

പതിനാലാം കേരള നിയമസഭ

പത്തൊൻപതാം സമ്മേളനം

നക്ഷത്ര ചിഹ്നമിടാത്ത ചോദ്യം നമ്പർ : 964 05.03.2020 -ൽ മറുപടിക്ക്

പി.ഡബ്ല്യു.ഡി.യിലെ ക്രമക്കേടുകളിന്മേലുള്ള അന്വേഷണറിപ്പോർട്ട്

ചോദ്യം

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മറുപടി

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(പൊതുമരാമത്തും രജിസ്ട്രേഷനും വകുപ്പ് മന്ത്രി)

(എ) പി.ഡബ്ല്യു.ഡി.യിലെ ക്രമക്കേടുകളുമായി ബന്ധപ്പെട്ട് വിൻസന്റ് എം. പോൾ നടത്തിയിട്ടുള്ള അന്വേഷണത്തിന്റെ വിശദാംശങ്ങൾ നൽകുമോ;

(എ) റിപ്പോർട്ട് അനുബന്ധമായി ചേർക്കുന്നു.

(ബി) പ്രസ്തുത റിപ്പോർട്ടിന്റെ അടിസ്ഥാനത്തിൽ സ്വീകരിച്ചിട്ടുള്ള നടപടികളുടെ വിശദാംശങ്ങൾ നൽകുമോ?

(ബി) കഴിഞ്ഞ സർക്കാരിന്റെ കാലത്താണ് സിസ്റ്റം സ്റ്റഡി റിപ്പോർട്ട് ലഭിച്ചതെങ്കിലും, ആ സർക്കാർ ഒരു നടപടിയും സ്വീകരിച്ചില്ല. ഈ സർക്കാർ അധികാരത്തിൽ വന്നതിനുശേഷം താഴെ പറയുന്ന നടപടികൾ സ്വീകരിച്ചു.

പ്രസ്താവന നടപടികൾ

1. പ്രൈം സോഫ്റ്റ് വെയർ 2-ാം ഘട്ടം നടപ്പാക്കി. ഇ-എം ബുക്ക്, ഇ-ബിൽ എന്നിവ നടപ്പാക്കിവരുന്നു.
2. 'പുതിയകാലം - പുതിയ നിർമ്മാണം' എന്ന ആശയം നടപ്പിലാക്കി. പരിസ്ഥിതി സൗഹൃദവും, സൗന്ദര്യാത്മകവുമായ നിർമ്മാണ രീതികൾക്ക് ആരംഭം കുറിച്ചു. കേരളത്തിൽ Typical Plan അനുസരിച്ചുള്ള

കെട്ടിടങ്ങളും പാലങ്ങളും
നിർമ്മിക്കുന്നതിനുള്ള പ്രായോഗിക
ബുദ്ധിമുട്ടുകൾ ഉണ്ട്.

3. പൊതുമരാമത്ത് മാനുവൽ പ്രകാരമാണ് കരാർ പ്രവർത്തനങ്ങൾ നടപ്പാക്കുന്നത്.
4. പ്രവർത്തനങ്ങളുടെ ഗുണനിലവാരം രേഖപ്പെടുത്തുന്നതിനുള്ള എല്ലാ mandatory test കളും നടത്തുന്നതിനും, test report അനുസരിച്ച് ബില്ലിന് അനുവദിക്കുന്ന സമ്പ്രദായവും കർശനമാക്കി.
5. പ്രൈം സോഫ്റ്റ് വെയർ നടപ്പാക്കിയതിന്റെ ഭാഗമായി പ്രവൃത്തിയുടെ പുരോഗതികൾ വെബ്സൈറ്റിൽ Upload ചെയ്യുന്നതിനുള്ള നടപടികൾ സ്വീകരിച്ചു.
6. ജീവനക്കാരുടെ സ്ഥലം മാറ്റം അഴിമതി വിമുക്തമാക്കി. മാനദണ്ഡങ്ങൾ നടപ്പിലാക്കി.
7. പൊതുമരാമത്ത് വിജിലൻസ് വിഭാഗം ശക്തിപ്പെടുത്തി. അഴിമതിക്കെതിരെ ശക്തമായ നടപടി സ്വീകരിച്ചു വരുന്നു.
8. എസ്റ്റിമേറ്റ് പരിഷ്കരണം പൊതുമരാമത്ത് മാനുവലിൽ നിഷ്കർഷിക്കുന്ന വിധത്തിൽ തന്നെ കർശനമായി നടപ്പാക്കി വരുന്നു.
9. റോഡുകൾ കുഴിച്ച് റെസ്റ്റോർ ചെയ്യുന്ന പ്രവൃത്തികളെല്ലാം നിരവധി ഉത്തരവുകൾ പുറപ്പെടുവിച്ച് നിയന്ത്രിക്കുന്നതിനു ശ്രമിച്ചിട്ടുണ്ട്.

10. പൊതുമരാമത്ത് വകുപ്പ് വാങ്ങി നൽകുന്ന ബിറ്റുമിൻ അംഗീകരിച്ച ഷെഡ്യൂൾ പ്രകാരം ചെയ്യുന്നതും, നൽകുന്ന ബിറ്റുമിന്റെ അളവുകൾ കർശനമായി രജിസ്റ്ററിൽ രേഖപ്പെടുത്തുന്നതും ഉറപ്പു വരുത്തി.

ഇടക്കാല - ദീർഘകാല നടപടികൾ

1. PWD മാനുവൽ പ്രകാരമുള്ള ഉത്തരവാദിത്വമാണ് ഓവർസിയർമാർ നിർവഹിക്കുന്നത്.
2. കരാറുകാരുടെ രജിസ്ട്രേഷനും, പുതുക്കലും കർശനമാക്കി.
3. കോൺട്രാക്ടർമാരുടെ ലൈസൻസ് എടുക്കലും, പുതുക്കലും അവരുടെ പെർഫോമൻസും, ധനകാര്യസ്ഥിതിയും സർക്കാർ ഉത്തരവുകളും മാനുവൽ നിഷ്കർഷിക്കുന്ന രീതിയിൽ ഉറപ്പു വരുത്തി.
4. 15 കോടി രൂപയ്ക്കു മുകളിൽ വരുന്ന പ്രവൃത്തികൾ പൊതുമരാമത്ത് വകുപ്പിലെ എൻവയോൺമെന്റ് എഞ്ചിനീയറിംഗ് യൂണിറ്റ് EIA പഠനം നടത്തിയിട്ടാണ് ചെയ്തു വരുന്നത്.
5. പുതുതായി ജോലിയിൽ പ്രവേശിക്കുന്ന എല്ലാ ജീവനക്കാർക്കും, ഇൻഡക്ഷൻ ട്രെയിനിംഗും, ഇൻസർവീസ് ട്രെയിനിംഗും നൽകി വരുന്നു. എല്ലാ വിഭാഗം ജീവനക്കാർക്കും Orientation training ഉം നൽകുന്നു.

6. നിലവിൽ PWD യിൽ ഡൽഹി
ഷെഡ്യൂൾ ഓഫ് റേറ്റും, CPWD.
MoRTH ഡാറ്റയും.
സ്പെസിഫിക്കേഷനും
തന്നെയാണ് ഉപയോഗിച്ചു
വരുന്നത്.

7. റീസെക്ലിംഗ് അടക്കമുള്ള
പുതിയ രീതികളും, ആധുനിക
യന്ത്രങ്ങളും, പുത്തൻ
സാങ്കേതിക വിദ്യകളും
ഉപയോഗിച്ചുള്ള നിർമ്മാണ
രീതികൾ ഈ സർക്കാർ
വന്നതിനുശേഷം
പൊതുമരാമത്ത് വകുപ്പിൽ
നടപ്പാക്കി.



സെക്ഷൻ ഓഫീസർ

SYSTEM STUDY ON PUBLIC WORKS DEPARTMENT

Major Wings under PWD

1. Roads
2. Buildings
3. NH
4. Design

Supporting organizations

1. Construction Corporation
2. Kerala State Transport Project (KSTP)
3. Roads and Bridges Development Corporation

Major Corruption Touch Points in PWD

1. Custom mamool for officials after preparation of bill. Custom mamool differs from place to place inside the state. In Palakkad District, the mamool is as follows:

- a. Assistant Engineer – 3% of Bill amount
- b. Overseer – 1.5%
- c. Asst. Executive Engineer- 1%
- d. Executive Engineer – 1%
- e. Ministerial staff – 0.25%

If the work is within the financial powers of Superintending Engineer, the mamool is 0.5 – 1% of the bill amount for issuing completion certificate. The Chief Engineer will also collect 0.5- 1% when the estimate is submitted for technical sanction.

In some other parts of the state, the Assistant Engineer is deputed to collect bribe for all higher officials. Some highly influential contractors manage to execute the work after appointing engineers favouring them. The rate and mode of corruption differs according to area.

2. Payment of bills without execution of work.

For passing bills without executing the work, some authority is given to the engineers as well. This is done in two methods.

2. In case of Urgent Repair Works or Petty Repair Works, the works are not executed. Sanction is obtained for a complete re-tarring work immediately. The damages are covered by the second work. The bill for URW or petty repair works are kept pending till the completion of the second work.
- b. Portion where some existing old works are there, are included in the estimate. For instance, the length of existing old concrete drainage is not excluded while preparing estimate. The measurement of this old work is shown in the measurement book as new work done.

3. Corruption by boosted up revised estimates.

This is done usually by highly influential contractors with the help of politicians and officials. Initially, they take the work at below estimate rate. Immediately after signing agreement, they manage to get a letter from local people's representative recommending revision of estimate by changing the design or including some profitable extra works. Revised estimate is prepared and submitted to higher officials immediately. The contractor manages to get a Government Order sanctioning revision of estimate or a ratification of revision. High level officials like Secretary of PWD, Secretary of Finance, Chief Engineer, Minister of PWD, Minister of Finance etc. are involved in this corruption. The revision may range from 100% to 300% and above from the initial agreed rate. The bribe amount depends on the magnitude of revision and normally it amounts to lakhs. This corruption is usually done in works where estimate is above one crore.

4. Resale of items issued by Department, esp. Bitumen.

50% of bitumen cost to the implementing officer

5. Posting of officials.

The amount is given to political leaders or officials acting as agents of PWD Ministry.

Assistant Engineer – 3 to 5 lakhs
Assist. Exe. Engineer – 10 lakhs
Executive Engineer – 20 lakhs

Superintending Engineer – up to 30 lakhs.
Chief Engineer – 50 + lakhs

These amounts are usually sponsored by contractors who are allies of officials. They will recoup the amount with the assistance of posted officials through irregularities in their work later.

6. Collection by Higher officials

Officials of the rank of Chief Engineer or Superintending Engineer occasionally demands money from each Division under them in the name of transferring to PWD Secretary or Minister. Usually 5 lakhs is contributed from each Division. It is not known whether this amount is pocketed by the official himself or transferred to his superiors.

7. Corruption by Construction Corporation.

Construction Corporation was formed for department execution of works. It is considered as a contractor with some privileges. They are executing the work through empanelled contractors. They have no authority to measure and check measure works. This has to be done by the concerned engineers of Section or Division where work is executed. But, in practice, they are measuring their own work using M-Books printed by private agencies. This gives a chance for changing the M-Book in case of dispute or complaint. The Engineers deputed from PWD to CC are only managers. Department has no control over their work. This leads to large scale corruption in their work.

8. Corruption involved in restoration of trench by telecom operators.

While preparing estimate for restoration, only a small portion of length of trench to be dig is shown and only a nominal amount is deposited. But, the trench will be dug for more length of the road. The restoration is to be done along with trenching. But, the officials will wait for more restoration works and float a single tender for all works. The restoration works are carried out during regular PWD road works. The profit is shared by officials and contractor taking up the restoration. Some telecom firms manage to obtain carpet order to dig any roads in the State for cable work from Chief Engineer or PWD Secretary. The corruption in this case is of high magnitude.

9. Cut and Cover

Cutting the Earth and Filling the Earth are major items of corruption in a work as the corruption in measurement cannot be proved later. The major attraction in filling is conveyance. This also cannot be proved later whether the filled soil is obtained from a nearby place or distant location. There is also ecological imbalance due to cut and cover works.

Recommendations for controlling corruption in Public Works

Department

Short Term (Immediate) Actions Required

- i. At present Preparation of Estimate, Execution and Measurement are done by a single officer. This aids in corruption at all levels as it is a one man show. In CPWD, BSNL and several other state PWDS, these three activities are done by different officers. This can be implemented easily in Kerala PWD. In a particular PWD (Roads) Sub Division, there are three Sections under Assistant Engineers. Each section can be given charge of a particular task every financial year for preparation of estimate, execution and measurement. This will develop accountability in each step and mamool of contractors will cease as more officials are involved.
- ii. Implementation of approved plans especially for buildings, bridges, culverts etc. In many other state PWDS different template plans are pre designed for a particular cause for eg. there will be some approved plans for a village office, police station, bridge etc. The user can select from the approved plans. The checking officials only need to verify whether the measurements tally with the approved design. This will make measurements easier. Also preparation of plans will not consume time.
- iii. There should be mechanism to repair minor problems instantly. This may be done by Department directly or through Annual Maintenance Contract. In this way huge loss to the exchequer can be prevented as durability of infrastructure is increased. The corruption involved in Urgent Repair Works (URW) and

- Peity Repair Works can be eliminated using this permanent system.
- iv. Instead of following the present quantity wise payments, quality wise payment system should be implemented. Payments of works should be made only after quality test from an approved lab. PWD should introduce modern non-destructive quality testing equipments in every District Labs under it.
 - v. The details of works should be updated in the website section wise. Also details of all works are to be displayed in the site for public view, similar to NREGS works.
 - vi. There should be norms for transfer. All officers should be transferred to all wings of the Department like Roads, Buildings, NH etc. every three years.
 - vii. Now, the internal vigilance of PWD is weak. It is mostly used to harass honest officials. To avoid this situation, time bound disposal of references or complaints by internal vigilance is necessary. More technical staff should be included in the internal vigilance so that fair judgment can be made in cases of dispute of works.
 - viii. The works by Construction Corporation should be measured and check measured by Department staff. Only M-Books issued by Government through Store should be used in public works, even if it is implemented by Construction Corporation or Roads and Bridges Development Corporation.
 - ix. There should be either complete ban on revision of estimates or it must be limited to 5% of the initial estimate.
 - x. The restoration of trenches laid by telecom firms should be done by Department along with the trenching works. The amount calculated for restoration should be made deposited in Treasury by the companies before trench work starts.
 - xi. At present Panchayath works need not require submission of original invoice of bitumen while preparing bills for road works. This loophole is used by PWD contractors, by taking up Panchayath road works along with PWD works and by short use of bitumen in PWD works, the remaining is used for Panchayath road works. This can be prevented only if LS&D

should insist on original bill from oil companies regarding bitumen used for road works for approval of bill.


Mid and Long Term Actions Required

- i. Overseers are appointed for maintaining the quality of a work as they are supposed to be present in the work site throughout. In practical, this is not complied and they even charge ₹1000 from Contractors for their occasional visits. To fix the responsibility, photographing and video graphing of the works with visuals of scales and other measuring equipments at the work site personally by the Overseer should be made mandatory. Department should issue photographing equipments for this purpose including tripods so that Overseers can also be included in the captured images.
- ii. The quality of Contractors needs to be upgraded. For this purpose, the details of technically qualified people (like licensed engineers) under the contractor should be specified for taking up a work. Modern machinery required for the work should also be made mandatory in the possession of the Contractor.
- iii. Contractors need to be graded based on performance analysis. The quality and endurance of works, timely completion etc. should be considered as criteria for grading the Contractors. There should be penalty points for aberrations.
- iv. There should be specified limits for cutting terrain and covering. Engineers should be persuaded to follow terrain based design reducing cut and cover. More than reducing the corruption involved, it will be a boon to the protection of environment. Impact assessment on environment due to a work should also be done before implementing the work.
- v. At present, pass outs from Engineering Colleges are directly posted as Engineers without any training. This has resulted in the formation of En. Working Clerks as they are

not updated properly regarding the developments in Engineering as well as to equip themselves in practical hurdles faced in their job. There should be compulsory training for incumbent Engineers in all wings of PWD before they start work independently. Advanced technology should be used for education and training of Engineers.

- vi. Data is the measurement of man power, material and machinery required for a particular work. Central PWD data is at present implemented by Kerala PWD, but, CPWD process for implementation is not implemented. Kerala specific Standard data, updated as per modern items should be implemented by PWD.
- vii. The objective of PWD should be to reduce the budget for infrastructure development in future. This can only be achieved through improvement in endurance of works and thereby reducing repeated works in same installation. Sufficient funds need to be allotted for the works for improving quality. Thus, recycling of used items becomes possible due to high quality items used, which reduces ecological impact. In case of roads, concept of design roads should be introduced, which will not hamper visual effect. This will help in reducing accidents.
- viii. Political will is required to bring organizational change. Only one department is necessary for all Engineering Wings like Roads, Bridges, NH, Irrigation, Town Planning and many other Engineering Departments under Government. This can reduce cost and increase efficiency.

Submitted,


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