check the following two aspects as appearing in the bank reconciliation statement, with subsequent realization or payments appearing in the bank pass book <ul style="list-style-type: none"> c) Cheques issued but not appeared as paid by Banker and d) Cheques/amounts deposited but not credited in the bank statement e) Bank charges debited f) Interest earned g) Difference of amount towards foreign exchange transactions, if any h) Any other amount not reflecting in the cash book
5. Verify whether all debits and credits made by the bank have been duly identified and accounted for
6. Examine whether there is any undue delay in realization of cheques deposited in the Bank
7. Take explanations about the old outstanding items and ensure reasonable follow up has been done to nullify the same
8. Ensure that Bank reconciliation Statement have been prepared by the cashier or accountant who is supposed to prepare the cash book
9. Ascertain that there are no stale cheques appearing in the bank reconciliation Statements and have been timely transferred to 'stale cheque account'
10. Ensure that issue of stale cheques are carried out only after taking approval from competent authority
11. Examine and ensure that stale cheques are transferred to miscellaneous income after expiry of three months from the date of transfer to the liability for stale cheques account
12. Ensure that the bank reconciliation for withdrawal and collection accounts are timely received from the units

53.25.3. *Audit of Expenditure*

53.25.3.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

53.25.3.2. Audit Procedures – Expenditure |

A. Debt Head (staff advances)	
1.	Verify the entries in the Debt Head Register maintained by the Devaswom Accounts Officer with reference to the Chalang of remittance of loans and advances (repayment of House Building Advance, Scooter loans, etc.)
2.	Total the entries in the register and ensure the accuracy
3.	If defective, observe on the same
B. Audit of Cash and Bank	
1.	Ensure that bank balances have been duly reconciled with book balances
2.	Ensure that old or unusual reconciling items between bank balances and book balances have been reviewed and necessary adjustments have been made if required
3.	Check that the bank balances have been duly confirmed by the bank
4.	Carry out physical verification of cash and reconcile with the book balance
5.	Ensure that time deposits, if any have been adequately disclosed
6.	Ascertain that all cash and bank balances have been shown in accordance with the rules
C. Sundry Debtors (for petrol / diesel supplied on credit) – relevant only to Sabarimala transactions	
1.	Check the receipts of Sastha Fuels, Sabarimala with the indents obtained from various state government departments and the Register of Indents maintained
2.	Check the total of the separate pages allotted for different departments
3.	Check the receipt of dues relating to the cost of fuel given to the departments and see whether the balances stuck is correct
4.	Verify from the files whether steps have been taken to realize such dues timely from the concerned departments
5.	Observe laxity if any and fix the responsibility
D. Closing Balance	
1.	Add the closing balances of all Bank accounts and ensure that this figure is shown as the closing balance in the Annual Accounts
2.	If variation noticed the same has to be observed upon and Annual Accounts pointed out to be defective
3.	Ensure that all details regarding the reconciliation of the Office account balance and Bank balance are available in the reconciliation statements
4.	Ensure that their correctness.

53.26. Audit of Assets

53.26.1. Risks and Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. Deviation from the prevailing Rules and Procedures. ▪ Improper / non-maintenance of essential basic records. ▪ All requisite records not produced to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

53.26.2. **Audit Procedures – Assets**

<p>A. Opening Balance</p> <p>The Bank balances and Office Account balances are checked in respect of all the existing Bank Accounts through local verifications of various offices</p>
<ol style="list-style-type: none"> 1. Check whether the closing balance for the previous year has been reckoned as the opening balance for the year 2. Observe if there are differences 3. Total the OB of all Bank Accounts and see whether this total is reckoned for as OB in the Annual Accounts of the Board
<p>B. Audit of Fixed Assets - Procurement of fixed assets</p>
<ol style="list-style-type: none"> 1. Check and ensure that there is budget availability for capital expenditure incurred 2. Ensure that the budgetary control has been exercised at the stage of commitment itself and not at the time of payment 3. Obtain the list of Fixed assets purchased during the period covered under audit and that; <ol style="list-style-type: none"> a) All purchases made are as per the approved budget b) All purchases of fixed assets have been duly authorised c) For all classes of assets, ensure that the installation certificate/completion certificate has been received from the supplier/contractor and the same is certified by the concerned official d) For all movable assets, ensure that the asset has been received along with necessary supporting documents i.e invoice, delivery chalan etc. 4. Ensure that upon purchase of fixed asset, the Register of Movable Properties/Register of Land/Register of Public utility/Register of Immovable Properties(herein referred to as Fixed Assets Register) has been updated 5. Ascertain that Asset Identification number (AIN) is allotted to all the assets 6. Examine that the AIN is painted/indicated on all assets and the Fixed asset is updated for AIN of the assets
<p>C. Accounting procedures for Fixed Assets</p>
<ol style="list-style-type: none"> 1. Ascertain that all the accounting procedures prescribed in the Rules with regard to Capitalisation of fixed asset are followed 2. Ensure that the cost of an item of fixed asset is accounted as per the principles laid down in the rules 3. Check whether purchase price has been calculated as per the principles set out in the rules 4. Examine and ascertain that the fixed assets acquired are recorded in Fixed Assets Register 5. Ascertain that proper classification has been done for all the assets 6. Ensure that no revenue expenditure has been capitalized or vice versa 7. Check the cases where an asset is received free of cost 8. Ensure that title deeds have been kept in safe custody of a competent authority 9. Examine that the cost of building purchased include: <ol style="list-style-type: none"> a) Purchase price/compensation paid for acquisition of buildings b) Legal charges stamp duty etc. incurred for securing a title c) Any payments to tenants (to cancel the tenancy rights) at the time of acquisition d) Repairs, alterations and improvements incurred to put the building in usable condition 10. Verify to ensure that in case a building is purchased along with the land at consolidated price, the purchase cost has been bifurcated between land and building

<p>11. In case building is constructed, ensure that all costs relating to construction has been identified and capitalized</p> <p>12. Ensure that in case certain modifications have been carried out on bought out building, then the building, had initially been accounted for as capital work in progress and capitalized on completion and ready to use</p> <p>13. Ascertain that the land under roads are capitalized as lands</p>
<p>14. Ensure that the assets acquired compulsory on account of payment of dues, the unpaid amount is taken as the cost of acquisition</p> <p>15. Check whether the statues and heritage assets are carried at original cost and no depreciation is charged on it</p> <p>16. Ensure that half/full depreciation is charged depending on whether the asset has been purchased/constructed after/before October 31st of the financial year</p> <p>17. Ascertain that the accumulated depreciation (including current period's depreciation provision) provided on any fixed asset does not exceed its cost of acquisition</p> <p>18. Ensure that the amount set aside in the Asset Replacement Bank Account consequent to depreciation provision made, is utilized only for the purpose of purchase or acquisition of fixed asset for which depreciation has been provided</p> <p>19. Check whether half yearly reconciliation of the balance as per the Deposit register maintained at the concerned department with the Deposit Ledger accounts</p>
<p>D. Sale and disposal of fixed assets</p>
<p>1. Ensure that proper policy guidelines for identification of fixed assets to be scrapped/sold have been issued and followed</p> <p>2. Check whether the details of sale/disposal of obsolete/scrapped assets is maintained and regularly updated</p> <p>3. Review the procedure for disposal of fixed assets and ensure:</p> <ol style="list-style-type: none"> There is a system to identify the unserviceable/obsolete fixed assets on a regular basis The competent authority reviews the status of obsolete fixed assets Assets approved for disposal are as per the guidelines <p>4. Review the adequacy of procedure for sale of fixed assets to ensure that:</p> <ol style="list-style-type: none"> Sale is made as per the guidelines provided Sale order is authorized Sale is made through tendering process The asset has been sold to the highest bidder(in case tenders are floated for the same <p>5. Examine that the payment in respect of sale of fixed asset have been received in time as per agreed terms and conditions</p> <p>6. Ensure that all costs incurred on retirement, scrapping, obsolescence and sale of assets have been charged to Profit & Loss (P & L) account in the year in which the costs are incurred</p> <p>7. Verify whether the profit/loss on sale of assets has been properly computed and accounted</p> <p>8. Upon sale of fixed assets, check whichever relevant: Check whether the Register of land and Register of movable/immovable assets, etc., have been updated</p>
<p>E. Other verification procedures for Fixed Assets (including physical verification)</p>
<p>1. Ensure that all the procedures prescribed in the rules with regard to maintenance of Fixed Assets Register are followed</p> <p>2. Check and ensure that Fixed Asset Register (FAR) has been maintained and the same is regularly updated</p> <p>3. Examine whether the Fixed Asset Register gives all the necessary details prescribed</p>

4. Ensure that asset identification has been allotted and painted/indicated on all assets wherever relevant
5. Ascertain that the FAR is regularly reconciled with the general ledger
6. Test check and ensure that any movement of the fixed assets have been recorded in the FAR
7. Review the FAR and ensure that it does not contain any item of revenue which should not have been capitalised
8. Ensure that the FAR is kept under the safe custody of the authorised person, is in good condition and over writings/cuttings have been duly authorised
9. Ensure that all the procedures prescribed in the rules with regard to physical verification of Fixed assets are followed
10. Examine and ensure that an appropriate system exists for physical verification of fixed assets
11. Check that proper program of physical verification is drawn up to cover all the assets at least once in a year.
12. Examine that the details of the physical verification covers:
 - a) The category of fixed assets
 - b) The date of carrying out the physical verification
 - c) The team involved in carrying out physical verification
13. Ensure that an official independent of the asset control authorities concerned is also a part of the physical verification team
14. Check that all material discrepancies found as a result of physical verification between the FAR and the physical balance have been investigated and reasons have been identified
15. Examine whether the physical verification details contain the reference to folio number and name of register to identify the discrepancies observed
16. Check and ensure that physical verification report is prepared and forwarded to the concerned authorities
17. Ensure that sufficient checks/controls are implied at the time of physical verification to identify:
 - a) Borrowed and leased assets, if any,
 - b) Disposed or sold assets in Transit,
 - c) Separate identification of idle assets and
 - d) Obsolete assets
18. Physically verify the fixed assets on a test check basis and ensure that
 - a) Physical assets tallies with the assets appearing in the Books of Accounts
 - b) Physical assets also appear correctly in the FAR
 - c) Assets bear the Asset Identification Number and
 - d) Assets are in good working condition

F. Review of Fixed Assets schedule

1. Review the movable and immovable assets register and ensure that it is maintained in accordance with the formats prescribed
2. Check the summary of additions to fixed assets and test check the details of fixed assets in order to ensure the following:
 - a) Appropriate criteria for capitalisation have been applied
 - b) Adequate evidence of assets being put to use/installed is available.
 - c) Expenditure in nature of Repairs & Maintenance has not been capitalised
3. Check the depreciation computations and ensure that depreciation has been charged as per the rates prescribed in the rules

<ol style="list-style-type: none"> 4. Examine the details of assets sold/discarded/disposed during the year and ensure that gains/losses on disposal are properly accounted 5. Ensure that revaluation of fixed assets if any has been properly disclosed/reflected in books of accounts
G. Audit of investment and fixed deposits
<ol style="list-style-type: none"> 1. Physical verification of the investments held, fixed deposits and obtain confirmation for investment/deposits lying with banks or lender/third parties 2. Reconcile the deposits/investment ledger/detail with the general ledger and sort out the differences, if any 3. Ensure that investment/deposits have been accounted as per the principles prescribed in the rules 4. Check that permanent diminution in the investments if any, has been appropriately recognised in the books of accounts as per the Accounting Principles prescribed in the rules 5. Examine that appropriate investment income and accruals have been duly accounted as per the Accounting Principles prescribed. 6. Ensure that market fluctuations and other factors affecting the valuation of the investment are regularly monitored to minimize any unforeseen loss 7. Obtain the investment register and reconcile the same with the investment ledger 8. Obtain the list of investments for which instruments have not yet been received and check the follow up actions taken for the delay 9. Review the valuation of the investments in the books of accounts and check that whether any provisions for diminution is required to be made 10. In case any certificate of investment is lost/mutilated, ensure that: <ol style="list-style-type: none"> a) FIR is lodged immediately to avoid misuse of the certificate b) Written request duly authorized from the competent authority is forwarded to the investee entity to issue duplicate certificate 11. All particulars of the duplicate certificate are thoroughly cross checked on receipt 12. Obtain the details of investment and check whether: <ol style="list-style-type: none"> a) proper approval of investment is available b) entries have been made in FD Register c) original FD receipts are retained by the safe custody of the competent authority and copy available in the file d) proper entry has been in the Books of Account
H. Audit of investment and fixed deposits- FD against Thiruvonam Auditorium
<ol style="list-style-type: none"> 1. Check the Fixed Deposit Register of Thiruvonam Auditorium to ensure the accuracy 2. Verify whether the total of the above is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Administrative Officer, Thrikkakkara Devaswom 3. If defective, observe on the same 4. Verify whether the interest has been received by verifying the Bank Pass Book
I. Audit of investment and fixed deposits- Group Offices
<ol style="list-style-type: none"> 1. Check the Fixed Deposit Registers of all Group Offices during local verification to ensure the accuracy 2. Verify whether the total of the Fixed Deposits are reckoned as the figure in the Annual Accounts in the Cash Book maintained by the concerned Assistant Devaswom Commissioners and Executive Officer, Sabarimala. 3. If defective, observe on the same

4. Verify whether the interest has been received by verifying the Bank Pass Book
J. Audit of investment and fixed deposits- DLB Bonds
<ol style="list-style-type: none"> 1. Check the Register of DLB Bond during local verification to ensure the accuracy 2. Verify whether the total of the Bonds is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Devaswom Accounts Officer 3. If defective, observe on the same 4. Verify whether the interest has been received by verifying the Bank Pass Book
K. Audit of inventories
<ol style="list-style-type: none"> 1. Review the inventory valuation report and ensure that valuation has been carried out in accordance with the principles prescribed 2. Review the physical verification reports and ensure that physical verification procedures are adequate and discrepancies, noticed during physical verification of inventories has been duly considered 3. Ensure that inventories have been disclosed in accordance with the requirements laid down in the rules 4. Perform the following analytical review procedures to ensure that inventories have been adequately disclosed and presented in the financial statement: <ol style="list-style-type: none"> a) Reconciliation of quantities of opening stock purchases and closing stock b) Comparison of closing quantities and amount with those of the previous year 5. Comparison of actual stock, purchase figure with the corresponding budgeted figures
L. Audit of Receivables
<ol style="list-style-type: none"> 1. Check the balances shown in Schedule of Current assets with the balances in the ledger accounts and examine the differences ,if any 2. Carry out scrutiny of major accounts and ensure that no unusual/irrelevant transaction has been recorded in the accounts 3. Examine the schedule of receivables along with the Demand Collection and Balance(DCB) statements and pay special attention to the following points: <ol style="list-style-type: none"> a) Age of the receivables has been properly determined b) Aging schedule also shows the amount which are not overdue c) Transfer from one account to another account has been properly evidenced d) Whether adequate provision for doubtful debts has been made e) Review the terms and conditions of the loan agreement and ensure that the parties/employees are complying with the terms and conditions in respect of repayment, interest payment, etc. f) Ensure that adequate provision has been made against the non-recoverable advances/loans 4. Perform the following analytical review procedures: <ol style="list-style-type: none"> a) Comparison of closing balance of receivables, loans and advances with the corresponding figures of the previous year b) Comparison of the relationship between current year receivables and the current year income with the corresponding figures of previous year
<ol style="list-style-type: none"> c) Comparison of actual closing balances of receivables, loans and advances with the corresponding budgeted figures ,if available d) Comparison of current year aging schedule with the corresponding figure of the previous year
5. Ensure that debtors, loans and advances have been disclosed properly in the financial statement in accordance with the rules

M. Sundry Debtors (for petrol / diesel supplied on credit) – relevant only to Sabarimala transactions
<ol style="list-style-type: none"> 1. Check the receipts of Sastha Fuels, Sabarimala with the indents obtained from various state government departments and the Register of Indents maintained 2. Check the total of the separate pages allotted for different departments 3. Check the receipt of dues relating to the cost of fuel given to the departments and see whether the balances stuck is correct 4. Verify from the files whether steps have been taken to realize such dues timely from the concerned departments 5. Observe laxity if any and fix the responsibility

53.27. Audit of Liabilities

53.27.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. ▪ All requisite records not produced to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

53.27.2. Audit Procedures – Liabilities

A. Opening Balance
The credit balances and other Office Account balances are checked through local verification at various offices:
<ol style="list-style-type: none"> 1. Check whether the closing balance for the previous year has been reckoned as the opening balance for the year 2. Observe if there are differences
B. Audit of funds - Surplus Fund
<ol style="list-style-type: none"> 1. Check whether the closing balance for the previous year has been reckoned as the opening balance for the year in the Cash Book maintained by the Devaswom Commissioner 2. Observe if there are differences 3. Check whether accrued interest is transferred to the main account of the Devaswom Accounts Officer 4. Verify whether the expenditure incurred from the Surplus Fund based on the sanction of the Board by cross verifying with the files in the Devaswom Commissioner Office and Board Office 5. Ensure that the expenditure is met with in the Budget limit for the year and whether there is any violation of existing rules
C. General Fund
<ol style="list-style-type: none"> 1. Check the Register of Fixed Deposits to ensure the accuracy 2. Verify whether the total of the above is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Devaswom Accounts Office 3. If defective, observe on the same 4. Verify whether the interest has been received by verifying the bank Pass Book

D. Establishment and Temple Employees' Pension Fund	
1.	Check the Registers of Establishment and Temple Employees' Pension Fund to ensure the accuracy
2.	Verify whether the total of the above is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Devaswom Accounts Office.
3.	If defective, observe on the same
4.	Verify whether the interest has been received by verifying the bank Pass Book
E. Establishment and Temple Employees' Provident Fund	
1.	Check the Registers of Establishment and Temple Employees' Provident Fund to ensure the accuracy
2.	Verify whether the total of the above is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Devaswom Accounts Office
3.	If defective, observe on the same
4.	Verify whether the interest has been received by verifying the bank Pass Book
5.	Verify the entries in the individual Provident Fund Account Register with the bills for credit and withdrawal for loans/final withdrawals
6.	Check whether credit slips have been issued to the employees for the year.
F. Temple Employees' Welfare Fund	
1.	Check the Register of Temple Employees' Welfare Fund to ensure the accuracy
2.	Verify whether the total of the above is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Devaswom Accounts Office
3.	If defective, observe on the same
4.	Verify whether the interest has been received by verifying the Bank Pass Book
5.	Check whether Travancore Devaswom Board's contribution for employees' welfare has been credited to this account by verifying the Bank Pass Book
G. Endowment Fund (Annadanam) – Ambalapuzha, Kshethra Kalapeedom Fund, School Fund, CBSE Education Fund, College Fund-Parumala, Sasthamcottah, Keezhoor	
1.	Check the Registers related to the above to ensure the accuracy
2.	Verify whether the total of the above is reckoned as the figure in the Annual Accounts in the Cash Book maintained by the Devaswom Accounts Office
3.	If defective, observe on the same
4.	Verify whether the interest has been received by verifying the Bank Pass Book
H. Provident Fund Payable	
1.	Check the disbursement of final withdrawal/loan/advance with the Cash Book, Bank Pass Book and Provident Fund Ledger for individual subscribers
I. Caution Deposit, Deposit from Teachers – Education Institutions	
1.	Verify the recordings in the Caution Deposit Register regarding the payment
2.	Check whether the original receipts have been obtained and preserved
3.	Check the Cash Book and Bank Pass Book
J. Sundry Creditors	
1.	Scrutinize the creditor ledger/parties account and examine the unusual/irrelevant entries if any, recorded in the accounts
2.	Ensure that all significant accrual such as pay roll, invoices received from creditors/suppliers, interest etc., has been made
3.	Compare the last year accrual with the current year and ensure that more recurring item has been omitted
4.	Ensure that old liabilities have been followed up or adjusted.

5. Check the major expenditure accounts such as salaries, electricity etc., and ensure that expenditure has been booked for the entire twelve months and adequate provision made in the Books of Accounts

53.28. Procedures to be followed after audit process

Audit notes of each institution to be issued immediately after Audit. Two months' time shall be allowed to the Heads of offices to furnish replies to the audit notes. Based on satisfactory explanation, the objections can be considered for closing. The remaining objections have to be carried over to the Audit Report to be submitted before the Hon'ble High Court of Kerala. The 1st part of the report shall include detailed description about major malpractices. The II part includes objections on which action can be taken and dropped after taking effective follow up action by the Board office. Part III contains the objection statements which mainly include data about the non- production of records to Audit and minor objections/disallowances. Follow up action and further examination can be done according as the requisite records are furnished to Audit.

53.28.1. Follow up action on the Audit Reports

The Hon'ble High Court on receipt of the Audit Report starts its examination. On receipt of replies from the Board authorities, even though only partly, the Hon'ble Court transfers it to the Hon'ble Ombudsman for Travancore and Cochin Devaswom Boards for detailed evaluation. Audit then has to submit Further Remarks on the replies furnished by the Board. It is the Deputy Secretary, High Court Audit Wing of the Board office who prepares the replies on behalf of the Board and the Secretary submits such replies.

The Hon'ble Ombudsman hears the Deputy Secretary or representatives of the Board and consults representative of the Audit Wing and submits his recommendations before the Hon'ble High court. The Hon'ble Court thereupon takes decisions on merit and thus the Audit Reports get closed para by para.

53.29. Sabarimala Master Plan & Infrastructure Fund

A comprehensive Master Plan has been prepared in the context of facility and devotee management at Sabarimala. The Master Plan, which has been approved by the Travancore Devaswom Board, Government of Kerala and the Hon'ble Supreme Court, envisages phased and planned development of Sabarimala and feeder towns in short, medium and long term perspectives. Harmonising development needs and ecological sustainability is the challenge which the Master Plan has addressed. This vision has been translated in to number of projects for implementation. Required funds are to be mobilised by way of donation as well as by sponsorship of specific projects.

53.29.1. Constitution and Management

The Sabarimala Master Plan Infrastructure Fund was registered as a Trust on 25-09-2009; Justice Arijit Pasayat, retired Judge, Supreme Court of India and Sri. T.K.A. Nair, Advisor to the Hon'ble Prime Minister are the Patrons of the Trust. The following are the trustees on the Board:

1. President, Travancore Devaswom Board- Chairman board of Trustees
2. Mr.K.Jayakumar, IAS (Retd Chief Secretary, Government of Kerala)
3. Member, Travancore Devaswom Board
4. Member, Travancore Devaswom Board
5. Commissioner, Travancore Devaswom Board - Secretary, Board of Trustees
6. 6 to 11: Dignitaries

The meetings of the Trust Board shall be convened by the Devaswom Commissioner in his capacity as the Secretary of the Trust Board. Rules of procedure regarding the conduct of business of the Trust Board meetings have not been formulated so far.

53.29.2. *Facilities proposed to be provided*

The following facilities are to be extended to donors and sponsors as per the schemes:

Rupees 1,00,00,001 and more		Duration
i.	Rent free accommodation for five days in a year excluding four days preceding Mandala Pooja and Makaravilaku	For ten years
ii.	Facilities for convenient Darshan	
iii.	Prasadam Kit inclusive of two cans (250 ml. each) of Aravana and two packets of Appam	
Rupees 50,00,001 to Rs.1,00,00,000		Duration
i.	Rent free accommodation for four days in a year excluding four days preceding Mandala Pooja and Makaravilaku	For ten years
ii.	Facilities for convenient Darshan	
iii.	Prasadam Kit inclusive of two cans (250 ml. each) of Aravana and two packets of Appam	
Rupees 25,00,001 to Rs.50,00,000		Duration
i.	Rent free accommodation for three days in a year excluding four days preceding Mandala Pooja and Makaravilaku	For five years
ii.	Facilities for convenient Darshan	
iii.	Prasadam Kit inclusive of two cans (250 ml. each) of Aravana and two packets of Appam	
Rupees 5,00,001 to Rs.25,00,000		Duration
i.	Rent free accommodation for two days in a year excluding four days preceding Mandala Pooja and Makaravilaku	For five years
ii.	Facilities for convenient Darshan	
iii.	Prasadam Kit inclusive of two cans (250 ml. each) of Aravana and two packets of Appam	
Rupees 3,00,001 to Rs.5,00,000		Duration
i.	Rent free accommodation for one day in a year excluding four days preceding Mandala Pooja and Makaravilaku	For three years
ii.	Facilities for convenient Darshan	
iii.	Prasadam Kit inclusive of two cans (250 ml. each) of Aravana and two packets of Appam	
Rupees 50,00 to Rs.3,00,000		Duration
i.	Facilities for convenient Darshan	For two years
ii.	Prasadam Kit inclusive of two cans (250 ml. each) of Aravana and two packets of Appam	

The privileges will be extended to a nominee in the case of Firms, Companies & Joint Donors/ Sponsors. Individual Donors/Sponsors can also make use of the nomination facility. The name of the Donor/Sponsor who contribute for a project as a whole will be exhibited at a conspicuous place. In addition, the Donors/Sponsors of 25 Lakhs and above will be given one locket embossed with the image of Lord Ayyappa issued by the Travancore Devaswom Board.

53.29.3. *Manner of Auditing*

The accounts of the Trust Board shall be subject to audit annually. Annual Audit Report shall be submitted before the Hon'ble High Court of Kerala and copy given to the Secretary of the committee. Such audit Report is to be issued after receipt of the annual accounts of the Trust Board, including the observations on the transactions in relation to the annual grants received from the Government for specified purposes.

53.29.4. *Accounting Policies and Records*

The Trust Board shall keep regular accounts of all receipts and disbursements, including the Government grants. Double Entry System of Accounting is being followed at Sabarimala Master Plan Infrastructure Fund Trust Board.

53.29.5. *Accounting Records*

Following are the accounting records maintained at Sabarimala Master Plan Infrastructure Fund Trust Board:

1. Cash/Cheque Receipt Book
2. Cash Book
3. Vouchers for Cash/Cheque Payments
4. Bill Copy Register
5. Acquittance Roll
6. Register of Fixed Deposits
7. Advance Register
8. Maramath Register

53.29.6. *Sources of Income & Expenditure*

53.29.6.1. *Income for Fund*

1. Grants received from the Government of Kerala
2. Voluntary contributions of devotees
3. Interest received from investments of Fixed Deposits
4. Miscellaneous income

53.29.6.2. *Expenditure from Fund*

1. Employees' Expenses (including Salary and allowances)
2. Administration Expenses
3. Public Works Expenses
4. Miscellaneous expenses

53.30. Audit Procedures (related to Master Plan) – Devaswom Commissioner Office

53.30.1. Minutes Books and other records

The Secretary, Sabarimala Master Plan (Devaswom Commissioner) is responsible for maintenance of the Minutes Books and other statutory records which need to be examined by the auditors as part of the audit of Sabarimala Master Plan.

53.30.2. Risks and Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the Rules ▪ Improper / non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Non-detection of recurring and non-recurring leakage of revenue

53.30.3. Audit Procedures- Verification of Minutes and Other Records

A. Audit Steps/Procedures
<ol style="list-style-type: none"> 1 Verify the Minutes Book and ensure that Minutes are properly authenticated. 2 Sanction audit of Trust Board Resolutions and Proceedings with reference to the rules and regulations in force. 3 Scrutiny of the files related to Public Works regarding the accord of administrative sanction by the Trust Board in relation to the sanctioned budget estimates for the year. 4 The establishment claims of the staff attached to the Trust Board office including the TA Bills, Stationery purchase, log books, etc.

53.30.4. Audit of Income

53.30.4.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper / non-maintenance of essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position ▪ MIS-stated revenue position

53.30.4.2. Audit Procedures – Income

A. Income from State Government Grant
<ol style="list-style-type: none"> 1. Verify the Government orders for amount of grant sanctioned and the conditions contained therein. 2. Peruse the file to assess timely utilization of funds and furnishing of utilization certificate to the Government. 3. Verify the file relating to the subject to know whether delay occurred in procurement 4. If delay in procurement is noticed, the reason therefor may be evaluated 5. In case of inordinate delay, observe thus pointing out the loss by way of interest and fix the

liability
B. Audit of Receipts (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Verify whether the total of each item of receipts shown in the annual accounts tally with the corresponding figures in the Ledger accounts. 2. Ensure that interest from all Bank accounts have been taken into consideration. 3. Ascertain whether the valuation of Assets have been done in full and total arrived, and the methodology adopted for appreciation/depreciation satisfies/match the market fluctuations.
C. Sale/disposal of investments and deposits
<p>Check the cases of disposal of investments/deposits and ensure the following aspects:</p> <ol style="list-style-type: none"> 1. Approval of SMP Trust has been obtained: 2. Sale proceeds have been credited to the bank account timely 3. Appropriate entry to book the sale and resulting profit/loss has been passed in the books of account 4. Ensure that at the beginning of the year or the period as decided by the competent authority, a list is prepared for the investments/deposits maturing during the year and timely steps are taken for redemption and collection of proceeds 5. Check the details of investment/deposit sold and ensure that the investments have not been sold below the cost of acquisition. If so, ask for the reason and basis of the decision
D. Income on Interest from Fixed Deposits
<ol style="list-style-type: none"> 1. Total the interest received from the Fixed Deposit Registers and Bank Pass Books 2. Ensure that the figure arrival tallies with the Annual Account figures 3. In case differences noticed observe the same
E. Other Income
<ol style="list-style-type: none"> 1. Check the receipts with the Cash Book 2. Ensure remittance from the Bank Pass Book 3. If difference is noticed, observe thus and fix the liability
F. Bank Reconciliation (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Ensure that all the procedures prescribed in the rules with regard to bank Reconciliation are followed 2. Examine that the bank reconciliation has been regularly carried out as per schedule for all the banks and there is no unreasonable time lag in reconciliation of bank accounts 3. Enquire whether the format for bank reconciliation has been standardized and provides all the relevant information about the reconciliation items 4. Check the following two aspects as appearing in the bank reconciliation statement, with subsequent realization or payments appearing in the bank pass book <ol style="list-style-type: none"> a. Cheques issued but not appeared as paid by Banker and b. Cheques/amounts deposited but not credited in the bank statement 5. Verify whether all debits and credits made by the bank have been duly identified and accounted for 6. Examine whether there is any undue delay in realization of cheques deposited in the Bank 7. Take explanations about the old outstanding items and ensure reasonable follow up has been done to nullify the same 8. Verify that Bank reconciliation statement has been prepared by the cashier or accountant who is supposed to prepare the cash book 9. Ascertain that there are no stale cheques appearing in the bank reconciliation Statements and have been timely transferred to 'stale cheque account 10. Ensure that issue of stale cheques are carried out only after obtaining approval from competent authority

11. Examine and ensure that stale cheques are transferred to miscellaneous income after expiry of three years from the date of transfer to the liability for stale cheques account
12. Ensure that the bank reconciliation for withdrawal and collection accounts are timely received from the units
G. Audit of donation receipts
<ol style="list-style-type: none"> 1. Verify whether all cash donation receipts received are entered in the Cash Book from where they are deposited into the bank and total the cash collection for the day and trace it to the Cash Book. Since remittances have to be done at periodical intervals, the bank chalang to be traced on the corresponding dates. 2. While checking the revenue cash book, do the following: <ol style="list-style-type: none"> a. Total the entries for each day and continue this to the date of remittance. The chalan of remittance shall also be subjected to verification. b. Verify the entry in bank pass book for the remittance to ensure it is correctly deposited c. Until remittance to the bank, cash has to be stored in safe deposit box under the custody of designated authority, check if this being done or not d. Do a surprise verification of cash and ensure that cash as per verification matches with the balance shown in cash book. Seek clarifications for difference (if any) by issuing audit enquiry. 3. Check whether donation is received in cash or kind 4. If the donation is received in kind and if any asset is received, check whether it is capitalized and suitable entries passed in the fixed assets register. On the other hand, if donations are received in cash verify with donation register and cashbook/bankbook 5. Similarly, in case donations are meant for any specific purpose, ensure that the money and income therefrom is utilised for the specified purpose. 6. Check whether the donation is corpus donation or not. If donations are corpus donations ensure that it is duly credited to proper account head and its utilisation is as per the specific donation received from the donor.

53.30.5. *Audit of Expenditure*

53.30.5.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit ▪ Unauthorised/unapproved expenditure ▪ Procedures for procurement may not have been adhered to 	<ul style="list-style-type: none"> ▪ Excess/Unauthorised expenditure ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

The audit checks prescribed in Chapter 49 shall be adopted in order to facilitate proper checking of employees' expenses, travelling expenses, administrative expenses, and contingent expenses.

53.31. Issue of Audit Report

Commencement, Compilation and issue of Audit Report related to Sabarimala Master Plan and further follow up action.

Immediately after the close of each financial year or within a reasonable time thereafter, the Devaswom Commissioner, Travancore Devaswom Board in his capacity as a Secretary of the Sabarimala Master Plan Committee shall forward the Annual Accounts of SMP to KSAD. On receipt of the Annual Accounts, KSAD shall commence the Audit of Accounts of the Fund. In case there is delay in furnishing the Annual Accounts the KSAD can demand Annual Accounts from the Devaswom Commissioner.

After the Audit is completed, the Audit Report for the year shall be compiled and submitted before the Hon'ble High Court of Kerala. The further follow up action on the Audit Report are the same as that of other Audit Reports of the Travancore Devaswom Board.

Appendix E. - Glossary

Anamath Register	The Register shows the opening cash balance, daily cash receipts, cash expenses and the balance cash in hand.
Annuity	When lands belonging to the Devaswoms are surrendered the Government Annuity will be sanctioned to the Devaswoms, after assessing the annual pattam due to the land, etc.
Auction Diary	It is prepared at the time of auctions conducted. This shows the highest bidders and the amounts of auction collected and remitted, etc.
Classified Abstract	This is the statement showing all collections and expenditure incurred and classified under different heads of accounts in a financial year.
Current Account Register	This is a register maintained in the Group Office for entering the details of remittances and payments.
Kakkur Fund	The transactions related to Kakkur Estate of the Board is termed Kakkur Fund.
Kanikka, Mahazar and Kanika Kudam Registers	Kanika is hundi collections and the details of opening, closing and sealing of each hundi is recorded in the Kanika Kudam Register. A Mahazar Book in a bound volume with pages machine numbered is maintained in every Sub Group whenever a Vanchi is opened. This should be prepared by the Chief Devaswom Officer present not below the rank of Assistant/Deputy Devaswom Commissioner detailing the collections received as Nadavaravu
Muthalkoottu	The receipts and expenditure on account of Vazhipadus will be kept out of the Devaswom Fund Account except that the Devaswom Fund's share (Muthalkoottu) will be credited to the revenue
Pathivu	This is the Register detailing the scale of expenditure, the number of existing posts etc in respect of each Devaswom. The Pathivu Register details the quantity of items for each 'Pooja' and other rituals in the Devaswom such as 'Nithyanithanam', 'Masavishesham', 'Attavishesham', Utsavam (Annual Festival), etc. which includes expenses for 'Akathepadithram' and 'Purathepadithram'. The nomenclature reveals the nature of the above rituals.
Plus and Minus Statement	When valuables, Bharanipathrams, Pattuparivattoms and mattinam articles transferred or disposed of from a Devaswom, minus statement in the prescribed form has to be sent to the Devaswom Commissioner. So also when any articles received in the Devaswom are included in D.F Form No. 4 and number assigned, plus statement has to be forwarded to the Devaswom Commissioner.
Surplus Fund	As per Section 26(1) of the Hindu Religious Institutions Act XV of 1950, the entire unspent balance of each year or such portion of it, as may be determined by the Devaswom Board, shall be added on to the Devaswom Surplus Fund and the fund shall be administered subject to the direction and control of the Board, by the Devaswom Commissioner.
Temples/ Devaswoms/ Sub Groups	Temples/ Devaswoms are under the direct control of the Group Assistant Devaswom Commissioners and these form the Sub Groups, the basic unit of functioning.

Incorporated (Scheduled) Devaswoms	The names of temples which existed at the time of the formulation of the Act have been included in a schedule and attached to the Act. These are Incorporated/ Scheduled Devaswoms.
Unincorporated/ Personal Deposit Devaswoms	Devaswoms which were included after the enactment of Act are termed unincorporated/ PD Devaswoms. Separate accounts have to be maintained for each such Devaswom and income generated has to be spent there only.
General Ledger Account	This register reveals the total collection / expenditure for each day in respect of all items of receipts and expenditure of the Board. Since progressive total is also arrived at the total receipt or expenditure on a single item for any day can be known by at a glance.
Devaswom Fund Forms (DFF)	Forms and registers in use in Travancore Devaswom Board are termed Devaswom Fund Forms. The registers are termed as DFF. DFF 1 is the receipt for accepting income in cash. A several forms are numbered from DFF1 onwards. The audit check required for each DFF are detailed in various paragraphs.
Kuthaka Register	This is the register for recording the amount involved in the collection through auction of items. The Kuthaka (Auction) amount is recorded and the remittance details are incorporated. In some cases, auction amounts are remitted in instalments. When the remittance gets delayed, penal interest is realised. This is recovered along with the corpus/ instalment amount. All these details are incorporated in the Kuthaka register.

54. Audit of Guruvayur Devaswom

54.1. Constitution and Background

The Sree Krishna Temple at Guruvayur is a very ancient temple of unique importance which owns extensive properties and endowments and in which millions of devotees from all over India are reposing their faith and belief. For the administration, control and management of the temple, its properties and endowments, The Guruvayur Devaswom Act 1978 was published under notification No.3068-Leg(A)1/78/Law dated 19/03/1978 and after receiving the assent of Hon'ble President of India on 18/03/1978. The Act (Act 14 of 1978) came into force from 29.11.1977.

The keezhedam temples under the jurisdiction of Guruvayur Devaswom are the following:

- 1 Thalakkottukkkara Siva Temple, Kunnankulam, Thrissur Dist.
- 2 Anjoor Ayyappan Kavu, Mundoor, Thrissur Dist.
- 3 Manganchira Mahavishnu Temple, Annakara, Thrissur Dist.
- 4 Narayanankulangara Bhagavathy Temple, Mammiyoor, Thrissur Dist.
- 5 Thamarayoor Sreedharmasastha Sreekandapuram Vishnu Temple, Thrissur Dist.
- 6 Punnathoor Vishnu-Siva-Bhagavathy Temples, Punnathoor, Thrissur Dist.
- 7 Kaveedu Karthyayani Temple, Kaveedu, Thrissur Dist.
- 8 Nenmini Balarama Ayyappa Temples, Thrissur Dist.
- 9 Vermanoor Siva Temple, Kunisseri, Palakkadu Dist.
- 10 Poonthanam Sreemahavishnu Temple, Perinthalmanna, Malappuram Dist.

The temple owns an Elephant Sanctuary at Punnathur Kotta, Museum, Book Stall, Melpathoor Auditorium, Medical Centre, Ayurveda Hospital, Institute of Mural Painting, Educational Institutions, Vrindavan Estate, Gokulam Gosala, Kaveedu Gokulam, Spiritual Education Centre, Panchajanyam and Kausthubham Rest Houses, Poonthanam Auditorium, Vedha Patasala, Krishnanattam Kalanilayam etc., and publishes monthly magazine 'Bhakthapriya'.

Concurrent Audit is required to be carried out by the Director, KSAD as per the provisions in section 23(3) of The Guruvayur Devaswom Act, 1978 and Rule 17 of The Guruvayur Devaswom Rules, 1980.

54.2. Composition of the Guruvayur Devaswom Managing Committee

The administration, control and management of the Devaswom is vested with the Guruvayur Devaswom Managing Committee which shall be a body corporate and shall have perpetual succession and a common seal and shall by the said name sue and be sued through the Administrator. The Committee shall consist of the following members:

1. Zamorin Raja
2. The Karanavan for the time being of the Mallisseri illam at Guruvayur
3. The Thanthri of the temple, ex-officio
4. A representative of the employees of the Devaswom nominated by the Hindus among the Council of Ministers
5. Not more than five persons, of whom one shall be a member of a Scheduled Caste, nominated by the Hindus among the Council of Ministers from among persons having interest in the Temple.

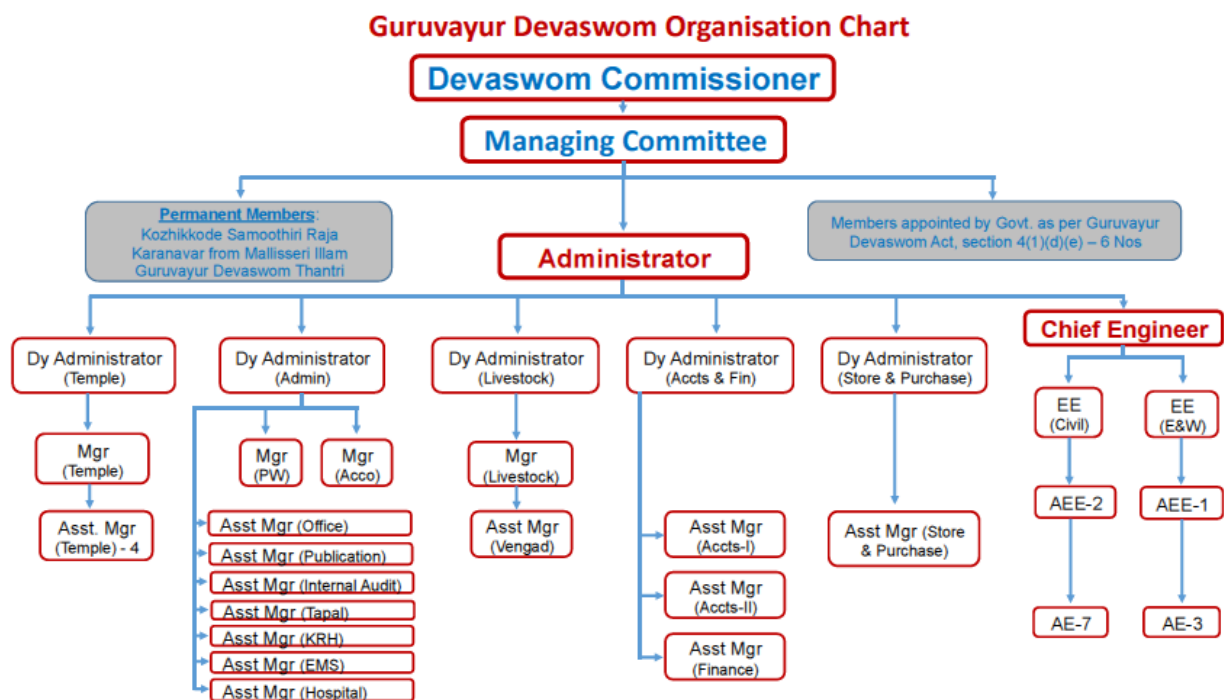
A member nominated as (4) and (5) above shall hold office for a period of two years from the date of his / her nomination and shall be eligible for re-nomination. The Committee shall, at its first meeting, elect one of its members as its Chairman.

The duties vested with the Committee are:

1. Subject to the custom and usage in the temple, arrange for rites and ceremonies in the temple and its subordinate temples attached thereto in accordance with the dittam or scale of expenditure fixed for the temple and the subordinate temples.
2. To provide facilities for part of performance of worship by the worshippers.
3. To ensure safe custody of the funds, valuable securities and jewellery and preservation and management of the properties vested in the temple.
4. To ensure maintenance of order and discipline and proper hygienic conditions in the temple and the subordinate temples attached thereto and a proper standard of cleanliness and purity in the offerings made therein.
5. To ensure that the funds of the Endowments of the temple are spent according to the wishes so far as may be known of the donors.
6. To make provision for payment of suitable emoluments to the salaried staff of the Devaswom.
7. To do all such things as may be incidental and conducive to the efficient management of the affairs of the Devaswom and the convenience of the worshippers.

54.3. Administrative Management

1. The Administrator shall be the Secretary to the Committee and its Chief Executive Officer and shall subject to the control of the Committee, have powers to carry out its decisions in accordance with the provisions of Guruvayur Devaswom Act.
2. The Administrator shall arrange for the proper collection of offerings made in the Temple.
3. The Administrator shall have power to incur expenditure not exceeding five thousand rupees to meet unforeseen contingencies during the interval between two meetings of the Committee.
4. The Administrator is assisted by five Deputy Administrators for:
 - a) DA- Administration
 - b) DA- Finance & Accounts
 - c) DA- Stores & Purchase
 - d) DA- Temple
 - e) DA- Livestock



54.4. Manner of Auditing

KSAD is required to carry out concurrent Audit of the Guruvayur Devaswom and related Institutions under it as envisaged in Section 23(3) of Guruvayur Devaswom Act, 1978 and Rule 17 of Guruvayur Devaswom Rules 1980. The receipts and the expenditure vouchers and related records are subjected to check on a daily basis initially. Receipts, expenditure and allied records are verified concurrently and the findings intimated as audit observations to Devaswom authorities. On receipt of the annual accounts, receipts and expenditure records and annual accounts are traced. Replies on the audit observations received from the Devaswom are evaluated and remaining objections are consolidated and submitted as Audit Report to be issued to the Guruvayur Devaswom Commissioner as per section 26 of the Guruvayur Devaswom Act, 1978. Further action on the Audit Report has to be taken by the Guruvayur Devaswom Commissioner.

54.5. Accounting Policies and Records

1. The Managing Committee shall keep regular accounts of all receipts and disbursements.
2. The Managing Committee may, from time to time, submit to the Commissioner proposals for fixing the dittam or scale of expenditure in the Devaswom, and the amounts which should be allotted to the various objects connected with the Devaswom or the proportions in which the income or other property of the Devaswom may be applied to such objects.

54.5.1. Accounting Policies

Conventional System of accounting is being followed in Guruvayur Devaswom including the related institutions. Collections are partially computerised. Accounting rules have not been formulated in Guruvayur Devaswom.

54.5.2. Accounting Records at Guruvayur Devaswom

Main Office and Other Institutions	
Main Office	
1.	Ledger
2.	Cash Book
3.	Receipt Books
4.	Investment register
5.	Money Order Register
6.	Online Receipts
7.	Intimation Register
8.	Purchasing Fee Registers & Receipts
9.	Auction Registers
10.	Annuity Register
11.	Cheque & Draft Register
12.	Single & Double Lock Register
13.	Inventory Register
14.	Assortment Register
15.	Pay Bill register
16.	Acquittance Register
17.	Register of Sale Proceeds of usufructs
18.	Bhandaram Assortment Register
19.	Register of Advance Recoverable

20. Expenditure Register of Temple 21. Register of service books 22. Attendance register 23. Increment register 24. Personal loan register 25. Register of tenders 26. Agreement register 27. Measurement Book 28. Accommodation Register 29. Bhandaram Mahazar 30. Log Book 31. Land Register 32. Tree Register 33. Furniture Register 34. Stock Register of printed receipt books for Vazhipadu and valuable offerings-face value tickets. Counterfoil receipts and carbon copy receipts, computer receipts stock Register. 35. Stock Register for Kalabham ingredients 36. Sandalwood Stock Register
<u>Educational Institutions</u>
1. Tuition fee Register 2. Bus fee Register 3. Development fee Register 4. Cash Book
<u>Rest Houses</u>
1. Rent Register 2. Room issue Register 3. Room war Register 4. Accommodation Register
<u>Health Centres</u>
1. Stock Register of Receipt Book 2. Collection Register 3. OP Ticket Register 4. Medicine Stock Register
<u>Publication</u>
1. Stock Register of Books and Periodicals 2. Daily Collection Register
<u>Live Stock</u>
1. Nominal Register (Elephant) 2. Livestock (Jeevadhanam) Register 3. Elephant Hire Register 4. Cattle Fodder Register
<u>Other Institutions</u>
1. Stock Register of Library Books 2. Library Register 3. Issue Register of Library Books to members

Guruvayur Temple
<ol style="list-style-type: none"> 1. Main Vazhipadu Register 2. Nithyatha Vazhipadu Register 3. Pandam Pathram Register 4. Prasad Oottu Estimate, Acquittance 5. Advance Vazhipadu Register and Ledger 6. Register for Grain Stock 7. Dittam Register (Standard Expenditure Register) 8. Register of Endowments 9. Stock register of printed receipt books for vazhipadus and valuable offerings-face value tickets, counterfoil receipts and carbon copy receipts. 10. Computer receipts Stock Register 11. Vahana Pooja Collection Register, Sub Vazhipadu Register 12. Gold Lockets, Silver Lockets Stock Register 13. Gold Lockets, Silver Lockets Sales Register 14. Thulabharam Varavu Register,(materials), Thulabharam Daily Collection Register, Gopuram Varavu Register, Auction Register 15. Expenditure Register of Temple (Chuttuvilakku, Udayasthamana Pooja, etc.) 16. Expenditure Register of Endowments 17. Temple Diary, Chuttuvilakku Booking Register- C8, Udhayasthamana Pooja Register- A7 18. Daily Collection Register(DCR) 19. Stock Register of Plastic Containers 20. Stock Register of Carry Bags 21. Chuttuvilakku-Oil Issue Register 22. Register of Malar & Pazham 23. Register of Venna 24. Stock Register of Sugar 25. Stock Register of Saffron 26. Acquittance Register A,B,C,D and E 27. Uralpura Account Book 28. Uralpura Acquittance 29. Unangalary Stock Register 30. Unangalary Expenditure Register 31. Puzhukkallary Stock Register 32. Pazham Register 33. Kalabham Register 34. Kalavara Register 35. Stock Register of Kalabham ingredients 36. Sandalwood Stock Register 37. Chandanapanam Acquittance 38. Advance Vazhipadu Register & Ledgers
Keezhedam Temples
<ol style="list-style-type: none"> 1. Receipt Books 2. Temple Vazhipadu Register 3. Dittam Register (Standard Expenditure Register) 4. Stock register of printed receipt books for vazhipadus and valuable offerings, counterfoil receipts and carbon copy receipts. 5. Daily Collection Register(DCR) 6. Kalavara Register 7. Register for Grain Stock

8. Pandam Pathram Register
9. Nadavaravu register
10. Attendance register
11. Sandal wood stock register

54.6. Sources of Income & Expenditure for GD

54.6.1. Income at Main Office

1. Sale of movable and immovable properties
2. Voluntary contributions of devotees
3. Interest on investments
4. Miscellaneous income
5. UGC aid received / maintenance Grant
6. Endowment fund
7. Annuity
8. Rent of Shop rooms and other buildings
9. Comfort Station
10. Pay and use toilets
11. Clock rooms and chappal counters
12. Parking fees
13. Electricity, water and other service charges.

54.6.2. Income from Temples

1. Donations (including Annadanam)
2. Nadavaravu
3. Vazhipadu
4. Bhandaram Varavu
5. Valuables, Ornaments/gold, silver, brass, bronze, etc.
6. Marriage receipts
7. Tulabharam
8. Archana ticket sales
9. Sale of prasadam
10. Receipt from auction of coconuts, dress, etc.
11. Auction revenue of stalls
12. Miscellaneous income
13. Advance receipts

54.6.3. Income from Educational Institutions

1. Tuition Fees
2. Bus Fees
3. Development Fee
4. Fine for Belated Fee Remittance
5. Registration fee
6. Miscellaneous income

54.6.4. Income from Rest Houses

1. Income from rent
2. Income from additional rent
3. Advance

4. Others

54.6.5. *Income from Health Centres*

1. Consultation fee
2. Medicines
3. Others

54.6.6. *Income from Publications*

1. Sale of books
2. Sale of magazines
3. Revenue from advertisement
4. Others

54.6.7. *Income from Live Stock*

1. Entry fee at Punnathur Kotta
2. Elephant hire charges
3. Parking fee
4. Others

54.6.8. *Income from Other Sources*

1. Kalanilayam Varavu
2. Library
3. Mural Paintings

54.6.9. *Expenditure at main office*

1. Employees' Expenses (including Salary, Allowances, Pension and other Pensionary benefits)
2. Administration Expenses
3. Kalyanamandapam
4. Maramath Expenses
5. Miscellaneous expenses
6. Repairs & Maintenance of Vehicles

54.6.10. *Expenditure for Temples*

1. Temple Expenses (including utsavam, other rituals – monthly viseshams, etc.)
2. Employees' Expenses (including Salary and allowances)
3. Administration Expenses
4. Miscellaneous expenses

54.6.11. *Expenditure for Educational Institutions*

1. Employees' Expenses (including Salary and allowances, pension and other pensionary benefits and wages)
2. Administration Expenses
3. Educational Institution Expenses
4. Repairs & Maintenance of buildings
5. University Inspection Fee

6. Miscellaneous expenses

54.6.12. *Expenditure for Rest Houses*

1. Salary
2. Electricity, water and other recurring charges
3. Repair and maintenance
4. Printing and stationery
5. Statutory payments to competent authorities
6. Maintenance of office equipments
7. Others

54.6.13. *Expenditure for Health Centres*

1. Salary
2. Electricity, water and other recurring charges
3. Repair and maintenance
4. Printing and stationery
5. Statutory payments to competent authorities
6. Purchase of medicines
7. Maintenance of equipments
8. Vehicle maintenance
9. Others

54.6.14. *Expenditure for Publications*

1. Salary
2. Electricity, water and other recurring charges
3. Repair and maintenance
4. Printing and stationery
5. Postage expenses
6. Purchase of books
7. Maintenance of office equipments
8. Statutory payments to competent authorities
9. Purchase of printing materials
10. Vehicle maintenance
11. Others

54.6.15. *Expenditure for Live Stock*

1. Salary and allowances
2. Administration expenses
3. Fodder charges
4. Insurance charges
5. Cleaning and waste disposal
6. Medicines procurement for livestock
7. Electricity, Water and other recurring charges
8. Printing and stationery

54.6.16. *Expenditure for Other Institutions*

1. Kalanilayam
2. Vadyavidyalayam
3. Mural Painting Institution
4. Library
5. Vedapadasala

6. Poonthanam Illam
7. Melpathur Illam

54.7. Audit Procedures –Managing Committee Office

All the administrative powers are vested with the Managing Committee office and the policy decisions are made here. The following Audit Programme/Procedures are recommended.

54.7.1. Risks and Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Deviation from the Act and Rules ▪ Improper /non-maintenance of essential basic records ▪ Non-production of records to Audit 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Non-detection of recurring loss

54.7.2. Audit of Minutes Books and other records

The Secretary, GD Managing Committee (Administrator) is responsible for maintenance of the Minutes Books and other statutory records which need to be examined by the auditors as part of the audit of GD.

54.7.3. Audit Procedures- Verification of Minutes and Other Records

Audit Steps/Procedures
<ol style="list-style-type: none"> 1 Verify the Minutes Book and ensure that Minutes are properly authenticated. 2 Sanction audit of the Managing Committee Resolutions and Proceedings with reference to the rules and regulations in force. 3 Verify whether the Managing Committee communications are sent promptly for timely implementation. 4 Scrutiny of the files at the Maramath works wing regarding the accord of administrative sanction by the Managing Committee for public works in relation to the sanctioned budget estimates for the year. 5 The accounting of receipts and expenditure to be examined with reference to Cash Book, Bank Pass Book, Ledger, Journal, reconciliation statement etc.

54.8. Verification of Budget Estimates

<ol style="list-style-type: none"> 1. Verify supporting documents for the Estimates related to Expenses and Receipts 2. Verify the basis of giving estimated Receipts and Payments 3. Verify each line-item of the Receipts and Payments against the supporting documents to check the basis of estimation 4. Identify instances where supporting documents for estimation are not available and report as an observation 5. Verify each Budget line-item with the expense incurred 6. Verify the basis for estimating Budget line-item with the supporting documents, and identify variations 7. Identify delays in submission of Budgets, if any 8. Document the reasons for such delays 9. See if the Budget is being submitted in the prescribed format, following the prescribed methodology/guideline
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| 10. Verify whether the major and minor Heads of Expense are correctly classified in accordance with prescribed Guidelines |
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54.9. Audit Procedures for Health

The Guruvayur Devaswom manages Medical Centre as well as Ayurvedic Hospital. The Audit checks are detailed below.

54.9.1. Audit Procedures

Selection for vendor for procurement of medicines and medical equipments
<ol style="list-style-type: none"> 1. Verify whether a tender document with standard terms and conditions has been approved by the competent authority and floated to the bidders. 2. Verify whether tender has been published in the newspaper as per the procurement rules. 3. Check newspaper cuttings. 4. Verify that tenders have been received in sealed envelopes and whether such envelopes have been retained or not. 5. Verify whether quality testing of medicines has been done only from the Government approved labs. 6. Verify whether all bidders bidding for the Technical bid without depositing the Security/ Earnest Money Deposit have been rejected. 7. Verify whether all bids received after the deadline for submission of bids have been rejected. 8. Verify whether a comparative analysis of the bidders is done on technical as well as financial grounds and documented. 9. Verify whether the comparative analysis of bidders and its result is recommended by procurement committee and the approved by the competent authority.

54.9.1.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Absence of transparency in the process of selection of vendors for procurement of medicines and medical equipments ▪ Selection of ineligible vendors. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Partiality in selection process

54.9.2. Audit Procedures

Procurement of medicines: special mechanism to ensure reasonability of rate
<ol style="list-style-type: none"> 1. Verify that all the medicines are purchased as per the Essential Drug List. 2. Verify whether all the purchases during the audit period are approved by the Purchase Committee. 3. Verify whether there are cases of excessive procurement as compared to demands received. 4. Verify if medicines are being purchased at reasonable price and there is a mechanism to ensure reasonability of rates.

54.9.2.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Procurement of medicine not done as per demand/ requirement. ▪ Procurement of medicines from vendors not approved by WHO/ central government/ state government. etc. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Partiality in selection process

54.9.3. Audit Procedures

Procurement of medical equipments
<ol style="list-style-type: none"> 1. Verify whether medical equipments are obtained from the government approved vendors only.

2. Verify whether equipments are purchased only after doing an analysis of whether adequate manpower is available to operate the equipments.
3. Carry out an analysis of medical equipments which have been procured but not yet installed/ brought to use, report long delays.

54.9.3.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Purchase of substandard equipments ▪ Unutilized budget. ▪ Blockage of funds due to delay in installation of equipments ▪ Procurement of equipment without adequate demand/ requirement. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Maladministration

54.9.4. Audit Procedures

Control over receipt and storage of drugs/ medicines/ equipments
<ol style="list-style-type: none"> 1. Take an appropriate sample of documents for receipt of medicines during the audit period. 2. Verify whether complete and detailed records are maintained for receipts of each batch of medicines. 3. Obtain stock register for the audit period and verify if for its completeness and accuracy. 4. Compare the receipt date (Stock register) of medicines vis-à-vis their expiry date (Month wise expiry date register) to check that expired medicines/ medicines nearing expiry date are not procured. 5. Verify whether all medicines at the time of their receipt fall within 6 months of its manufacturing date. 6. Verify specification of equipments vis-à-vis specification as per purchase order.

54.9.4.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Absence of batch wise record can lead to expiry of medicines as it cannot be issued on a FIFO basis. ▪ Receipt of medicine without quality inspection. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problems

54.9.5. Audit Procedures

Control over issue of medicines and medical equipments from stores to Health Centres/ Hospitals
Verify whether the details of medicines issued as per the Stock register tally with the details entered in the Issue Slips.

54.9.5.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Unauthorized issue of medicine. ▪ Issue of medicines without valid prescription. ▪ Issue of expired medicines. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problems

54.9.6. Audit Procedures

Control over issue of medicines by Hospitals
<ol style="list-style-type: none"> 1. Compare the above mentioned registers to check that there are no cases of duplicate procurement of medicines. 2. Verify whether a stock register is maintained at the dispensary of recording issue of medicines to patients and is duly updated.

3. Compare the date of issue of medicines and the date of expiry of medicine to check that expired medicines are not issued to patients.
4. Verify that all issues to patients are backed by a Doctor's prescription/ voucher/ demand.
5. Verify whether there is a system in place of issuing Schedule-H drugs only on receipt of a prescription given by a Registered Medical Practitioner.
6. Conduct a Physical Verification of stock available in the store vis-à-vis stock as per Stock register.
7. Carry out a reconciliation between medicines prescribed by the doctor vis-à-vis medicines issued as per stock register, on a simple basis.
8. Carry out a reconciliation of medicines received by the Health Center, issued to patients (check from the register maintained by Dispensary) & balance in hand.
9. Carry out a physical verification of medicines lying in stores as per closing stock of stock register. Report shortage/ excess if any.

54.9.6.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Issue of medicine without doctor's prescription. ▪ Issue of expired medicines. ▪ Incorrect updation of stock register. ▪ Non updation of stock register. ▪ Risk of siphoning of government medicine to private seller. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Corruption

54.9.7. Audit Procedures

Availability of Medicines
<ol style="list-style-type: none"> 1. Verify the plan and process in place at the department to timely replenish the medicines. 2. Verify the process of availability of stock of medicines.

54.9.7.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Unavailability of medicines at Health Centers. ▪ Lack of adequate facility in medical health camps. 	<ul style="list-style-type: none"> ▪ Loss of revenue

54.9.8. Audit Procedures

Control over Expired medicines/ drugs
<ol style="list-style-type: none"> 1. Verify whether a register is maintained for recording details of medicines/ drugs which are about to expire in the forthcoming months. 2. Verify whether adequate process is in place to dispose of all Expired medicines/ drugs so that they are not issued to patients. 3. Verify the receipt date of expired medicines to find out whether such medicines/ drugs were expired even at the time of their receipt or they got expired lying in the Health Centres because of an inadequate process of issue of medicines. 4. Conduct a Physical Verification of medicines lying in Dispensary, report in case expired medicines/ drugs are found and report any shortages/ damages found.

54.9.8.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Issue of expired medicines/ drugs. ▪ Non disposal of expired medicines/ drugs. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problem

54.9.9. *Audit Procedures*

Adequacy of Medical Infrastructure	
<ol style="list-style-type: none"> 1. Obtain the records of all major and minor equipments available in the Hospital/ Health Centres. 2. Obtain a copy of physical verification report conducted by respective department on an annual basis. 3. Verify whether emergency services have been established. 	

54.9.9.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Inadequate Infrastructure despite fund availability. ▪ Delay in completion of construction projects leading to escalation of costs. 	<ul style="list-style-type: none"> ▪ Loss of revenue

54.9.10. *Audit Procedures*

Control over custody of Receipts Books, etc.
<ol style="list-style-type: none"> 1. Verify whether a copy/ counterfoil of receipt issued/ register of cash collected from patients for X-ray, Tests, OPD, etc. are duly filed and maintained by the Hospital staff as per norms. 2. Verify that registration charge has been collected from all the patients. 3. Verify controls over blank receipt books (Form-385). 4. Verify whether blank receipt books are kept in lock and key and can only be accessed by authorised official only. 5. Verify whether Serial Order control is available on blank receipt books. 6. Verify whether the records of number of blank receipt books available at the Hospital at any given point of time is prepared and is up to date. 7. Verify whether adequate handover procedures is in place with respect to issue of blank receipt books.

54.9.10.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Unauthorized billings ▪ Misappropriation of funds. 	<ul style="list-style-type: none"> ▪ Loss of revenue

54.9.11. *Audit Procedures*

Control around billing and collections
<ol style="list-style-type: none"> 1. Carryout a reconciliation between bills received from vendors and stock register. 2. Carryout a reconciliation between bills received from vendors and payments released to them. 3. Verify physically available stock and stock as per stock register on a sample basis. 4. Verify that all the vendor bills are stamped mentioning stock/ equipment received. 5. Check that payments are released only for items actually received and not for the items rejected on account of quality issues. 6. Check that payment is released to the correct vendor from whom items have been procured. 7. Compare the rate charged to the vendors (for procurements of medicines and medical equipments) as per the invoice with rates approved. 8. Verify whether all the vouchers are defaced as 'Paid and Cancelled'. 9. Verify whether all vouchers are backed by receiving record, purchase order copy, etc. 10. Verify that cash book is updated accordingly on receipt and disbursement of funds to vendors.

54.9.11.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Risk of incorrect billing. ▪ Incorrect pricing. ▪ Mismatch in actual and book records. ▪ Potential risk of fraud. ▪ Risk of equipment/ medicine being physically available but not updated in stock/ equipment register. 	<ul style="list-style-type: none"> ▪ Loss of revenue

54.9.12. Audit Procedures

Awareness about Bio Medical Waste Management
<ol style="list-style-type: none"> 1. Obtain details of the items of waste generated in the Health Care facilities coming into the waste stream. 2. Verify whether the waste generated is segregated into sub categories like metals, dressings, bags, etc. 3. Verify whether the waste generated is segregated into bags and bins. 4. Verify whether contractor for disposing off waste is selected after approval from competent authority. 5. Verify whether contractor has a valid license from pollution control board for disposing off Bio medical waste. 6. Verify whether the bins and containers used for waste collection are placed at proper points to ensure optimum utilization. 7. Verify that waste is sent for disposal on a regular basis. 8. Verify that a register is maintained for all types of waste generated. 9. Verify that register is updated on a regular basis as to quantity and kind of waste generated and disposed-off. 10. Verify whether protective gears have been provided to the sweepers and the sweepers have been educated to wear the protective gears while handling the waste.

54.9.12.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non segregation of general and infectious waste. ▪ Non segregation of recyclable and non-recyclable waste. ▪ Shortage of sweepers and inadequate bins and containers for disposal of bio medical waste. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problems

54.9.13. Audit Procedures

Management
<ol style="list-style-type: none"> 1. A comparative analysis regarding revenue collection for last three years should be made. 2. A separate register should be maintained for all the receipts (other than government grants and users charges). Name of the donor and purpose of donations should be recorded in the register. Committee should ensure that amount is sent for the same purpose as desired by the donor. 3. All expenditure by committee should be in line with Procurement rules and Financial Handbook. 4. All expenditure should be done in line with head wise budget. 5. Verify after obtaining relevant records, whether : <ol style="list-style-type: none"> (a) Amount is spent only to enhance quality of medical facilities. (b) Modern medical equipments should be available to general public. (c) Availability of vehicle for emergency and accidents. (d) Availability of laboratories and trained laboratory technicians. (e) Availability of medicines and nutritious food for all the patients. (f) Accommodation and other facilities for attendants of patients. (g) Hygienic condition of wards and hospital premises.

(h)Monitoring of central and state government schemes.
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54.9.13.1. Risks & Implications

Risks	Implications
▪ Non-compliance with the guidelines set for medical committees.	▪ Social problems

54.10. Veterinary

54.10.1. Audit Procedures

Procurement of Medicines, Vaccines, etc., for Animals - Purchase of Medicines, etc.
<ol style="list-style-type: none"> 1. Verify whether all the purchases are made as per the provisions. 2. Verify whether all purchases are made within the limits of the approved budget. 3. Understand the process of Indenting of medicines, vaccines, gauzes. Dressing material, surgical equipments, etc. 4. Obtain the details of indents raised and medicines purchased during the audit period. 5. Verify whether the basis/ rationale for indenting a particular quantity of medicines is available on the indents. 6. Verify whether the indents prepared for procurement of medicines are approved by competent authority and whether the Competent Authority has reviewed the rationale/ justification behind indenting a particular quantity of medicines. 7. Check that the procurement of medicines is as per the actual requirement obtain reasons for any excessive purchases. 8. Verify whether any unexplained and unjustified purchase of medicines and veterinary equipment is done. 9. Verify whether all purchases are authorized by competent authority. 10. Obtain a list of equipments valuing more than Rs. 1 Lakh procured during the audit period. 11. Verify whether all such purchases of equipments are approved by the competent authority. 12. Obtain details of any emergency procurements made during the audit period. 13. Obtain reasons for making emergency purchases. 14. Verify whether the emergency purchases were approved by competent authority.

54.10.1.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Unapproved procurement of medicines. ▪ Purchase of medicines more than indented quantity. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Social problems

54.10.2. Audit Procedures

Quality Inspection of Medicines, etc. at the time of receipt
<ol style="list-style-type: none"> 1. Verify whether there is a mechanism for carrying out a quality inspection of the medicines, etc., procured at the time of their receipt. 2. Verify that atleast 10% random sample is selected from the procured medicines and tested at a laboratory for its quality. 3. Obtain documentation authenticating quality inspection done at the time of each receipt. 4. Verify whether the quantity and specifications of medicines etc. is compared with the quantity and specifications as per the Purchase Order. 5. Verify whether the quality documents are signed by the competent quality inspector authorised to carry out the quality inspection. 6. Obtain details of penalty charged during the audit period. 7. Obtain details of any vendors blacklisted during the audit period. 8. Verify whether there are cases of the quality specifications of medicines procured not being as per the standard specifications.

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| 9. Verify that in case the medicines procured from a particular vendors is found to be fake then the expenditure incurred on getting the tests done, has been recovered from the vendor supplying such fake medicines. |
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54.10.2.1. Risks & Implications

Risks	Implications
▪ Purchase of medicines which do not meet the quality requirements.	▪ Social problems

54.10.3. Audit Procedures

Vendor Selection
<ol style="list-style-type: none"> 1. Verify whether sealed bids have been invited from approved vendors only. 2. Verify whether technical and financial bids have been received in separate sealed envelopes. 3. Verify whether the sealed bids were opened at the designated time and place and in presence of the designated officers. 4. Verify whether samples were called and verified before selection of vendor. 5. Verify that procurement has not been done from any black listed vendor or a vendor who had supplied fake medicines in the past. 6. Verify whether the medicines, etc. have been procured from the vendor who is technically capable and has quoted the minimum rate.

54.10.3.1. Risks & Implications

Risks	Implications
▪ Bias in Vendor Selection leading to possibility of missing out better suppliers/ deals.	▪ Loss of revenue

54.10.4. Audit Procedures

Establishment of Veterinary Hospitals
Verify whether the hospitals are adequately staffed and have adequate supply of medicines and other medical equipments.

54.10.4.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Unavailability of adequate number of Veterinary Hospitals ▪ Unavailability of adequate medicines, vaccines and other medical equipments at hospitals. 	<ul style="list-style-type: none"> ▪ Cruelty to animals. ▪ Social problems

54.10.5. Audit Procedures

Training Program
<ol style="list-style-type: none"> 1. Verify whether there was a provision for Training Expenditure in the Budget for Veterinary Department. 2. If yes, verify whether any plan was made to incur the training expenditure and if any calendar was prepared to carry out Training sessions during the year. 3. Obtain records containing details of trainings conducted during the audit period. 4. Verify whether adequate training is provided to Doctors and Nurses with respect to medicines, vaccines, drugs, surgical equipments, diseases and symptoms of frequent diseases in animals, etc. 5. Verify whether training has been imparted to the veterinary staff for immunization of animals against diseases like Foot and mouth disease, Haemorrhagic septicaemia, Anthrax, Blakhk quarter,

Peste des petits ruminants, Enterotoxaemia, Sheep and goat pox, Swine fever, Ranikhet diseases, Marek's and duck plague.

54.10.5.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Lack of training can lead to stagnation in skill sets leading to inefficiencies and sub optimal utilization of resources. 	<ul style="list-style-type: none"> ▪ Deficiency in animal welfare

54.11. Audit Procedures for Public Works

Sanction of the Devaswom Commissioner is mandatory for any work for which the estimated amount exceeds a specified sum, which is stipulated from time to time. At present, the ceiling is Rs.5 Lakh for each contract. Detailed audit checks on Public Works are included in Chapter 49.

54.12. Audit of Income

54.12.1. Risks & Implications

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper /non-maintenance of essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

54.12.2. Accounting Procedures being followed

A conventional system is being followed in the accounting procedures of Guruvayur Devaswom. This involves the following risks in the matter of the related income.

1. Direct appropriation of money towards expenditure.
2. Want of clarity on the accounting of advance receipts in the absence of adequate supporting records.
3. Unadjusted advances towards corresponding receipt heads at the end of accounting period.
4. Issue of receipts on the date of occurrence of the event for which collection is accounted earlier as 'advance', for which no cash in hand can be seen on the date of occurrence even though there is issue of receipts.

54.12.3. Procedure for detailed checks

A. Main Office
<ol style="list-style-type: none"> 1. Verify the receipts related to the electricity and water charges pertaining to the shops rented out and various departments with the remittance of chalans with Register of receipts and Bank Scroll. 2. Verify whether all collections are routed through 'Shroffchitta'. 3. Verify the correctness of the cash vouchers based on which payment is made. 4. Ensure that all such vouchers are recorded in 'Shroffchitta'. 5. Examine the Register of Online Vazhipadu receipt and ensure the correctness of credit. 6. Trace the Money Order coupons and Register of Money Orders. 7. Verify whether the cheques and drafts received are entered in the Register of cheques/drafts and sent to the bank.

B. Temple

1. Verify whether all the Vazhipadu receipts have been accounted in the Main Vazhipadu Register of the Temple.
2. Verify whether 'Kooru' has been disbursed through the Acquittance register to the beneficiaries after obtaining proper acknowledgement.
3. Verify whether the balance amount has been accounted in the Daily Collection Register (DCR) and remitted to Bank by tracing the Bank Pass Book.
4. Verify the approved Kooru table and ascertain whether the disbursement has been made in accordance with the same
5. Verify whether the contractor has been paid only the stipulated percentage of the total collection related to Thulabharam for the day. In verifying the Cash book Audit has to see that all collections as per Vazhipadu Register and Advance Register are correctly brought the Cash book and Periodical check of the entries in the Cash Book are made by the Administrator.
6. Verify whether the amount received by sale of Gold and Silver lockets, Book Stall proceeds are remitted to Bank.
7. Verify whether Plastic Dubba and Carry Bags are purchased through tenders and entered in the Main Stock Register before issuing to the Devaswom Counter. Ensure this by examining the Main Stock Register and Counter Stock Register.
8. Verify whether the daily purchase and distribution of oil purchased through tenders for the lighting of East and West Deepasthambam (Vazhipadu), chuttuvilakku have been entered in the Register for distribution of oil for Chuttuvilakku and the closing balance arrived at each day.
9. Verify the Register related to distribution of Pooja materials / ingredients (for instance malar, plantain and butter, etc.) by 'pathukkaar' with Main Vazhipadu Register
10. Verify whether the quantity of paddy purchased through tender for temple purposes entered in the Devaswom Stock Register.
11. Ensure the paddy distributed to the hereditary employees of uralpura from 21 Families entered in the Uralpura Stock Register, the amount of paddy issued to Uralpura entered in the Rice Stock Register, Allowance disbursed to the Uralpura employees through Acquittance Register, Paddy Stock Register and the entries of the Expenditure and Stock Registers of Rice
12. Verify whether the rice purchased through tender and the rice received by Vazhipadu entered in the Stock Register of Rice and the quantity of rice for 'Prasad Oottu' deducted from the stock every day.
13. Verify whether the balance of items received in kind as vazhipadu at Gopuram and Sopanam after the use in the Devaswoms are auctioned after entry in the Auction Register and the correctness of the proceeds ensured.
14. Examine the expenses related to prasada oottu, lakhu bhakshanam, rathri bakshanam, chuttuvilakku-expenditure, etc., with reference to the rates fixed for these items at the beginning of month, Expenditure Register and Acquittance Register.
15. Check whether prescribed amount has been collected and entered at the time of booking of 'Chuttuvilakku' and the balance amount at the time of Vazhipadu remitted and entered in the Advance Receipt Register and transferred to C 8 Register.
16. Verify whether the details of devotees who booked Udayastamana Pooja and the remitted amount have been entered in the A 7 register.
17. In verifying the register of endowments and endowment ledger, see that:
 - Interest not more than that fixed by the GD from time to time. Amount is debited in the ledger towards performance of vazhipadu
 - relevant ticket number and date are entered in the ledger when the ticket for performance of the vazhipadu is issued
 - no expenditure has been incurred in excess of the income earned by the endowment during the period
 - In case, the amount for the ritual exceeds the interest admissible, see whether the balance amount has been obtained from the devotee.
 - ascertain whether the ritual has been conducted on the due date. In case of omissions to carry out the endowment purposes, suitable objections shall be raised regarding the mismanagement of the Devaswom fund

18. Verify the 1 to 10 volumes of registers for identifying the expenditure of endowments.
19. In the matter of verification of receipt of Paddy and Rice, Audit has to verify:
 - The correctness of credit of Rice of all Paddy issued at the prescribed conversion rate.
 - Paddy received and Rice taken credit for all items of Vazhipadu for which paddy is offered in kind (Nivedhyam), Nithya Vazhipadu, Viseshal Vazhipadu, etc.
 - Paddy received as offering as other than for Vazhipadu is brought to account and Rice credited in the Kalavara Register.
 - The expenditure of Rice for vazhipadu, occasional and annual festivals etc. are supported by specific orders and is as per approved Thanchilavu pattika.
 - The Stock Register is monthly and annually verified and certified to by the Temple Manager
20. Verify the Register detailing the total number of Bhandarams and their installed places including the Keezhedamtemples.
21. Verify the Register of Assortment of Bhandaram, Cash Book, Bank Pass Book and Fixed Deposits, Gold, Silver and other valuable kinds along with the Bhandaram Counting Mahazar, Single Lock Register and Double Lock Register etc.
22. Verify whether the Bhandaram are opened in the manner prescribed in the scheme.
23. Verify whether the temporary Bhandaram installed on special occasions are opened as soon as the festival occasion closes.
24. Verify whether the contents of the Bhandaram are sorted and recorded in the Bhandaram Assortment Register and attested in presence of witnesses.
25. Verify whether the cash obtained from the Bhandaram is duly credited in the Cash Book after issuing miscellaneous receipt therefor.
26. Verify whether the valuables are taken into stock in the Inventory Register.
27. Verify whether prompt steps are taken for the disposal of soiled notes, outdated coins etc
28. Verify the Cash Book and Pass Book to ascertain the clearance of the Demand Drafts, Cheque and Foreign Currency along with the Bhandaram Counting Register and Bhandaram assortment Register.
29. Verify whether articles received as offering in Sopanam other than Gold and valuables in a day till Ucha Pooja are entered in the sopanam Vazhipad Register first by Koyma duly attested by the Temple Manager and the entered in the Auction Register and auctioned.
30. Check the Auction of 'Vilakku' from the Stock Register, receipts, Auction List and Register of Collection to be verified with the Cash Book and Bank scroll.
31. Verify whether the receipts in the Keezhedam Temples are remitted in the Devaswom Bank everyday after entering in the Daily Collection Register and the chalans retained in the Guruvayur Devaswom. See whether all vazhipadus are entered in the Register of vazhipadu, prescribed rate of Vazhipadu and 'Kooru' of employees as per the time to time renewal by the Guruvayur Managing committee along with the Stock Register of Receipts, Register of vazhipadus, Acquittance roll of 'Kooru', chalans of remittance and the bank Scroll.
32. Examine the correctness of amount received for 'Vahanapooja' (Vehicle Pooja) with the main vazhipadu register.
33. Examine the Main Stock Register of Gold and Silver Locket under the custody of Deputy Administrator of Temple and ensure the correctness in the Issue Register, Register of Sale of lockets by the Devaswom Superintendent, chalans of remittance and bank Scroll.
34. Verify the correctness of the Register of Advance booking of Pooja/Vazhipadu.
35. Check the Temple Diary for examining the details of Pooja done on a daily basis by advance booking.
36. Verify the Personal Stock Register of computer receipts maintained by counter clerks and main stock register of computer receipts kept under the custody of the Temple Superintendent.
37. Verify the stock particulars of receipts in the Devaswom Purchase Department issued to the Temple Stock Register.
38. Examine the Devaswom Purchase Department Stock Register with the Main Stock Register maintained by the Temple Superintendent and also the Stock Register of Receipts kept by the Temple employees to ensure the correctness of the transactions.
39. Verify whether proportionate quantity of Kalabham has been received for Saffron as per the entries in the Main Stock Register and Stock Register of Kalabham.

40. Check whether the issue of chandanam, Pachakarpoooram, panineer purchased by Devaswom through tender are accounted in the Main Stock Register at the time of issue to Keezhsanthi
41. Verify the Register for Receipt for Thulabharam and ensure the correctness of income with the Main Vazhipadu Register.
42. Obtain the print out of the Daily Collection from the Computer and verify the following:
 - Disbursement of Kooru to the hereditary beneficiaries through the Acquittance roll.
 - Ensure the accounting of the balance amount in the Cash Book.
 - Trace the entry to the Bank Pass Book/Scroll.
43. In cases of amounts received in advance for Vazhipadu like Udayasthamana Pooja, Chuttuvilaku Theliyikal, Chuttambalam, East & West Deepasthambam theliyikkal for subsequent days ensure the following:
 - That the entire amount has been accounted in the cash Book and remitted to the Bank by perusal of the Bank Pass Book/scroll.
 - Check whether the disbursement of Kooru and the related expenses of the ritual has been incurred only after that date.
 - Verify the correctness of the amount to the different Temple Acquittance from Vazhipadu Register and estimates of Viseshal Vazhipadu.
 - Verify the supply of articles from the Koyima's account.
 - Verify the correctness of expenditure of oil with reference to Viseshal Vazhipadu in the Vazhipadu Register and Koyima's account.
 - Ensure that servicing charges is disbursed only for the days when there is no Viseshal Vazhipadu by devotees.
44. In respect of Ultsavam, verify whether the expenses are incurred as per the approved estimate.
45. Verify whether the payments in cash to Avakasam are in accordance with the estimate and Thanchilavu schedule.
46. Verify whether the remuneration to Vadhyams are as per Attendance Register maintained and other payments according to tender or quotation submitted and supply made.
47. Verify the Stock Register of sugar with Koyima's account and Vazhipadu Register.

C. Educational Institutions

Incorporated in Chapter 49

D. Rest Houses

- 1 Verify whether the Register of details of rooms in different Sathrams with details of room occupied by Devaswom for own purposes is maintained.
- 2 Verify the Room Issue Register, the amount collected including rent, additional rent, reservation charges, caution deposits etc.
- 3 Check the correctness of the total in the register and its daily credit.
- 4 Ensure that receipt books issued are entered in the Stock Register, Room-war Register regularly posted and caution money adjusted/refunded to the parties after realising loss if any.
- 5 Examine the following registers to ensure the income from Rest Houses -Kausthubham, Panchajanyam, Sreevalsam and Sreevalsam Annexe:
 - Stock Register of Receipts
 - Room Issue Register
 - Advance Booking Register
 - Advance Booking D.D. Register
 - Caution Deposit Register
 - Miscellaneous Register
- 6 Verify the Room-war Register, Chalans of remittance, Cash Book and Bank Scrolls to ensure the remittance.
- 7 Examine the shop rent related contract documents, Bye-Law, Agreements, Rent Collection Register, Cash Book, remittance chalans, Bank Scrolls etc.

8	Examine the Issue Register, Advance/D.D. Register, Cancellation Register, Cash Book, remittance chalans, Bank Scrolls etc. to ensure accuracy of the income from the Devaswom Auditorium.
E. Health Centres	
Check the collections in the Medical Centre by evaluating the fees prescribed by Devaswom, from time to time, from the Medical Centre Register of Receipt of Cash with the Chalan of remittance and the bank Scroll. Likewise, check the receipt of collection from Ambulances along with the Receipts, Collection Register, chalans of remittance with the Bank Scroll.	
F. Publications	
1	Verify the Stock Register of Books in the Book Stall, Sales Collection Register with remittance chalans, cash Book, etc.
2	Verify the Advance Booking Register of Bhakthapriya with Cash Book, DD/Cheque register and chalans of remittance in publication division
G. Live Stock	
1	Verify the proceeds of cattle and other animals offered as Vazhipadu.
2	Verify whether the 'Ekkam' received through Demand Drafts for amounts not below the rate prescribed by the Devaswom and entered in the Jeevadhanam Register and also the Movement Register with Bank Scroll (Indian Bank)
3	Verify whether the Livestock such as Bull, Cow, Calf, Horse, Elephant etc. are accounted in the Jeevadhanam (Livestock Receipts Register).
4	Verify whether the Livestock not required are auctioned at the earliest and proceeds credited to Temple Funds.
5	Verify whether the unsold Livestock are accounted in the Livestock account Register maintained by the Livestock Supervisor.
6	Verify the correctness of the hire charges of elephant/paraphernalia with reference to the rates prescribed by the Managing Committee, number of days/hours the services are utilised and also the entries in the Ana Ekkam Register.
7	Verify whether the fodder charges of elephant for the onward and return journeys and TA of Mahouts have also been realised.
8	Verify the Register of Aana Oottu with the Receipt book, Collection Register, Chalans of remittances, Cash Book and Bank Scroll.
9	Check the Collection Register of symbolic 'nadayiruthal' and examine whether the prescribed rate for elephant and cow has been entered in the Register of Collection. Verify with the receipt book, Cash Book and bank Scroll.
10	Examine the Register of collections related to the face value tickets for entrance to 'Punnathoorkotta' with the chalans of remittance, Cash Book and Bank Scroll.
11	Verify the Daily Print from the Electronic machine for collection of parking fees in the Punnathoorkotta and the chalans of remittance directly to the Bank, deposited in the Cash Counter with the Cash Book of Cash Counter, Cash Book of Devaswom and the Bank Scroll.
12	Ascertain the rates allowed for fodder for Livestock such as patta, hay, oil cake on tenders with respective files and verify the correctness of payment with reference to the stock received as per the registers of panampatta and cattle fodder.
13	Verify the issue rate of patta with reference to the Register of Anappattam and Register of issue of patta taking into account the period the elephant is not at the headquarters
H. Other Income	
1	Verify the applications for 'Puramkali of Krishnanattam', Register of 'Puramkali', Register of 'Acquaintance' ('Kalipanam'), chalans of remittance, Cash Book and Bank Scroll.
2	Verify the correctness of membership fee, fine, etc. collected through libraries.
3	Verify whether any amount is received through imparting training on Mural Paintings or its exhibition.

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| 4 | Verify the receipt of Membership Fees (fees prescribed by the Devaswom from time to time) and fine along with the Registers of Membership Fee and Fine in the Madagrandhasala. |
| 5 | Check the Stock Register of Books in the Madagrandhasala, Register of Book issue, Register of fine etc. Remittance chalan to be verified with the Cash Book and Bank Scroll. |

54.12.4. *Audit of Expenditure*

In addition to the audit checks prescribed in chapter 25 (pay fixation) and 49 (employees' expenses), verify the following also:

- Verify with the scale of expenditure prescribed in the Dittam
- Verify whether the standards of expenditure prescribed in the Dittam have been exceeded in respect of any expenditure related to temple. If excess noticed, observe on the same
- Verify the schedule of establishment and see that claims have not been preferred for post not included in the Dittam

54.13. *Annual Accounts Audit Procedures*

On receipt of the Annual accounts from the Managing Committee, verification process related to the accuracy of the Annual Accounts shall be commenced and the final Audit Report for the year issued at the earliest. The checks to be exercised are detailed here under.

54.13.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit ▪ Deviation from the prevailing Rules and Procedures ▪ Improper / non-maintenance of essential basic records 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time

54.13.2. *Audit Procedures – Receipts*

A. Audit of Receipts (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Verify whether the total of each item of receipts shown in the annual accounts tally with the corresponding figures in the Ledger accounts. 2. Ensure that interest from all Bank accounts have been taken into consideration. 3. The date of receipt of annual contribution from the State Government to be checked to identify whether there has been delay in procurement and if so file verified to identify the officials whose inaction caused the delay, thereby causing loss by way of interest to the Devaswom Funds. 4. Check with the D.C.B. of rent whether all dues have been recovered or proper and prompt steps taken for realization of arrears. 5. Ascertain whether the valuation of Assets have been done in full and total arrived, and the methodology adopted for appreciation/depreciation satisfies/match the market fluctuations.
B. Sale/disposal of investments and deposits
<p>Check the cases of disposal of investments/deposits and ensure the following aspects:</p> <ol style="list-style-type: none"> 1. Approval of Guruvayur Devaswom has been obtained 2. Sale proceeds have been credited to the bank account timely 3. Appropriate entry to book the sale and resulting profit/loss has been passed in the books of account

<ol style="list-style-type: none"> 4. Ensure that at the beginning of the year or the period as decided by the competent authority, a list is prepared for the investments/deposits maturing during the year and timely steps are taken for redemption and collection of proceeds 5. Check the details of investment/deposit sold and ensure that the investments have not been sold below the cost of acquisition. If so, ask for the reason and basis of the decision. 6. In case of sale of securities/mutual funds, ensure that the reasonable analysis is carried out in terms of existing and expected future valuation of the investment to maximize the return.
C. Income on Interest from investment of special funds
<ol style="list-style-type: none"> 1. Total the interest received from the Fixed Deposit Registers and Bank Pass Books 2. Ensure that the figure arrived at tallies with the Annual Account figures 3. In case differences noticed observe the same
D. Income from Rent of buildings, elephants, etc.
<ol style="list-style-type: none"> 1. Check the number of elephants, time schedule and programme of the elephants from the file for each half year. 2. Verify the Rent registers with the receipts issued 3. Check the file relating to rent and the agreements contained therein 4. See whether the actual dues have been collected promptly 5. Check whether interest have been realized in the cases of belated remittances 6. Verify from the file whether enhancement of rent have been effected with reference to the agreement 7. Check whether the amount collected has been accounted in the Cash Book 8. See whether the amount has been remitted as per the entries in the Bank Pass Book
E. Bank Reconciliation (as part of Annual Accounts Audit)
<ol style="list-style-type: none"> 1. Ensure that all the procedures prescribed in the rules with regard to bank Reconciliation are followed 2. Examine that the bank reconciliation has been regularly carried out as per schedule for all the banks and there is no unreasonable time lag in reconciliation of bank accounts 3. Enquire whether the format for bank reconciliation has been standardized and provides all the relevant information about the reconciliation items 4. Check the following two aspects as appearing in the bank reconciliation statement, with subsequent realization or payments appearing in the bank pass book <ul style="list-style-type: none"> ▪ Cheques issued but not appeared as paid by Banker and ▪ Cheques/amounts deposited but not credited in the bank statement 5. Verify whether all debits and credits made by the bank have been duly identified and accounted for 6. Examine whether there is any undue delay in realization of cheques deposited in the Bank 7. Take explanations about the old outstanding items and ensure reasonable follow up has been done to nullify the same 8. Verify that Bank reconciliation statement has been prepared by the cashier or accountant who is supposed to prepare the cash book 9. Ascertain that there are no stale cheques appearing in the bank reconciliation Statements and have been timely transferred to 'stale cheque account' 10. Ensure that issue of stale cheques are carried out only after taking approval from competent authority 11. Examine and ensure that stale cheques are transferred to miscellaneous income after expiry of three months from the date of transfer to the liability for stale cheques account 12. Ensure that the bank reconciliation for withdrawal and collection accounts are timely received from the units

54.13.3. *Audit of Expenditure*

54.13.3.1. *Risks & Implications*

Risks	Implications
<ul style="list-style-type: none"> ▪ Non-production of records to Audit. ▪ Deviation from the prevailing Rules and Procedures. ▪ Improper /non-maintenance of essential basic records. 	<ul style="list-style-type: none"> ▪ Loss of revenue ▪ Late realisation of revenue ▪ Lack of clarity of actual outstanding at any point in time ▪ Non-detection of the actual financial position

54.13.4. *Audit Procedures – Expenditure*

A. Debt Head (staff advances)
<ol style="list-style-type: none"> 1. Verify the entries in the Debt Head Register maintained by the Devaswom Accounts Officer with reference to the Chalans of remittance of loans and advances (repayment of House Building Advance, Scooter loans, etc.) 2. Total the entries in the register and ensure the accuracy 3. If defective, observe on the same
B. Audit of Cash and Bank
<ol style="list-style-type: none"> 1. Ensure that bank balances have been duly reconciled with book balances 2. Ensure that old or unusual reconciling items between bank balances and book balances have been reviewed and necessary adjustments have been made if required 3. Check that the bank balances have been duly confirmed by the bank 4. Carry out physical verification of cash and reconcile with the book balance 5. Ensure that time deposits, if any have been adequately disclosed 6. Ascertain that all cash and bank balances have been shown in accordance with the rules
C. Closing Balance
<ol style="list-style-type: none"> 1. Add the closing balances of all Bank accounts and ensure that this figure is shown as the closing balance in the Annual Accounts 2. If variation noticed the same has to be observed upon and Annual Accounts pointed out to be defective 3. Ensure that all details regarding the reconciliation of the Office account balance and Bank balance are available in the reconciliation statements 4. Ensure that their correctness.

54.14. *Audit of Assets and Liabilities*

The audit checks prescribed for Travancore Devaswom Board in chapter numbers 53.26 and 53.27 to the extent applicable shall be adopted in order to facilitate proper checking of these items.

54.15. *Audit of recurring charges*

Audit checks related to Establishment, T A, Administration, Contingency, e-Tendering, Provident Fund Accounts, Sanctions are incorporated in Chapter 49.

54.16. *Issue of audit report*

As per Section 24 of the Guruvayur Devaswom Act 1978, the Audit Report incorporating the observations of Audit has to be submitted to the Commissioner Guruvayur Devaswom. Follow-up action on the observations of audit have to be taken by The Commissioner.

Appendix F. - Glossary (Guruvayur Devaswom)

Dittam	This is the Register detailing the scale of expenditure, the number of existing posts etc in respect of each Devaswom. The Dittam Register details the quantity of items for each 'Pooja' and other rituals in the Devaswom such as 'Nithyanithanam', 'Masavishesham', 'Attavishesham', Utsavam (Annual Festival), etc. which includes expenses for 'Akathepadithram' and 'Purathepadithram'. The nomenclature reveals the nature of the above rituals
Auction Diary	It is prepared at the time of auctions conducted. This shows the highest bidders and the amounts of auction collected and remitted etc.
Bhandaram	Kanika is Bhandaram collections and the details of opening, closing and sealing of each bhandaram is recorded in the Bhandaram Register. Whenever a Bhandaram is opened, a Bhandaram Mahazar is prepared in the presence of Senior Officials
Muthalkoottu	The receipts and expenditure on account of Vazhipadus will be kept out of the Devaswom Fund Account except that the Devaswom Fund's share (Muthalkoottu) will be credited to the revenue
Thanthri	The decision of the Thanthri of the Temple of all religious, spiritual, ritual or ceremonial matters pertaining to Devaswom shall be final unless such decision violates any provision contained in any law for the time being in force
Shroffchitta	The income by way of receipts is accounted herein and the amounts due to Pathukar, suppliers and workers by way of cash are deducted and the balance struck. This balance is remitted the very first day. The disbursements are supported by receipts/ acquittance.