



FOURTEENTH KERALA LEGISLATIVE ASSEMBLY

COMMITTEE

ON

**PUBLIC UNDERTAKINGS
(2019-21)**

HUNDRED AND TWENTY NINTH REPORT

(Presented on 18.01.2021)

SECRETARIAT OF THE KERALA LEGISLATURE

THIRUVANANTHAPURAM

2021

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On

The action taken by Government on the Recommendations contained in the Ninety Ninth Report of the Committee on Public Undertakings (2008-11) relating to Kerala State Electricity Board, based on the Report of the Comptroller and Auditor General of India for the year ended on 31st March 2002 (Commercial)

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on the recommendation of the
Committee which has been accepted
by the Committee with remarks

COMMITTEE ON PUBLIC UNDERTAKINGS (2019-21)

COMPOSITION

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Members:

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Shri S.V. Unnikrishnan Nair, Secretary

Shri B. Reji, Joint Secretary

Shri A. Jafarkhan, Deputy Secretary

Smt. Reji D.O., Under Secretary

INTRODUCTION

I, the Chairman, Committee on Public Undertakings (2019-21) having been authorised by the Committee to present the Report on their behalf, present this Hundred and Twenty Ninth Report on the Action Taken by Government on the Recommendations contained in the Ninety Ninth Report of the Committee on Public Undertakings (2008-11) relating to Kerala State Electricity Board, based on the Report of the Comptroller and Auditor General of India for the year ended 31st March, 2002 (Commercial).

The Statement of Action Taken by the Government included in this Report was considered by the Committee constituted for the years (2014-2016) and (2019-2021).

This Report was considered and approved by the Committee at its meeting held on 15.01.2021.

The Committee place on record their appreciation for the assistance rendered to them by the Accountant General (Audit), Kerala, in the examination of the Action Taken Statements included in this Report.

Thiruvananthapuram,
15.01. 2021.

C. DIVAKARAN,
Chairman,
Committee on Public Undertakings.

REPORT

This Report deals with the action taken by Government on the recommendations contained in the Ninety Ninth report of the Committee on Public Undertakings (2008-11) relating to Kerala State Electricity Board based on the report of the the Comptroller and Auditor General of India for the year ended 31st March 2002(Commercial).

The Ninety Ninth Report of the Committee on Public Undertakings (2008-11) was presented to the House on 22nd February 2011.

The Report contained 14 recommendations and the Government furnished reply to all the recommendations.

The Committee (2014-2016) and (2019-11) considered and approved the replies received from Government at its meetings held on 9.9.2015 and 11.01.2021.

The Committee accepted the replies to the recommendations in Para Nos. 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 53, 54 & 55 without remarks. These recommendations and the replies furnished by the Government form Chapter I of this Report.

The Committee accepted the reply to the recommendation in Para No. 52 with remarks. This recommendation, the reply furnished by the Government and remarks of the Committee forms Chapter II of this Report.

CHAPTER - I

REPLIES FURNISHED BY THE GOVERNMENT OF THE RECOMMENDATIONS OF THE COMMITTEE WHICH HAVE BEEN ACCEPTED BY THE COMMITTEE WITHOUT REMARKS

Sl. No.	Para No.	Department Concerned	Conclusions/Recommendations	Action Taken by the Government
(1)	(2)	(3)	(4)	(5)
1	42	Power	The Committee finds that the Master Plan of Power System for cities, intended to strengthen the secondary transmission and distribution network in the 3 major cities, faced inordinate delay in completion. This delay due to lack of proper planning and monitoring led to heavy loss by way of interest on huge blocked up funds. In addition to that the Board was deprived of anticipated benefits by way of savings in energy. The Committee hence recommends that the Board should install computerised monitoring system to avoid such delay and to ensure timely execution of works in future.	The execution of targetted works in transmission wing is monitored quarterly at the Board level by the Chairman and Managing Director, K.S.E.B Ltd.. and on monthly basis by Director [Transmission & System Operation] so as to avoid delay in execution of works and also to overcome the bottle necks, if any in this regard. For the timely implementation of centrally sponsored projects K.S.E.Board has entrusted the works with special team with the intention of eliminating delay and monitoring the progress of works. APDRP Project was completed under APDRP Construction Divisions. KSEB is implementing another project RAPDRP which is also under the control and supervision of RAPDRP Construction Divisions in three city areas [Thiruvananthapuram, Kochi and Kozhikode] and concerned Electrical Divisions in 40 other town areas.

2. (	43.	Power	The Committee further recommends that a co-ordinated system should be evolved to overcome the difficulty of Board in getting permission/clearance, from authorities such as PWD, KWA, National Highway, Telecom Department and Local Authorities, for timely implementation of projects.	Board is having co-ordination committees like PTCC etc for arranging meetings at various levels with concerned departments/authorities for getting clearances in time. A co-ordinated system is functioning in the District level. District level committee, with Executive Engineer of requisition Department as convener and District Collector as Chairman to monitor the progress of works which need co-ordination of different Departments.
3	44	Power	Diversion of PFC funds, obtained for SCADA work, for the payment of salary of Board staff and consequent cancellation of SCADA Phase II work are viewed seriously by the Committee. The Committee points out that the diversion of fund and subsequent cancellation of Phase II work turned out the consultancy fee a futile expenditure.	In this regard it may kindly be noted that the circumstances which lead to the cancellation of phase II work had already been explained before the Committee during witness examination. Initially the master plan work was carried out without consultancy service up to 1991-92. Since the progress of the work was not satisfactory, World Bank insisted on appointment of consultant. Thus Board appointed M/s. SNC Shawinigan Inc Canada in 1993. As per the agreement with them, the consultancy fee has to be paid on contracting, for the whole project whether the work was executed or not. Hence though the 2 phase of SCADA was not done, since the consultancy report for phase 2nd was submitted the fee for which was charged had to be paid. It was due to the lack of funds and due to the severe financial crisis faced by Board during that period that the 2nd phase work could not be executed, and the loan from REC and PFC was

				utilized for other requirements of the Board. It may kindly be noted that even though the advice of the consultant was not utilized for the 2nd phase of the Master Plan works, the consultancy fee paid could not be treated as infructuous since the consultant's report was used for strategic planning of K.S.E.Board in other projects implemented in succeeding years.
4	45.	Power	The Committee suggests that such diversion of fund should not be made in future projects. It is also suggested that in places where overhead lines have been substituted by UG cables, the Board should consider the removal of OH lines, as part of city beautification.	The above recommendation of the Honourable COPU is noted for future guidance. Even though UG cables were laid as part of the Master Plan works, full back up facilities are not available to the cables and hence existing OH lines are being used as standby for supplying on emergency conditions and hence the OH lines can not be removed now. However, the ongoing Centrally Aided Project RAPDRP envisages additional provision for providing full back up facility to the existing UG cable alignments and hence by completion of the same (now scheduled for December 2015) the OH lines can be removed in most of the places as part of beautification. In some locations, route of UG cable and OH lines are different from the existing OH lines and in those areas OH lines are still essential and kept as standbys for feeding in emergency conditions and can not be removed till other back feeding arrangements are in place.

5	46.	Power	The Board should discontinue the system of making advance purchase of materials much ahead of even obtaining permission for work from the authorities concerned. Such hasty purchase of materials for schemes which still await permission, cannot be justified. KSEB should therefore be vigilant in future to avoid such advance purchase of materials.	In transmission wing, presently in respect of projects which have obtained administrative sanction from the appropriate authority, completion targets are fixed after land acquisition procedures and other formalities are completed. Only after that the requirement for materials are raised and procurement made through a purchase plan.
6	47.	Power	The Committee finds irregularities in the procurement of very costly sub-station equipments. The Board had imported sub-station equipments worth ₹ 26.46 crore in 1993 even before commencement of the construction of sub-station building which was proposed to be completed in 2002. The Board also made hasty purchase of UG cables worth ₹19.32 crore and transformers costing ₹ 3.80 crore even before finalisation of procurement plan and design for sub-station buildings. The whole materials costing ₹ 52.52 crore had been kept idle till March 2002. Thereupon the Board sustained as loss of (₹ 49.35 crore by way of interest accrued during the period on blockedup capital. Further due to non-installation of imported equipment an additional expenditure of ₹ 13.59 lakh was incurred for the repair of a failed unit. As the guarantee period had expired an additional	The target year of commissioning of GIS Substation Puthiyara was 1993. The procurement of materials was started without any delay and Board had imported some equipments in 1993 itself anticipating the completion of Sub Station (S/s) building works in 1993, the targeted year of completion. Hence it cannot be treated as a hasty purchase. The problem occurred is the delay in the construction of S/s building works. The purchases of some imported items were arranged based on the anticipation at starting the work in time. But unfortunately the work could not be commenced as planned due to unexpected reasons as detailed below: Delay in getting concurrence from Electrical Inspectorate for the finalized height of GIS building for maintaining statutory clearance. Delay in getting permission from Corporation of Calicut, PWD, Irrigation, Telecom etc., for cable laying. Laying Power Cable for this GIS S/s Puthiyara was the first introduced EHT Power

			cost or ₹1.82 crore was incurred for supervision and commissioning of sub-station. The Committee cannot find any justification on the haste that the Board had shown in the purchase of materials well in advance. It is a proven evidence of diverting public money to fulfil the need of some other vested interests. The Committee therefore recommends to fix liability on the officers responsible for the loss and to expedite procedure to retrieve the loss. The Committee aspires to avoid such haste in future to avoid heavy loss.	Cable laying work in this city and hence caused delay in completing the formalities with the Corporation of Calicut. Obtaining permission from various authorities was beyond the control of officials of K SE Board and hence responsibility of KSEB officials in this matter may be reconsidered. The concept of Gas Insulated Switchgear [GIS] Substation was totally new to officials of KSEB. Hence there was delay in finalizing the design of the Substation Building and statutory clearances in each floor has to be obtained. Thus the project got delayed. This cannot be attributed as failure on the part of any official, but these are the teething troubles while doing a totally new conceptual project. The Board is now planning the procurement of materials in synchronization with the progress of work in the field to avoid the long storage of costly equipments.
7.	48.	Power	The Committee views seriously the Board's lapse in finding a solution to the fault in designing GI Sub-station building at Puthiyara. Had the Board made a sincere effort to sort out the problem, the delay in making alterations to GIS equipment could have been avoided. The Committee recommends that such lapse and consequent delay should be avoided in future so that loss on account of	Gas Insulated Switchgear (GIS) substation was introduced first time in KSEB at Puthiyara. So during the execution stage many problems were faced, The design of the GIS building at Puthiyara was finalized by KSEB after conducting discussions with Electrical Inspectorate, Manufacturers etc. Even though it took more time for the GIS Building Design and delay on the work of GIS Puthiyara this design was adopted

		cost escalation could be got rid of.	and utilized in other 4 GIS Substations which resulted in considerable saving of time to K.S.E.Board for commissioning of other GIS Substation. For avoiding inordinate delay in carrying out new projects co-ordination meetings are convened with various authorities for timely implementation of new projects such as GIS, APDRP. RAPDRP, RGVV etc.
8	49. Power	With regard to laying of 66 kV cables, the Committee strongly opposes the Board's decision of initially asking contractors to quote 5% contract tax inclusive rates and later yielding to their united demand to separate the tax. The Committee opines that rather than safeguarding the contractors' interests, the Board should have gone for re-tendering the work. The Committee directs that henceforth KSEB should, in similar circumstances, think only re-tender of work.	With regard to the Committee's opinion that Board should have gone for re-tendering the work the following facts may please be considered: The works of laying 66 KV XLPE UG cable for commissioning the five numbers GI Substations proposed at Thiruvananthapuram, Kochi & Kozhikode were tendered on percentage contract basis as six separate works earlier by the Chief Engineer (World Bank Project) during 12/98. The Pre Qualification Committee held on 01-06-99 decided to retender all the works based on the unit rate system after getting approval from the Board. Board vide order No.1523/99 (TC2.P.1031/99(E) dated 09-07-99 ordered to retender the 66 kV cable laying works. Accordingly all the works were retendered on 26-07-99 and quotes were obtained. As per the tender condition of KSEB, the quoted rate shall be inclusive of sales tax or any other taxes or statutory levies applicable. But the tenderers along

(			with their price bid stated that they have not considered Works Contract Tax (WCT) in quoted prices and the same shall, be paid by KSEB as applicable. Even though the tenderers were asked to withdraw the above condition. they did not agree. As all the tenders were having the same condition with regard to WCT, i.e. rates quoted were excluding WCT. the rates were tabulated accordingly and requested sanction from Board for award of work to the lowest tenderer. The Chief Engineer [SS & TLC] also reported that if the work is retendered for 3rd time, there is no chance to get a better offer. Accordingly. sanction was accorded by Board vide B.O.No.808/2000 (TC2/WBP/ 600/2000) dated 31-03-2000 for award of work of laying of 66 kV cable in the three cities to the lowest tenderers at the negotiated reduced rates specified in the Board Order plus work contract tax. Based on the above Board Order, Work Order was issued. At present all the works tendered are immediately re-tendered in case of excess rates beyond the acceptability or deviation from the specifications or commercial terms of Board so as to safeguard the interest of Board. In this regard. it may please be noted that utmost care is being taken to ensure that Board's interest is safeguarded while placing Work Order.
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9	50.	Power	The Committee desires to be informed whether the change in the condition of contract tax was made after the work order was issued i.e., after selection of the contractor. The Committee wants to get a clear and accurate report on the issue after thorough examination of the matter.	As per the tender condition of K.S.E.Board, the quoted rate shall be inclusive of sales tax or any other taxes or statutory levies as applicable. But the tenderers along with their price bid stated that they have not considered Works Contract Tax (WCT) in quoted prices and the same shall be paid by the K.S.E.Board as applicable. Even though the tenderers were asked to withdraw the above condition, they did not agree. As all the tenderers were having the same condition with regard to Work Contract Tax, i.e rates quoted were excluding WCT, the rates were tabulated accordingly and requested sanction from Board for award of work to the lowest tenderer. Sanction was accorded by Board vide B.0 No. 808/2000 [TC2/WBP/600/2000] Dated 31-3-2000 for award of work of laying of 66 KV cable in the three cities to the lowest tenderer at the negotiated reduced rates specified in the Board order plus work contract tax. Work order was issued.
10	51.	Power	The Committee comments that the procurement of 358 transformers in excess of requirement, which resulted in idle investment of 3.60 crore, besides deterioration in quality and increased carrying cost due to blocking up of storage space, is inexcusable. The Board's claim that the excessive purchase was made to avoid lapse of low interest bearing loan and to escape from price escalation do not seem	It may be noted that all the above transformers have already been put to use and hence there is no excess stock now. (K.S.E.Board has efficient transformer maintenance units in TMRS and hence repairing of transformers do not invite direct additional works). Further as directed by the committee, an online Supply Chain Management (SCM) System is in place since 2011 in KSEB for the centralized control and allocation

			relevant as the cost of idle investment was exorbitant. Further, if the Board had a proper inventory management and an effective material distribution 33 System, timely diversion would have been possible and modifications due to fault in quoting specifications and repairs could have been avoided. The Committee, therefore, stresses the need for an online material distribution system with a centralized control to be introduced in the Board.					of materials including transformers and hence there is no situation for idle investment now.				
11	53.	Power	The Committee finds that advance purchase of 66 kV cable accessories and their prolonged storage in air-conditioned rooms has brought about a huge loss of about ₹ 2.32 crore by way of energy consumption by AC Units and interest loss on idle stock. The Committee needs a detailed report on the utilisation of each of these items and recommends that responsibility for the unjustifiable advance purchase should be fixed and action should be taken against those responsible.					Report on utilization of 66 KV Cable Accessories [Transmission - South]				
			Sl No	Description	Qty recd at transmission Circle, Kalamassery in nos	Issued to/Issued for	Quantity in nos	Period of Utilisation				
			1.	66kv Straight Joint	185	Trivandrum GIS	81	Fully utilised as on 26-8-2006				
						Kozhikode GIS (Puthiyara)	1	-				
						Mattancherry - Fort Kochi Cable	48	2005				
						Kaloor-Marine drive cable	21	2006				
						Perumanoor	24	2005				

[illegible]

13	55.	Power	The Committee also needs a detailed report on the position of Master Plan Projects in 2008. <u>Vetting Remarks of Audit : Para 55</u> * The figures are not tallying. How many cables were actually laid and how many was energized.	<u>Position of Master Plan project in 2008 66 KV GIS Substation, Puthiyara, Kozhikode.</u> • Building works started in the year 1995 and completed in 2002 Cable laying works started in 04/2000 and completed in 2002. Cable jointing and cable & termination works started in 05/2001 and completed in 03/2002. Equipment erection and commissioning started in 01/2004 and completed in 03/2004. • GIS Substation Puthiyara was commissioned on 24/3/2004 • GIS LA complex was commissioned during 2005. • GIS Power House was commissioned during 2005. • GIS Fort Kochi was commissioned during 2006 and GIS Marine Drive was commissioned during 2007. • *121 KM of UG 11KV cable, 192 transformers and 300 RMUS [266-Trivandrum. 21- Kozhikode. and 31-Ernakulam] were installed and commissioned. The Distribution Automation phase I and Phase II completed. All the eight Sub Stations and RMU locations were automated under Distribution Automation Project. • As part of the Master Plan Works, 73 km of

				11 KV UG cable laying was proposed: out of which *62 km have already been completed by 2004. Remaining 11 km was intended to be laid along 8 roads. Thus cable laying of *4.925 km is completed in 4 roads under APDRP Kochi Town Scheme during 2003-05 and *4.525 km is laid in 4 roads under Kochi City Automation Scheme. Balance 1.55 km is proposed to be included in the RAPDRP scheme. It may please be noted that 50 km of 11 KV UG Cable have already been laid in city during 2003-05 in the APDRP Town Scheme and 174 km under Kochi City Automation Scheme. Out of 91.166 KV KM UG Cable laid under master plan scheme 88.266 KM have been energised till 2008 and after that 2.2 KM of UG Cable have been energised. Energisation of balance 0.7 km 11 KV UG Cable [Vengali Reailway Crossing] is held up for want of approval from Railway Authorities. As the Audit in the vetting remarks observed that certain figures (in the last three bullet marked sentences) of the Statement of Action taken in respect of Para 55 are not tallying, the details incorporating the correct figures are given here
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			under :- (1) 121 KM of UG 11 KV cable 192 transformers and 300 RMUS (266 Trivandrum, 21 - Kozhikkode and 13 Ernakulam were installed and commissioned. The Distribution Automation Phase I and Phase II completed. All the eight Sub Stations and RMU locations were automated under Distribution Automation Project. (2) In the Central Region out of the total proposed 325.3 Kms, 323.75 Km of UG Cable were laid and energized which are detailed below:- *73 km of UG Cable laying was proposed. Out of which, 62 km of 11 KV Cable laid and energized. Remaining 4.925 km of UG Cable laid under APDRP Town Scheme is energized and 4.525 km of UG Cable laid under Kochi City Automation Scheme is also energized. The remaining 1.55 Km cable was proposed to lay in the R-APDRP Project but the same has been dropped now due to constraints in road cutting issues inside the city. *50 KM of 11 kv UG Cable laid under APDRP Town Scheme was energized after installation. *202.3 Kms under APDRP Kochi City Automation is completed and 11 KV UG Cable laid and energized. (3) Out of 91.166 km of UG Cable laid. 90.466 km have been energized. Energisation of balance 0.7 km 11 KV UG Cable (Vengali Railway Crossing) is held up for want of approval from
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Railway Authorities and is yet to be energized. In response to the vetting remarks of the Audit viz, " how many cables were and energisation is detailed below :-				
Details of cable laid and energized				
Sl No	Particulars	Cables laid (Km)	Cable energized (Km)	To be energised (Km)
1	Chief Engr (Distribution South)	121	121	Nil
2	Chief Engineer	73 50 202.3	71.45 50 202.3	1.55 (under RAPDRP project dropped due to constraints in road cutting issues)
3	Chief Engr (Distribution North)	91.166	90.466	0.7 (Vengal Rly Crossing energisation is spending for want of approval form Railway authorities)
	TOTAL	325.3	323.75	
	Total	537.466	535.216	2.25

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CHAPTER – II

REPLY FURNISHED BY THE GOVERNMENT ON THE RECOMMENDATION OF THE COMMITTEE WHICH HAS BEEN ACCEPTED BY THE COMMITTEE WITH REMARKS

Sl. No.	Para No.	Department Concerned	Conclusions/Recommendations	Action Taken by the Government
(1)	(2)	(3)	(4)	(5)
1	52.	Public Works	The Committee directs that strong disciplinary action should be taken against the Executive Engineer, PWD who did not abide by the decision taken at Minister level and thereby bringing about delay in installation of RMUS at Kochi.	നിയമസഭയുടെ പബ്ലിക് അണ്ടർടേക്കിംഗ്സ് (2008-2011) കമ്മിറ്റിയുടെ 99-ാം റിപ്പോർട്ടിലെ 52-ാം ഖണ്ഡികയിലെ നിർദ്ദേശത്തിന്റെ അടിസ്ഥാനത്തിൽ കൊച്ചിയിൽ RMU ഇൻസ്റ്റാൾ ചെയ്യുന്നതുമായി ബന്ധപ്പെട്ട മന്ത്രിതല തീരുമാനം നടപ്പിലാക്കുന്നതിൽ വീഴ്ച വരുത്തിയ PWD - ലെ എക്സിക്യൂട്ടീവ് എഞ്ചിനീയർക്കെതിരെ അച്ചടക്ക നടപടി സ്വീകരിക്കുന്നതിനായി ടിയാന്റെ പേരും സേവന വിവരങ്ങളും രേഖാ വിഭാഗം ചീഫ് എഞ്ചിനീയറോട് ആവശ്യപ്പെട്ടിരുന്നു.. എന്നാൽ ഭരണവിഭാഗം ചീഫ് എഞ്ചിനീയറുടെ കാര്യായലയത്തിൽ നിന്ന് മധ്യമേഖല സൂപ്രണ്ടിംഗ് എഞ്ചിനീയറോട് ഇക്കാര്യത്തിൽ വിശദാംശം ലഭ്യമാക്കുവാൻ ആവശ്യപ്പെട്ടിരുന്നുവെങ്കിലും RMU install ചെയ്യുന്നതുമായി ബന്ധപ്പെട്ട് യാതൊരു വിവരവും പബ്ലിക് ലഭ്യമല്ലായെന്ന് അറിയിച്ചിരുന്നു . കൂടാതെ പൊതുമരാമത്ത് വകുപ്പ് എറണാകുളം (നിരത്തുകൾ

			പാലങ്ങുളം) ഡിവിഷൻ എഞ്ചിനീയറോടും, വിജിലൻസ് റിഭോം ഡെപ്യൂട്ടി ചീഫ് എഞ്ചിനീയർ നേരിട്ട് സംസാരിച്ചുകൊണ്ടും യാതൊരു വിവരവും ലഭ്യമായില്ല എന്ന് അറിയിക്കുകയുണ്ടായി. ഈ സാഹചര്യത്തിൽ KSEB യുടെ ബന്ധപ്പെട്ട ഓഫീസിലും, എറണാകുളം കളക്ടറിലും ബന്ധപ്പെട്ട മേൽ വീഴ്ചയ്ക്ക് കാരണക്കാരനായ എക്സിക്യൂട്ടീവ് എഞ്ചിനീയറെ അടിയന്തിരമായി കണ്ടെത്താൻ മധ്യമേഖല (നിരത്തു വിഭാഗം) സൂപ്രണ്ടിംഗ് എഞ്ചിനീയർക്ക് കർശന നിർദ്ദേശം നൽകിയിട്ടുണ്ട്. വിശദാംശങ്ങൾ ലഭ്യമായാലുടൻ നടപടി സ്വീകരിച്ച് സമിതിക്കുള്ള അന്തിമ മറുപടി നൽകുന്നതാണ്.
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Remarks:

The Committee severely concerned and expressed its deep displeasure over the irresponsible action on the part of the Department in locating the records. The Committee directs that the Department should take steps to locate records in a time-bound manner and take disciplinary action against the person who was responsible for the delay in the installation of RMUs in Kochi.

C. Divakaran
 Chairman
 Committee on Public Undertakings

Thiruvananthapuram
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