

#### FOURTEENTH KERALA LEGISLATIVE ASSEMBLY

# COMMITTEE ON PUBLIC UNDERTAKINGS (2016-2019)

#### THIRD REPORT

(Presented on 27th October, 2016)

SECRETARIAT OF THE KERALA LEGISLATURE
THIRUVANANTHAPURAM
2016

## COMMITTEE ON PUBLIC UNDERTAKINGS (2016-2019)

#### THIRD REPORT

On

The action taken by Government on the recommendations contained in the Sixteenth Report of the Committee on Public Undertakings (2011-2014) relating to Kerala State Electricity Board, based on the Report of the Comptroller and Auditor General of India for the years ended 31 March, 2005 (Commercial)

#### CONTENTS

	Page
Composition of the Committee	 v
Introduction	 vii
Report	 1
Replies furnished by Government on the recommendations	
of the Committee which have been accepted by the Committee	
Committee without remarks	 2
Annexure	 12

#### **COMMITTEE ON PUBLIC UNDERTAKINGS (2016-2019)**

#### COMPOSITION

#### Chairman:

Shri C. Divakaran.

#### Members:

Shri T. A. Ahammed Kabeer

Shri K. B. Ganesh Kumar

Shri C. Krishnan

Shri M. M. Mani

Shri Thiruvanchoor Radhakrishnan

Shri P. T. A. Rahim

Shri Raju Abraham

Shri Sunny Joseph

Shri C. F. Thomas

Shri P. Unni.

#### Legislature Secretariat:

Shri V. K. Babu Prakash, Secretary

Smt. P. K. Girija, Additional Secretary

Smt. Manju Varghese, Deputy Secretary

Smt. Deepa V., Under Secretary.

#### INTRODUCTION

I, the Chairman, Committee on Public Undertakings (2016-2019) having been authorised by the Committee to present this Report on their behalf, present this Third Report on the Action Taken by Government on the recommendations contained in the sixteenth report of the Committee on Public Undertakings (2011-2014) relating to the Kerala State Electricity Board under Power Department.

The statement of Action Taken by the Government included in this Report was considered by the committee constituted for the year 2014-2016 in its meeting held on 9-9-2015.

This report was considered and approved by the Committee at its meeting held on 17-10-2016.

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

C. DIVAKARAN,

Chairman,

Committee on Public Undertakings.

Thiruvananthapuram, 27th October, 2016.

#### REPORT

This Report deals with the Action Taken by Government on the recommendations contained in the Sixteenth Report of the Committee on Public Undertakings (2011-2014) 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, 2005 (Commercial).

The Sixteenth Report of the Committee on Public Undertakings (2011-2014) was presented to the House on 17th December, 2012 and it contained three recommendations in Para Nos. 13,14 and 15. The Government furnished Statements of Action Taken to 13th Para on 5-6-2015 and 14th and 15th Paras on 23-3-2015. The Committee (2014-2016) considered the action taken statements received from Government at its meeting held on 9-9-2015 and accepted them without remarks. These recommendations and their replies are included in this Report.

SI. No.	Para No.	Department Concerned	Conclusions/Recommendations	Action taken by the Government
(1)	(2)	(3)	(4)	(5)
1	13	Power Department	The Committee finds that the Government have not furnished the	

The Committee finds that the Government have not furnished the revised utilisation certificate of the schemes under Accelerated Power Development and Reforms Programme (APDRP) to Government of India in time even though they had drawn excess amount for the scheme. The Committee expressed its displeasure over the delay and recommends that the detailed report on utilisation should be furnished to the Accountant General at the earliest and the action taken there upon should be intimated

to the Committee.

booked under APDRP for which 25% grant from Government of India, for works completed ₹139.135 Crores was received and the utilization certificate in respect of the same duly countersigned by the Principal Secretary to Government, Power Department, Government of Kerala was submitted to the Government of India on 25-3-2009 (Copy enclosed). It may be noted that the utilization certificate was furnished in time and no delay had occurred in this regard. The 49 schemes were completed in time with financial achievement more than 100% as envisaged in the DPR and

Power The Committee finds that the Board had ordered 60000 meters at an

trend in the price of meter. The

25% additional quantity at the same rate and terms and conditions, if KSEB called upon to do so". Wide

exorbitant rate of ₹1504.80 per meter against tender invited just 10 months back without considering the declining

Committee expresses surprise to see

that additional orders were also issued in February/March 2003 for 15000 meters

9-1-2002 for the supply of 75000 Nos.

3 phase static meters. There was a provision in the tender that "the supplier shall be prepared to supply

publicity was given for the tender to

Department

14

2

(1)

each at ₹1446.16 and ₹ 1418.60 respectively while the market price of meters was about one third of the tender price.

(4)

get more competitive rates. There was very good response to the tender with a participation of 20 companies. Out of the 20 companies quoted, 12 of them were pre-qualified. There was very good competition in the tender and the rate was found reasonable and order was issued to M/s. Elymer Electric (P) Limited, Delhi who quoted the lowest rate.

Even though tender was . invited for 75,000 Nos. initial order was issued only for 60000 Nos. (80%) at the rate of ₹ 1,504.80 in order to avoid the possibility of excess purchase. Later, it was found that more meters were required for the replacement of faulty meters under APDRP scheme. So the purchase committee decided to purchase the balance 15000 Nos. available in the tender. This order was issued after a negotiation with the firm and at a reduced price of ₹1,446.16 per meter.

Even though the purchase committee decided to invite fresh tender on 28-1-2003, the tendering process was delayed due to delay in finalizing the pre-qualification conditions. During the above period there was an additional requirement of meters for replacing faulty meters as well as for new connections. Thus another 15000 Nos. were purchased from the firm after another negotiation and the rate was further reduced to ₹ 1,418.60.

It may kindly be noted that, the two part tender system prevailed in Board took at least six months to finalize the tendering process as it involved the following formalities.

- · Wide Publicity in news papers
- Sale of tender forms.
- · Receipt of tenders.
- · Opening of pre-qualification Bids.
- · Verfying all documents
- Scrutiny of Pre-qualification bids by financial Adviser

(1) (2) (3)

- Pre-qualification committee decision.
- · Opening of price Bid.
- · Verification of Price Bids.
- Scrutiny of price bids by Financial Adviser
- · Purchase Committee decision.
- · Board's decision
- · Issuing Purchase Order

In this tender, there was a very good participation of tenderers and hence the documents to be scrutinized were very large. Though it took more time to complete the tendering process, considering the big participation, the extra time taken was reasonable and justifiable.

Considering the time taken in processing a two part tender, the purchase Committee decided to purchase additional quantities from the tender at reduced rate after negotiation. All these were done in good faith and in the best interest of Board.

Therefore, it can be seen that, as there was a declining trend in the market price of meter, the same was negotiated with the firm, and the second and third orders were issued at reduced rates after safeguarding the interest of Board.

However, after placing the third order, upon reviewing the market rates it was found that the rates were steeply falling. So it was decided not to purchase more quantity from the above tender and decided to invite fresh tenders.

It may also be noted that the cost of electronic meter greatly depends upon the IC chip and other-imported components used in the meter. This cost depends on international market price, exchange rates and Government policies. As these factors are subject to frequent fluctuations, the cost cannot be predicted well in advance.

As the specification of meters purchased in other states may not

) (2) (3)

be the same as the one purchased in KSEB, these rates also cannot be directly compared.

Thus it is clear that sufficient precautions were taken to safeguard the interest of the Board by continuously monitoring the market price. Even though the tender was floated for 75000 Nos. of meters. initial order was given for 60000 Nos. only. Negotiation was conducted before issuing purchase order for the remaining 15000 meters. Even if there was provision in the purchase order to purchase 18750 meters (25% of order quantity), the additional order quantity was limited to 15000 Nos. and the rate was further negotiated and reduced. Considering the sharp decrease in the market price, further purchase order was not issued and fresh tender was invited, based on the Purchase Committee decision dated 28-1-2003. The additional order was issued for promptly effecting The Committee expresses its displeasure over the fact that 2.73 crore was spent as extra expenditure by Board in respect of the purchase of meters at high tender price. Being a regular purchaser of meters, the Board authorities having no awareness in the steep decline of price of meters in the market was considered to be a serious lapse on the part of the KSEB and therefore the Committee recommends to evolve a procurement system with proper market analysis for the purchase of meters

new connections and for replacement of faulty meters, which were highly necessary for safeguarding the Board's revenue as well as to gain public confidence through better service.

As explained above, the additional order was issued for promptly effecting new connections and for replacement of faulty meters, which were highly necessary for safeguarding the Board's revenue as well as to gain public confidence through better service. Any delay in effecting new connections or replacement of faulty meters would have lead to leakage of revenue to the Board to a much higher figure than the amount pointed out by audit as extra expenditure incurred by opting for purchase of additional meters without floating fresh tenders.

In order to ensure quality of supplies from reputed firms, static meters (single phase as well as three phase) are purchased by Board only (2)

after inviting competitive two part tenders. i.e pre-qualification bid as well as price bid.

In tenders invited from 2012 onwards, additional clauses are also incorporated in the pre-qualification conditions viz., the meters should comply with "CMMI Level III Certification" (which is an international software accreditation) and should have 'S' mark (which specified safety standards).

Further, for reducing the tender processing time, KSEB codecided to introduce vendor prequalification and MoU was signed with CPRI, Banglore. Now, for the purchase of single phase static meters, the sample meters furnished by the firms are tested in CPRI, before pre-qualifying them.

A provision is provided in the tender for purchasing additional quantity, limited to 25% of the tendered quantity to meet the urgent and unforeseen works which

may come up afterwards. For the purchase orders placed for additional quantity against the original order, the price is refixed even when the materials are supplied in the scheduled delivery, if there is a fall in price in the next tender with the same specification opened during the delivery period fixed for this additional quantity. Before issuing 25% additional orders, market analysis will be done at the price of the meters with the same specification, if available, will be collected from other power utilities.

Thiruvananthapuram, 27th October, 2016.

C. DIVKARAN,

Chairman,

Committee on Public Undertakings.

#### Annexure

10TH PLAN APDRP SCHEME COMPLETION
SCHEMEWISE SUMMARY STATEMENT FOR KERALA STATE ELECTRICITY BOARD

									Amoul	it in Rs. Lakiis
SI.	.ene of scheme	Final Scheme cost as on 2 2006(10th Steering Com	** "V"   Executed as claimed by Utility			Allowable as per guidelines Issued by MOP on 23rd Sep.2008				
		Cat-A	Cat-B	Total	Cat-A	Cat-B	Total	Cat-A	Cat-B	Total
			<del></del>	CIRC	LE SCHEME (	3 Nos.)				
	Pathanamithitta	2340.920	1700.140	4041.060	2341.560	1699.010	4040.570	2341.560	1699.010	4040.570
<del>.</del>	Mariar	4124.500	2685.140	6809.640	4264.300	2651.070	6915.370	4264.300	2545.340	6809.640
_ <u>-</u> -	Kasara-put	2058,380	1401.100	3459.480	2084.510	1378.020	3462.530	2084.510	1374.970	3459.480
	TOTAL	8523.800	5786.380	14310.180	869C.370	5728.100	14418.470	8690.370	5619.320	14309.690
				TOW	N SCHEME (7	Nos.)				
1	Therevenantriaguea	1742.100	1267.100	3009,200	1768:410	2049.914	3818.324	1768.410	1240.790	3009.200
2	Koliani	846,600	728.000	1574.600	802.200	780,970	1583.170	802.200	728.000	1530.200
3	ić-annuzha	410,700	585.500	996,200	476.158	536.830	1012.988	476.158	520.042	996.200
<u> </u>	Cochin	2940.000	3061.000	6001.000	2317.760	3858,540	6176.300		3361.000	5378.760
	Kozhikage	776.250	693,500	1469.250	937.114	606,602	1543.716	937.114	532.136	1469.250
	Kannur	630.590	1216.300	1846.890	533.639	1246 900	1780.539	533.639	1.216 300	1749.939
	Thataserry	471.090	705.740	1176.830	334.143	810.810	1144,953	334.143	705.740	1039.883
	TOTAL	7817.330	8256.640	16073.970	7169.424	9890.566	17059.990	7169.424	8004.008	15173.432

SI. No.	Name of scheme	Final Scheme cost as on 21 Nov. 2006(10th Steering Committee)			Executed as claimed by Utility			Allowable as per guidelines issued by MOP on 23rd Sep.2008		
'. —		Cat-A	Cat-B	Total	Cat-A	Cat-B	Total	Cat-A	Cat-B	Total
				TOW	N SCHEME (2	6 Nos.)			<del></del>	
<u>:</u>	Neyyattinkara		219.900 <sup>1</sup>	299.420	89.360	288.130	377.490	89.360	210.060	299.420
2	Nedomangad		256.000	355.000	189.510	297.470	486.980	189.510	165.490	355.000
3	Punatur		437.800	563.199	132.593	475.028	607.621	132.593	430.606	563.199
4	Kayamkulam	11.	50×.000	656.800	164.430	513.070	677.500	164,430	492,370	656.800
5	Mavelikkara	1 1 1 1	234.360	330.390	107.045	290,480	397.525	107,045	223.345	330.390
5	Chengannur	.49.54.5	285.950	435.530	176.243	284.929	461.172	176.243	259.287	435.530
7	Cherthala	74 7314	171.650	247.731	89.352	171.975	261.327	89.352	158.379	247.731
8	Kottayam	111.0-2	16:.900	276.940	165.820	149.313	315,133	165.820	111.120	276,940
9	Thodupuzha	142,350	363.450	505.810	168,476	391,300	559.776	168.476	337.334	505.810
10	Erippunithura	74.40%	32(1.600	395.000	126.532	279.438	405,970	126.532	268.468	395.000
11	Aluva	741.815	275.800	517.400	247.361	286.710	534.071	247.361	270 039	517.400
i2 <sup>-</sup>	Kalaniassery	88.600	215.000	303.500	88.840	215.290	304.130	88.840	214.760	303.600
13	North Paravur	133.200	279,000.	412.200	143.668	270.608	414.276	143.668		
14	hluvattupuzna- Kothamarigalam	.149 000	354.000	703.000	186.412	372.271	858.683	486.412	268.532 216.588	703.000
15	Perumbayoon	112,900	420.000	535.000	177,247	402.891	580,138	177,247	357.753	535,000
16	ingamaly	13.1	346.000	522.10C	299.747	320,308	620.055	299.747	222.353	522,100
17	Chalaxkudy	13+1	37£. <b>000</b>	497.000	122,161	389,199	511,360	122.161	374.839	497.000
18	Kodungallur		316,100	424.150	112.690	312.860	425.550	112.690	311.460	424,150
19	Irinjalakkuda	10	348.000	546.200	255.290	490.830	746.120	255.290	290,910	
20	Guruvayur- Chayakkad	17*7	386.000	563.700	195.932	386.150	582.082	195.932	367.768	546.200 563.700
21	Kunnamkulam	205-4	.6000	572,400	237.641	363,637	601,278	237.641	334,759	572,400
22	} hassur -	613/11	676,000	1280,000	894.933	666,600	1561.533	894:933		
23	Shornur	95.6	3. 199	231,869	95.494	132.710	228,204		385.067	1280.000
24	Ottappalam	103.294	144,300	247.590	91 888	141.457	233.345	95,494 91,888	132 710	228.204
25-	makkad	199 640	454,100	653.740	283.175	446.690	729.865		141.457	233.345
26	TUNBANE	1:372	204.700	318.420	115.773	374.150		283.175	370.565	653.740
	TOTAL	4,48,33	1245,809	12394.189	5257.613	8713.494	13971.107	115.773 5257.613	202 647 7118.666	318.420 12376.279

SI. No.	Final Scheme cost as on 21 Nov. 2006(10th Steering Committee)			Executed as claimed by Utility			Allowable as per guidelines issued by MOP on 23rd Sep.2008			
	<u> </u>	Çat-A	Cat-B	Total	Cat-A	Cat-B	Total	Cat-A	Cat-B	Total
		L		TOW	N SCHEME (1	3 Nos.)				
ι	Attingal	106.860	244.200	351.060	112.350	237.000	349.350	112.350	237.000	349.350
2	Varkala	158.950	256.500	415.450	160.439	253.974	414,413	160.439	253.974	414.41
. 3	South Paravoor	74.460	201.300	275.760	157.181	174.430	331.611	157.181	118.579	275.760
4	rala	- 75.260	482.700	557.960	95.873	406.468	502.341	95.873	406.468	502.341
5	Changanacherry	108.800	238.400	347.200	115.203	242.284	357.487	115.203	231.997	347.200
6	Vaikom	66.860	304.900	371.760	75.397	312.472	387,869	75.397	296.360	371.757
7	Chittoor	115.865	112.300	228.165	115.969	163.319	279.288	115.969	1!2.196	228.16
8	Koilandy	131.500	512.200	643,700	174.223	\$45.955	720.178	174.223	469.477	643.700
9	Vadakara	199,100	583.900	783.000	340.681	666.868	1007,549	340.681	412.319	783.000
10	?haliparamba	250.160	523.600	773,760	239,921	778.480	1018.401	239.921	523.600	763.521
11	Mattannur	98.000	190.700	288.700	119.465	177.439	296.904	119.465	169.235	288.700
12	Nuthuparamba	104,140	210.600	314.740	74.473	171.965	246.438	74.473	171.965	246.438
13	Kaipetta	93.620	273.500	367.120	107.800	261.540	369.340	107.800	259.320	367,120
	TOTAL	1583.575	4134.800	5718.375	1888.975	4392.194	6281.169	1888.975	3692.490	5581.465
				СП	Y SCHEME (3	Nos.)				
1	Thruvananthapura	7795.000	6190.000	13985.000	378.930	3101.340	3480.270	378.930	3101.340	3480.270
2	Cochin	9285.000	5650.000	14935.000	1184.060	1141.450	2325,510	1184.060	1141.450	2325.510
3	Eozhikode	6176.000	2260.000	8436,000	1462.210	951.050	2413,260	1462.210	951.050	2413.260
701	TAL city scheme	23256,000	14100.000	37356.000	3025.200	5193.840	8219.040	3025.200	5193.840	8219.040
G	RAND TOTAL	45329.085	40523.629	85852.714	26031.582	33918.194	5 <del>9</del> 949.776	26031.582	29628.324	55659.906

.

### KERALA STATE ELECTRICITY BOARD

122n the Clob F Fagheee (Cosponate Planning), Vydynthi Blavanam, Pattom, Thiravanauthapurum. Phone: 0471 - 2447404, 2514551, 2514652. Fax: 0471-2558340 E-mail: cccplc@saucharnetia

No. CP/PRICT.HI/APDRP/2008-09/506

Date: 25, 03, 2009

To

The Joint Secretary (Power), Ministry of Power, Government of India.

Sir,

Sub: APDRP scheme closure-Utilization of the fund received-Certificate forwarding of-reg;

Ref:

- 1. F.No.16/10/2002-APDRP Dated 26:08:2002 of Ministry of Power, Government of India
- F.No.7/13/2002-APDRP Dated 27.11.2002 of Ministry of Power, Government of India
- 3. F.No.7/13/2002-APDRP Dated 04.4.2005 of Ministry of Power,
  Government of India
- 4. F.No.7/13/2002-APDRP Dated 01.10.2004 of Ministry of Power, Government of India

The 10<sup>th</sup> plan APDRP schemes sanctioned vide references cited above for an outlay of Rs.863.63 Crores for the implementation of distribution strengthening projects in 3 Circles, 46 towns and sub transmission and distribution works in 3 cities were completed / foreclosed-short closed for an amount of Rs. 556.599 Crores during March 2009. The utilization certificates, duly approved by the Government of Kerala, for the grant-in-aid (GFR 19-A) and loan (GFR 19-B) received by KSEBoard are enclosed herewith for your kind perusal.

It may please be noted that as per mop guidelines we are eligible for a grant of Rs. 139.15 Crores, out of which we have received only Rs. 133.295 Crores. A balance amount of Rs. 5.855 Crores has to be received as grant for the scheme. Hence necessary action may please be taken to release the balance amount.

Yours faithfully

Executive Engineer(Projects) & Nodal Officer-APDRP, KSEB

Acc: 1: Utilization certificate of Grant-in-aid (Form GFR 19-A) in original

2. Utilization certificate of Loan (Form GFR 19-8) in original

Copy Submitted to

1.The Chaliman, KSEB.

2.The (dember (T &D), KSES.

. 3. The Chief Engineer, Corporate Planning ,KSEB.

#### GFR 19-A { See Rule 212(1)]

#### Utilization Certificate

SĪ	Letter No. and Date	Amount
no	•	(Rs.Crores)
1	No.44(1)-PF1/20020000027 04.04.2002	8.535
2	F NO. 44(1)PFV 2002000002-28.01.2003	6.680
3	F NO.44(1)-PFI/2003- 23.10.2003	6.685
4	F NO. 44(1)PFI/2003-273/ 11.2.2004	25.000
.5	F NO. 44(1)PFI/2003- 263/17.2.2004	5.430
₹ <sub>6</sub> ->	F NO. 44(1)PFI/2004-258 /4.3.2005	36.025
7	F NO. 44(1)PFI/2004-310 / 31.3.2005	26.920
8 .	F NO. 41(6)PFI/2006-266/ 14.3.2007	18.020
	Total	133.295

Certified that out of Rs 133.295 Crores of grants-in-aid sanctioned during the year 2002-2007 in favour of Kerala State (for Kerala State Electricity Board)under this Ministry/ Department letter nos given in the margin and Rs.Nil on account of unspent balance of the previous year, a sum of Rs.133.295 Crores has been utilized for the purpose of execution of works sanctioned under APDRP 10<sup>th</sup> Plan scheme for which it was sanctioned and that the balance of Rs. Nil (Zero) remaining unutilized at the end of the year 2009 has been surrendered to the Government (vide No... dated...)/ will be adjusted towards the loan payable during the next financial year...

2. Certified that I have satisfied myself that the conditions on which the grant-in-aid was sanctioned have been duly fulfilled/are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for purpose for which it was sanctioned.

Note: Out of Rs. 139.15 Crores eligible as Grant as per Ministry of Power guidelines, we have received Rs. 133.295 Crores only. ic. Rs. 5.855 Crores is yet to receive from Jovernment of India as grant.

#### Lir of checks exercised

1. Inspection carried out in random manner by the field AcC.

 Necessary checking of the registers and documents including MASA, MCS, MRCS, ATN, Purchase orders, PC Bills, Approved Cost data by KSE Board etc. pertaining

to the work carried out as per KSEBoard procedures remain in force.

Signature:

Designation: Executive Engineer (Projects) & Nodal officer APDRP

Kerala State Electricity Board, KERALA 1.

GFR 19-B [See Rule 226 (2)]

#### Utilization Certificate

- (1) Certified that out of the Loan of Rs.115.275 erores SANCTIONED under investment component of APDRP 10<sup>th</sup> plan scheme in favour of Kerala State (for Kerala State Electricity Board) during the year 2002-2005 an amount of Rs.115.275 Crores has been utilized for the purpose for which it was sanctioned, and that the balance of Rs. Nil (Zero) remaining unutilized at the end of the year 2009 has been surrendered to the Government (vide No... dated...)/ will be adjusted towards the loan payable during the next financial year.
- (2) Certified that I have satisfied myself that the conditions on which the loan was sanctioned have been duly fulfilled/are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for purpose for which the loan was made.

Kinds of checks exercised

3. Inspection carried out in random manner by the field AcC.

4. Necessary checking of the registers and documents including MASA,MCS,MRCS, ATN, Purchase orders, PC Bills, Approved Cost data by KSE Board etc. pertaining to the work carried out as per KSEBoard procedures remain in force.

Signature:
Designation:

ation: Executive Engineer (Projects) & Nodal officer APDRP

Kctala State Electricity Board, KERALA



Kerala Legislature Secretariat 2017

KERALA NIYAMASABHA PRINTING PRESS.