



GOVERNMENT OF KERALA

REPORT OF THE WORK STUDY
CONDUCTED IN THE

VIGILANCE & ANTI-CORRUPTION BUREAU



PERSONNEL & ADMINISTRATIVE
REFORMS (AR-4) DEPARTMENT

2014

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BUREAU

BY
PERSONNEL & ADMINISTRATIVE REFORMS
(AR-4) DEPARTMENT

STUDY TEAM : SRI M. RIYAZ
(Section Officer)
SRI G. RAMANATH
SRI S.S. SUDHEER
SRI C.K. PRAJITH KUMAR
(Assistants)

SUPERVISED BY : SRI P. ASOK KUMAR
(Deputy Secretary to Government)

GUIDED BY : SRI P.S. GOPAKUMAR
(Additional Secretary to Government)
SRI A. RAJASEKHARAN NAIR
(Joint Secretary to Government)

APPROVED BY : SRI K. AJAYAKUMAR
(Secretary to Government)

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CHAPTER – I

INTRODUCTION

1.1 Vigilance Department had started functioning as an independent Department vide G.O. (Ms) No. 525/64/Home dated 21.12.1964. It worked as Vigilance Division till 1975. Later it was named as Vigilance Department and finally it was named as Vigilance & Anti-Corruption Bureau vide GO(P) No. 15/97/Vig. dated 26.03.1997.

1.2 Vigilance & Anti-Corruption Bureau is the premier, specialised investigating agency in Kerala State to enquire/ investigate the allegations/ offences relating to corruption. It enquires/ investigates the allegations against all the public servants including the ministers and Government officials including the Heads of Departments, officials of Public Sector Undertakings, employees and office bearers of the Local Self Government Institutions etc. As such, it enquires/ investigates the allegations/ offences relating to about 107 Government Departments, 280 Public Sector Undertakings and about 1200 Local Self Government Institutions.

1.3 The Prevention of Corruption Act, 1988 and the Indian Penal Code (IPC) are the basic principles of the Bureau for proceeding corruption cases. The Criminal Procedure Code (Cr.PC) is the basic criterion of the proceedings adopted by the Bureau for its procedural functions, i.e. for the registration, investigation, charge-sheeting and other activities.

Genesis of the Study

1.4 A work study was conducted during 2010-11 in the Vigilance & Anti-Corruption Bureau for assessing the necessity for according

continuance sanction for the 508 temporary posts and for the creation of 37 ministerial posts in that Department. In the Report, the work study team had recommended for according continuance sanction to 489 posts and for creating 33 ministerial posts.

1.5 On behalf of the staff of the Bureau, a representation was submitted to the Hon'ble Minister for Home and Vigilance in which the following requests were highlighted :

- Accountant General/ Finance Department have repeatedly suggested for the creation of a full fledged Internal Audit Team. But this was not considered in the Work Study Report.
- One post each of Senior Superintendent is required to be created at the four Range offices as part of strengthening it.
- In a Report by the Law Department, it was stressed that a senior officer has to be posted for doing liaison work for High Court cases at Ernakulam.
- A separate section is to be formed at the Directorate for handling the applications received under the Right to Information Act, 2005.
- A work study is to be conducted by the Personnel & Administrative Reforms Department for rectifying the uncovered areas of the previous Work Study Report.

1.6 The Administrative Department has forwarded the request to the Personnel & Administrative Reforms Department for the conduct of the work study. The file was transferred to the work study team in the Personnel & Administrative Reforms (AR-4) Department for conducting the work study.

1.7 The work study team led by Additional Secretary to Government and Under Secretary to Government have visited the Directorate of Vigilance & Anti-Corruption Bureau on 13.11.2013 and 25.11.2013 and had discussions with the senior officers of the Department. In these discussions, the work study team could understand that no action was taken on the recommendations contained in the previous Work Study Report. Neither continuance sanction was accorded to the temporary posts, nor any new post was created at that time.

1.8 On the basis of the preliminary discussions as well as a thorough perusal of the previous work study report, the study team decided to have an overall study on the functions of the Department with specific attention on the work load of the ministerial wing in various offices of the Bureau.

1.9 The following offices were taken for the collection of data of the ministerial wing :

- Directorate of Vigilance & Anti-Corruption Bureau
- Range offices at Thiruvananthapuram, Kottayam, Ernakulam & Kozhikode.
- Special Investigation Units (SIU-I & II) at Thiruvananthapuram.
- Special Cells at Thiruvananthapuram, Ernakulam and Kozhikode
- District Offices at Kollam, Alappuzha, Idukki, Malappuram, Wayanad, Kannur and Kasaragod.
- Office of the Legal Adviser, Thiruvananthapuram
- Office of the Assistant Legal Adviser at Thrissur

1.10 Apart from the above offices, data were also collected from the District Offices at Thiruvananthapuram, Kottayam, Ernakulam, Thrissur and Kozhikode and the offices of the ALA-I, Kozhikode, ALA-II, Kozhikode and ALA, Kottayam during the visit at the other offices mentioned above located in those stations.

1.11 The study team has analysed the data collected from the various offices of the Bureau using the standard work study techniques and recommended the optimum staff pattern necessary for the smooth functioning of the Department.

1.12 During data collection, the study team had also conducted inspection as per circular No. 16172/AR.10/2009/P&ARD dated 10th May, 2010. The study team verified the files to see whether the provisions of office procedure such as five day rule, proper keeping of records etc. are followed. On the spot instructions have been given wherever necessary. The team also analysed the procedures followed and suggested feasible alternative methods, wherever necessary. The observations and suggestions of the work study team are given in the coming chapters.

CHAPTER II

METHODOLOGY

2.1 On the basis of the discussion held by the work study team with the Director General of Police and the senior officers of the Vigilance & Anti-Corruption Bureau, the team decided to conduct a detailed work study on the functioning of the Vigilance & Anti-Corruption Bureau with special emphasis on the ministerial staff. For this, the team applied all the three components of work study viz. Organisational Analysis, Method Study and Work Measurement.

2.2 As part of data collection, the work study team had visited all types of offices and collected information on the functioning of the offices and the duties and responsibilities of the functionaries, with special emphasis on the ministerial staff. The team has made use of both primary and secondary data. Secondary data have been taken from Annual Administration Reports, previous Work Study Report, the details available in the official web site of the Bureau, various periodical reports made available to the work study team etc. Primary data have been collected through direct personal interview, Daily Log Sheets, Duty Lists, Activity Lists etc.

2.3 The task performed by the functionaries related to each activity has been identified and subjected to detailed analysis. Case study of files with specific emphasis to the time factor was also used.

2.4 The team studied the procedures followed in performing the various functions and subjected them to critical examination to find whether any change is required in the procedures. Recommendations for the simplification of procedures is recommended wherever feasible. The team has also taken special emphasis to study the feasibility of bringing

about changes in procedures with the help of modern technology in order to achieve higher efficiency. The study team has also verified the observance of the provisions in the Manual of Office Procedures, display of boards in connection with the implementation of the Right to Information Act, Right to Service Act etc.

2.5 The base year selected for the collection of data was the calendar year 2013. For the financial aspects, the financial year 2013-14 was taken as the base year. The registers, files and other connected records maintained in the offices have been relied upon for deciding the annual frequency of each activity.

2.6 In the conduct of the study, the team made use of the conventional work study techniques such as discussions, case study, interview etc. for collection of data. The team made use of the work study tools such as Duty List, Activity List, Organisation Chart, Flow Chart, Brain-storming, Analytical Estimation, Time Study etc. for the evaluation of the data and for arriving at standard time. The team has also made use of the synthetic data wherever possible, especially with regard to the establishment related works. The basic time for different activities taken by various functionaries have been projected on their annual frequency, Personal & Fatigue allowance @ 15% has also been added to the total time for original items of work and routine items of work (except field works). The man-power requirement has been assessed on the principle that a State Government employee has to work 1700 man hours in a year.

2.7 Man-power index for the Clerical staff in a particular office has been calculated by dividing the total work load in man-hours of all the Clerks of that office by 1700. The man-power requirement is estimated on the basis of the man-power index. If the decimal portion of the index exceeds 0.3, then an additional post is recommended. For eg. if

the man-power index is 3.34, the man-power requirement will be 4, whereas if the index is 3.28, then the requirement will be 3 and so on.

2.8 In the case of Typists, the work load is estimated on the norms that a Typist has to type 704 lines in English or 560 words in Malayalam, per working day. Accordingly, the work load is estimated in man-days. Staff requirement is assessed on the basic norm that there are 270 standard working days in a year. Man-power index is calculated by dividing the total work load in man days by 270. As in the case of Clerical staff, additional post will be recommended if man power index exceeds the available staff strength by 0.3.

2.9 The free tool of “**THINKING OUTSIDE THE BOX**” – the elaborate and impartial slant of “**non-conventional thinking**”- also was put to use to make this Report most realistic, modern and self-governing in approaches and conclusions. The work study team has attempted to make optimum use of the modern technologies to maximise the output of the functionaries. Based on the observations and findings of the Team, the final Report has been prepared scientifically, for the optimal and efficient functioning of the Vigilance & Anti-Corruption Bureau.

CHAPTER III

ORGANISATION ANALYSIS

3.1 Vigilance & Anti-Corruption Bureau is the main Anti-Corruption agency of the State to deal with cases involving corruption. This Bureau conducts investigation/ enquiries into the following allegations involving public servants including those working in the Public Sector Undertakings of the State Government :

1. Criminal misconduct as defined in PC Act, 1988
2. Dishonest or improper conduct or abuse of power.
3. Gross dereliction of duty or negligence.
4. Misappropriation of public funds involving more than ₹5,00,000/-.
5. Amassment of wealth disproportionate to the known sources of income.
6. Misuse of public money or property.

3.2 Besides conducting investigations on Vigilance Cases, the Bureau also conducts Vigilance Enquiries, Confidential Verifications, Surprise Checks and Quick Verifications. Vigilance Enquiries are conducted only with prior sanction of the Government. VACB also collects intelligence about corrupt officials and maintains dossiers on them.

3.3 - Operational Activities of the VACB

3.3.1 A brief sketch of the operational activities of the Vigilance & Anti-Corruption Bureau is given below.

3.3.2 In the Vigilance & Anti-Corruption Bureau, 14 District Units, 4 Range Offices, 3 Special Cells and 2 Special Investigation Units are the

basic units. They are entrusted with the enquiries and investigations as per Section 17 of the Prevention of Corruption Act, 1988. A police officer not below the rank of Inspector of Police is empowered to conduct enquiries/investigations. Accordingly, the Circle Inspectors/ Deputy Superintends of Police conduct the Surprise Checks, Confidential Verifications, Quick Verifications, Vigilance Enquiries and investigation of Vigilance Cases. They submit the enquiry/investigation report to the respective Deputy Superintendent of Police/ Superintendent of Police. The DySPs of the 14 District Units forward the Surprise Check, Confidential Verification, Quick Verification and Vigilance Enquiry Reports to the Superintendent of Police of the Range Offices concerned. In the case of Special Units, the unit heads are the Superintendents of Police and they forward the report to the Directorate with their recommendations. The report of the Superintendent of Police is called Forwarding Endorsement. The DySPs and Circle Inspectors of the Range Units submit their reports to the Superintendent of Police of the Range Office concerned, which are also forwarded to the Directorate.

3.3.3 In respect of Vigilance Cases, the DySPs furnish the report to the Additional Legal Advisers (ALA) concerned and the ALAs examine the report to ascertain whether any aspect has been left out during investigation and also whether there is sufficient scope for prosecution. With their legal opinion, they forward the report to the Superintendent of Police which are also forwarded to the Directorate.

3.3.4 In the Directorate, all the reports are subjected to detailed scrutiny in the sections. The same reports are further examined by the IGP/ADGP and the final decision is taken by the Director. The VE, QV, CV and SC Reports are forwarded to the Government along with recommendation. If the recommendation contains registration of Vigilance Cases, orders are simultaneously issued to the Unit Heads for

registering of FIR. On receipt, the FIR and the Special Report (which contains immediate action such as transfer, suspension of the accused etc.) are verified in the Directorate and forwarded to the Government for further action.

3.3.5 In respect of Vigilance Cases, the investigation reports are called Factual Reports. The Factual Reports with legal opinion received from the Superintendent of Police are thoroughly verified initially in the Crime Section of the Directorate and then by IGP, ADGP etc and the final decision is taken by the Director. The factual reports with recommendations are forwarded to the Government. If the decision is to prosecute the accused, the competent authority concerned will be approached for according sanction for prosecution u/s 19 of the Prevention of Corruption Act. On receipt of the Prosecution Sanction Order (PSO), the charge sheet is filed by the unit based on the directions issued from the Directorate.

3.3.6 The Investigating Officers prepare charge sheets, get approval of the ALAs to ensure that all legal ingredients are there in the charge sheet and then they file the charge sheet before the court, with copy to the Directorate. In the Directorate, the charge sheets are verified and it is intimated to the Government. On receipt of the judgements of the Vigilance Courts, the Superintendents of Police/ Director examine the scope for appeal, if required, and intimate the same to the Government. In the case of appeals filed by the accused, the units / Directorate will have to produce all necessary documents in connection with the appeal. As such, units and the Directorate are liable to take all follow up action till closure of the legal proceedings by the Supreme Court/ High Court/ Vigilance Court. Moreover, the VACB has to issue certificates in connection with promotions, pension etc. Hence the VACB will have to maintain the files for very long period till the closure of all the formalities

such as investigation, trial, judgement, appeal, judgement on the appeal etc. Due to this reason, the number of old files pending in the VACB is very large. It makes the record maintenance tedious.

3.3.7 Various types of verifications/enquiries conducted by the VACB are the following :

Preliminary verifications

3.3.8 In a number of cases, the Supreme Court had held that public servants including Government officials shall not be dragged in to legal proceedings without preliminary verification for proving prima facie commission of offences. Therefore the VACB, before registering Vigilance Cases against public servants/ Government officials, conduct preliminary verification such as the following :

- (i) **Surprise Check (SC)** – Surprise Checks are conducted on receipt of petitions and Source Reports. VACB conducts many State-wide Surprise Checks every year. Special drives are conducted for this purpose.
- (ii) **Confidential Verification (CV)** – Confidential Verifications are conducted mainly on the allegation of amassment of wealth by public servants through corrupt or fraudulent practices. VACB conducts this either at its own initiative or under Government directions. It takes a long period to complete a confidential verification, as a lot of documents have to be verified/ seized for the completion of the enquiry.
- (iii) **Quick Verification (QV)** – Sometimes, Government forward references to the VACB for examination and report without formally ordering a Vigilance Enquiry. The Courts also forward a number of such references. In such references, detailed examination of the

records and documents are necessary to ascertain the genuineness of the contents of the petition. Generally the time limit prescribed for the completion of a Quick Verification is 45 days or such time limit as may be prescribed by Court or Government.

(iv) **Vigilance Enquiry (VE)**– Vigilance Enquiries are ordered by the Government based on the merits/ gravity of the complaints received. However, the VACB does not conduct any Vigilance Enquiry without permission of Government.

Vigilance Cases (VC)

3.3.9 In the preliminary verifications, if only minor irregularities which do not warrant further probe are identified, Departmental Actions are recommended. Only if a detailed probe is found necessary, Vigilance Case will be registered and get it enquired by the Vigilance Department.

Trap Cases

3.3.10 When complaints regarding demanding bribes are received, Traps are arranged for catching the accused red-handed. This can be immediately conducted by the Deputy Superintendents of Police. If the trap is successful, case will be registered and further investigation will be conducted.

ORGANISATIONAL STRUCTURE OF THE VIGILANCE & ANTI-CORRUPTION BUREAU

3.4 The Vigilance & Anti-Corruption Bureau is functioning under the administrative control of the Vigilance Department of Government of Kerala. The Bureau comprises the following category of offices :

1. Directorate
2. Range Offices
3. District Offices

4. Special Cells
5. Special Investigation Units
6. Research Analysis and Enforcement Wing
7. Legal Wing
8. Intelligence Branch

Directorate

3.4.1 The Vigilance & Anti-Corruption Bureau is headed by the Director who is of the rank of Director General of Police. For the effective co-ordination of the works, there are four posts of scrutiny officers in the rank of ADGP/IGP/DIG. Now only two ADGPs are working in these posts. Two posts are lying vacant. The duty of these officers is the scrutiny of VE/SC/CV/QV and VC reports and decision making in all other related issues of these files. Besides, there is one post of Superintendent of Police (Intelligence), who is handling administrative works as well as intelligence/ preventive vigilance works. Decision on files related to Vigilance Cases, Vigilance Enquiries, Confidential Verification, Quick Verification, Surprise Check etc. are also taken by the Director. The Directorate of Vigilance & Anti-Corruption Bureau is located at Thiruvananthapuram.

Range Offices

3.4.2 There are four Range offices each headed by a Superintendent of Police. They are located at Thiruvananthapuram, Kottayam, Ernakulam and Kozhikode. The unit offices, functioning in each district, are under the direct control of the Range offices. The Range offices, apart from attending to the cases/enquiries assigned to them, are also co-ordinating the cases/enquiries attended by the District Offices (Unit Offices) under their jurisdiction.

Special Cells

3.4.3 Special Cells, each headed by a Superintendent of Police, are functioning at Thiruvananthapuram, Ernakulam and Kozhikode. They enquire/ investigate the issues related to amassment of wealth disproportionate to the known sources of income. No office is functioning under the control of these Special Cells.

Special Investigation Units

3.4.4 Two Special Investigation Units are functioning at Thiruvananthapuram. Cases involving sensitive and important matters of corruption and related allegations which require special attention and in-depth study are entrusted to these units.

District Offices (Unit Offices)

3.4.5 District level offices, headed by a Deputy Superintendent of Police are functioning in all the 14 Districts. They are the lower most units in the functional hierarchy of the Vigilance & Anti-Corruption Bureau. They conduct enquiries/ investigations as per the directions of the Director.

Research Analysis and Enforcement Wing

3.4.6 A Research Analysis and Enforcement Wing is functioning in the Directorate to assist the field officers in technical matters connected with enquiries/ investigations undertaken by this Bureau. This wing consists of one Executive Engineer (Civil), one Assistant Executive Engineer (Civil), one Executive Engineer (Mechanical) and one Accounts Officer (Audit). All these officers are working on deputation basis.

Legal Wing

3.4.7 The Vigilance & Anti-Corruption Bureau has its own Legal Wing to conduct the prosecution cases in the four Vigilance Courts and

the two Vigilance Tribunals. The office of the Legal Adviser is functioning in Thiruvananthapuram. He is assisted by two ALAs. The Offices of the ALA are functioning at Kottayam, Thrissur and Kozhikode (2 offices). The Legal Wing gives legal opinion in enquiries/ investigations undertaken by the VACB.

Intelligence Branch

3.4.8 An Intelligence Branch headed by Superintendent of Police (Int.) is functioning in the Directorate for the collection and analysis of the intelligence reports about corrupt officials and to maintain dossiers on them.

STAFF PATTERN

3.4.9 The executive Staff and Drivers of the Bureau are posted from the Police Department. The VACB has its own ministerial wing. They are appointed through the Kerala Public Service Commission. Additional Legal Advisers are appointed from among the practicing advocates. The technical staff such as Engineers and Account Officers are posted on contract basis/ on deputation from various Departments of the State Government.

3.4.10 Organisation Chart showing the functional hierarchy of the Vigilance & Anti-Corruption Bureau is given at **Annexure-I**.

FUNCTIONAL ASPECTS OF VIGILANCE & ANTI-CORRUPTION BUREAU

3.5 Some of the functional aspects of the Bureau which require special mention are given below :

3.5.1 - Preventive Vigilance

3.5.1.1 The work study team has analysed the functioning of the Vigilance & Anti-Corruption Bureau with respect to the principles of the organisation. The study team observes that, even though the name of the Department is “Vigilance” & “Anti-Corruption” Bureau, its activities focus mainly on Anti-Corruption alone. Apart from conducting some competitions for the college students, hardly anything is seen done to prevent corruption. During data collection for the work study, the study team has verified some files/disposals as part of case study. In some cases, the team has observed that there are instances of supervisory officers facing vigilance cases solely on account of supervisory lapses in detecting the misdeeds committed by their subordinates. This also stresses the importance of creating further awareness among all categories of staff for keeping increased vigil in their routine official work.

3.5.1.2 Considering all these aspects, the study team recommends that, apart from ensuring maximum punishment for the corrupt employees/ public servants, focus must be given to preventive vigilance activities also, as always “prevention is better than cure”. The study team **recommends that preventive vigilance activities such as awareness programmes for all categories of employees especially those working in the 'vulnerable' Departments, strengthening of the Internal Vigilance Cell of the Departments, conducting various competitions for the children of the Government employees, creating awareness through visual media/print media etc.** It must be ensured that Vigilance Week is celebrated in all the Departments. At the time of the Vigilance Week, the VACB must declare the activities proposed to be conducted in the following year. Care must be taken to ensure that the activities are conducted in letter and spirit as per the schedule. By doing

so, the present employees and the future generation could be sensitized of the impending danger in getting involved, knowingly or unknowingly, in corruptive practices and the need for dissociating from it. Steps may be taken to ensure that sufficient funds are available for this purpose in a separate Head of Account. This must be taken care of while submitting proposals to be included in the General Budget. The study team **recommends that the work relating to the Preventive Vigilance may be assigned to the G Section. For this purpose, the work study team has allotted an additional 850 man hours while computing the work load of the G Section.** More details in this regard is given in **Chapter-IV**, where the work load of the G-Section is discussed.

3.5.2 - Internal Audit Mechanism

3.5.2.1 Accountant General and the Finance Department have repeatedly stressed the importance of strengthening Internal Audit Mechanism of all the Departments. An effective Internal Audit System will considerably bring down financial mismanagements. Then the number of Audit Objections in the Inspection Reports of the Accountant General will come down. Similarly, there will be reduction in the number of Draft Paras, Audit Paras and the Public Accounts Committee (PAC) recommendations. Moreover, the Vigilance & Anti-Corruption Bureau is the premier investigating agency of the State Government with regard to all irregularities. Hence, audit objections in its functioning will bring down the morale of the Department. Presently, Internal Audit is being conducted by forming teams using employees working in other sections/offices. Such practice will adversely affect the smooth functioning of those offices as well. In the proposal for conducting work study submitted by the Director, this point was also highlighted.

3.5.2.2 The study team has examined the proposal in detail and strongly **recommends that an exclusive Internal Audit Wing comprising of one Senior Superintendent, one Head Accountant and two Clerks may be created at the Directorate of the Vigilance & Anti-Corruption Bureau. The existing Head Accountant may be posted in this Section. He may be attached to this wing along with his present duties and responsibilities. It is recommended that the other three posts, i.e, one post of Senior Superintendent and two posts of Clerks may be created.** The Senior Superintendent will be the leader of the Internal Audit Team. The Accounts Officer working in the Directorate will have the overall control over the team in addition to his present duties and responsibilities. The matter is discussed further in **Chapter-IV.**

3.5.3 - Delegation of Powers

3.5.3.1 The work study team observed that the powers are not properly delegated downwards. This is particularly so in the case of Financial Powers. There is no financial delegation available to the Deputy Superintendent of Police, whereas the financial delegation of Superintendent of Police is only ₹3000/-. Now-a-days, when vehicles are garaged for routine service/ minor repairs, the bill amount will go beyond that limit. So, in all such cases, the approval of the Director will have to be obtained. This leads to considerable increase in the work load in the Directorate. **Considering this, the work study team recommends that the delegation of financial powers of the Superintendent of Police may be enhanced to ₹10,000/-. A financial delegation of ₹3,000/- may be given to the Deputy Superintendent of Police.** This issue may be taken up with the Finance Department for getting the financial powers enhanced.

3.5.4 - Handling of petitions received as per Right to Information Act

3.5.4.1 In the proposal submitted by the Director, it was requested that one Section may be created exclusively for handling the petitions received as per Right to Information Act, 2005. The work study team has examined the proposal in detail. In this context, it may be noted that as per the Office Memorandum No. 10/2/2008/IR dated 12.06.2008 issued by Ministry of Personnel, Public Grievances & Pension (Department of Personnel & Training), Government of India, the Public Authority is not required to collect or create the information; he is expected to furnish the information which is available with him. If the information is related to another public authority, he can simply transfer the application to that public authority within five days. However, he has to furnish the details which, as per the existing provisions, he has to keep ready with him. Hence it is obvious that if the public authority properly keeps all the details that are expected to be kept by him, there will not be any difficulty in furnishing replies to the petitions received as per Right to Information Act, 2005. Moreover, the study team also recommends some recommendations for effective data base management which may further ease the processing of the applications. Those recommendations are discussed at **Chapter-XII** of this Report.

3.5.4.2 However, the type of information asked in the petitions must also be looked into. Generally the information sought relate to the Vigilance Enquiries/Cases, their present stage etc. For example, the information asked is, "What is the present stage of the vigilance case/enquiry outstanding against Sri. X, working in the ABC Department. Before coming to the ABC Department, he might have been working in the PQR Department. Probably, a case registered during his tenure at the PQR Department, might have been pending against him.

Hence the tapal clerk will not be able to identify the section to which the petition is to be transferred. In the Directorate, the Vigilance Enquiries/ Cases are being dealt with in different sections, a proper reply cannot be furnished to the petitioner without collecting details from all the seats concerned. Presently, a seat has been arranged provisionally in the G-Section of the Directorate for handling the petitions received under Right to Information Act. The study team **finds that the present arrangement of entrusting the handling of Right to Information Act petitions to an exclusive seat is necessary.** This matter is discussed further in **Chapter-IV**, where the work load of the G-Section of the Directorate is discussed.

3.5.5 - Effective Supervision

3.5.5.1 During data collection, the work study team observed that there is widespread disparity in the span of supervision in the Vigilance & Anti-Corruption Bureau. For example, in the M-Section of the Directorate, one Junior Superintendent is supervising just two Clerks, whereas in some other Sections of the Directorate such as C-Section, E-Section etc. the work load of the supervisory officers is too high. Even though there are sufficient number of Junior Superintendents to maintain the 6:1 ratio, the number of subordinate staff under the Junior Superintendents is less and all the Senior Superintendents are acting as first level supervisory officers. Considering this, the work study team **recommends that steps may be taken to ensure a more or less equitable distribution of the span of supervision in all the offices of the VACB.**

3.5.6 - Maintenance of Records

3.5.6.1 Maintenance of Records is vital in Vigilance & Anti-

Corruption Bureau. Most of the files/ records are very sensitive and hence the safe keeping of the records is to be given top most priority. However, the study team has found that the system of records maintenance is not satisfactory in the Department.

3.5.6.2 The study team **recommends that Record Room may be maintained in all the offices of the Department.** One employee must be put in charge of maintenance of Records. Maintenance of Records implies ensuring safe custody of the Records, keeping them arranged in proper order for easy retrieval, maintenance of the list of the Records held etc. In the Directorate, one Clerk and an Attender may be jointly put in charge of the Records and Despatch Works. In other offices, one Clerk having comparatively lesser work load may be given this responsibility. For this purpose, 270 man hours have been added to the total work load while calculating the work load in respect of the Range Offices/ Special Cells/ Special Investigation Units.

3.5.6.3 Special rooms must be provided for keeping Records. Facilities such as Steel Almirahs must be provided in sufficient numbers in the Record Room.

3.5.7 - Necessity for the post of Legal Assistant

3.5.7.1 The Additional Legal Advisers working in the Department have to scrutinise the various Reports forwarded by the Superintendents of Police and other higher officers. Moreover, they have to be present in the Courts/ Tribunals when cases in their jurisdiction are taken up for hearing. As a result, the Additional Legal Advisers get only limited time to be in the office for dealing with the scrutiny works. Hence it will be advisable to have a person having qualification of LLB as his subordinate staff. At the same time, the Clerical staff in these offices have a lot of spare time.

3.5.7.2 Considering this, the study team **recommends that a new post namely 'Legal Assistant' may be introduced in the Vigilance & Anti-Corruption Bureau.** The post shall be at par with the post of Legal Assistant in the Law Secretariat at the entry level. It is suggested that the post of Clerk in the ALA Offices may be replaced by the post of Legal Assistant. The team recommends that following mode of selection to the post of Legal Assistant may be considered :

- 1. The post of Legal Assistant shall be equivalent to the identical post in the Law Secretariat at the entry level.**
- 2. These posts may be filled up on by-transfer method from among the interested Clerks of the Department having educational qualification of L.L.B and an experience of at least 3 years in the VACB out of which one year shall be in C-Section or E-Section.**
- 3. If suitable and interested candidates are not available in a partiicular year, the post may be filled up for that year on deputation basis from the Law Secretariat.**

3.5.7.3 The study team also **recommends that the post of Additional Legal Adviser may be made the promotion post of the Legal Assistant.**

3.5.8 - Handling of High Court cases

3.5.8.1 The appeal court for Vigilance Cases is the High Court. Hence the number of High Court cases is very high in the VACB. The Director, in his proposal, has suggested for the creation of a liaison wing at the Regional Office, Ernakulam for handling High Court cases. The

work study team examined the proposal and **recommends that a liaison wing may be started at the Regional Office, Ernakulam and a Legal Assistant may be posted there for this purpose.** Detailed recommendations in this regard are given in **Chapter-V**, where the functioning of the Regional Offices is discussed.

3.6 The work study team has made a detailed analysis of the functioning of each category of offices in the Vigilance & Anti-Corruption Bureau. The details may be seen in the coming Chapters.

CHAPTER IV

FACTS & ANALYSIS - DIRECTORATE

4.1 The Directorate of Vigilance & Anti-Corruption Bureau is the nerve centre of all the functions of the Vigilance & Anti-Corruption Bureau. The Directorate is located at Thiruvananthapuram. It is headed by the Director who is of the rank of Director General of Police.

4.2 For the effective co-ordination of the works, there are four posts of scrutiny officers in the rank of ADGP/IGP/DIG. Now only two ADGPs are working in these posts. Two posts are lying vacant. The duty of these officers is the scrutiny of VE/SC/CV/QV and VC reports and decision making in all other related issues of these files. Besides, there is one post of Superintendent of Police (Intelligence) also, who is handling administration related works as well as intelligence/ preventive vigilance related works. Decision on assigning works such as Vigilance Cases, Vigilance Enquiries, Confidential Verification, Quick Verification, Surprise Check etc. to offices/ officers is also taken by the Director. The decision on the enquiry reports/ verification reports are also being taken by the Director. Cases where Vigilance Cases are to be registered are forwarded to Government with the remarks of the Director. The positional Organisation Chart of the Directorate of VACB is given at **Annexure-I(a)**.

4.3 In the case of administrative subjects, the appointing authority of the ministerial staff is the Director. All the establishment matters are being handled in the Directorate. The sanction for expenditure exceeding ₹3000/- is also being issued by the Director.

4.4 There are several sections functioning in the Directorate for co-ordinating the activities of the various offices under the Vigilance &

Anti-Corruption Bureau all over the State. The functioning of each Section is detailed below :

4.4.1 - A Section

4.4.1.1 This Section deals with establishment related matters. There are four Clerks working in the A-Section. The section is being supervised by a Junior Superintendent.

4.4.1.2 Seat wise distribution of the subjects is as follows :

A1 Seat : Transfer and postings of Executive Staff and general (Administrative) matters related to the Executive Staff and Drivers, Pay Fixation, sanctioning of grade promotion in respect of Drivers, Salary Certificates to Drivers, Proposals for strengthening of Vigilance & Anti-Corruption Bureau, Issuing No Objection Certificate to the Executive Staff for applying for Indian Passport.

A2 Seat : Transfer and postings of Ministerial Staff, Fixation of Pay/ Increments/ Grade of the staff of the Directorate. Probation/ Promotion in respect of the ministerial staff, seniority list, certificates to the ministerial staff, deputation of accounts officer/ engineers, periodicals and issuing No-Objection Certificate for Indian Passport in respect of the ministerial staff. All other service matters of ministerial staff, Legal Adviser/ Additional Legal Adviser.

A3 Seat : Leave, Leave surrender of all ministerial staff of the Directorate and Gazetted Officers (both executive and ministerial) and Legal Adviser/ Additional Legal Advisers and Junior Superintendents. Maintenance of Service Books of Ministerial Staff in the Directorate, all Junior Superintendents, Senior Superintendents, Superintendent of Police, Deputy Superintendent of Police and Drivers, Training Programmes of ministerial and executive staff.

A4 seat : Pension related works of all staff in Vigilance & Anti-Corruption Bureau. Maintenance of Service Books, Leave and Leave surrender of Contingent Employees of the Directorate.

4.4.1.3 The work study team has evaluated the works of all the four seats by following the methodology mentioned in Chapter-II. The work load of the clerical staff of the A-Section is given below :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	A1	85885	19190	8100	15761	128936	2149
2	A2	68620	6435	8100	11258	94413	1574
3	A3	67920	6910	10725	11225	96780	1613
4	A4	66180	2240	24300	10263	102983	1716
	Total						7052
	Man-power index						4.15
	Man-power requirement						4

4.4.1.4 From the above table it is clear that 4 clerks are required in the A-Section. The existing clerical strength is also 4. Hence the study team recommends that status quo may be maintained as far as the staff strength in the A-Section is concerned. However, it may be noted that the work load in the A1 seat is higher compared to the other seats. Some of the works in the A1 seat may be shifted to the A2 seat where the work load is comparatively less, so that the work load become more or less equitable.

4.4.2 - B Section

4.4.2.1 B Section deals with works related to Bills. In this Section, there are three posts of Clerks under the administrative control of a Junior Superintendent.

4.4.2.2 The subjects dealt with in each Section is given below :

B1 Seat : Preparation of Contingent Bills of the Directorate, Preparation of Medical Reimbursement, Provident Fund bills of all ministerial staff, Drivers and Contingent Employees. Drawal of pay and allowances of all non-gazetted ministerial staff, Drivers etc. and wages of contingent employees of the Directorate.

B2 Seat : TA bills of officers of and above the rank of the Superintendent of Police, Legal Staff, Technical Staff, Ministerial staff and Drivers of the Directorate. Internal Audit, Pay Audit and settling Bus Warrants.

B3 Seat : Audit Objection of Finance Inspection Wing, Budget, Accountant General's Audit, settlement of Railway warrants claim, reconciliation of pay bill/ Contingent bills/ Medical reimbursement bills/ TA Bills, Accounts of Gazetted Officers, Distribution of Funds, MOPF, Trap Money Settlement and maintenance of Trap Money Register, Statements of Contingent Bills, Bus Warrant, Railway Warrant, Vehicle, Monthly Expenditure etc.

4.4.2.3 The work study team evaluated the works and functions of all the three seats. The calculated work load of these three seats is as follows :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	B1	33555	28675	8100	9335	79665	1328
2	B2	61320	6305	13725	10144	91494	1525
3	B3	56670	24475	12900	12172	106217	1770
						Total	4623
						Man-power index	2.72
						Man-power requirement	3

4.4.2.4 From the above table, it is clear the total man-power requirement for the B Section is 3. Even though the work load of the B3 seat is 1770 man hours, it does not seem unmanageable. Considering

this, the work study team does not suggest any change in the functioning of the B Section.

4.4.3 - C Section

4.4.3.1 Two types of works are being handled in the C-Section. They are Crime and Prosecution. C1, C2, C3, C4 & C6 deal with Crime and C5, C7 & C8 deal with Prosecution related works.

4.4.3.2 The works in the C Section are related to the Vigilance Cases registered on the basis of the Prevention of Corruption Act, Indian Penal Code/ Criminal Procedure Code etc. which are different from the normal clerical works. The work attended in this Section is a corresponding complementary process to the investigation process conducted by the Police Officers. Clerical staff posted in this Section submit the Vigilance Case files with detailed notes after thoroughly studying the voluminous investigation reports, statements and connected records. They have to prepare detailed letters to Government, based on the orders of the Director/ Scrutiny notes/ Factual Reports/ Legal Opinion etc. In addition, they have to process and study the judgements of the Vigilance Courts, High Court, Supreme Court on various issues such as legal validity of the Prosecution Sanction Order (PSO)/ judgements on Vigilance Cases, Appeals etc. This work requires an in-depth study of the PC Act/ IPC/ Cr.PC etc.

4.4.3.3 Unlike the other Departments/ Sections, the system followed for maintaining Crime Files is a unique single file system and files once opened are maintained for attending all the actions relating to the case and is kept alive till finalisation of all the actions in connection with the case. A brief outline of the actions is given below :

File opens with direction to register a case -- receipt of Special Report/ FIR -- Forwarding the Report to the Government with recommendations

-- attending various communications received from Government and Courts regarding present stage of the case etc. -- Receipt of Factual Report from the investigating officer -- Verification of the Factual Report with the connected records by the Section Clerk -- Scrutiny -- Obtaining PSO (Prosecution Sanction Order) from the competent authority -- Directions to lay charge sheet/ recommendations for Departmental Action -- Charge Sheet for the case -- Receipt of judgements -- Appeals in the High Court/ Supreme Courts -- Return of records collected during investigation -- Closure of file.

4.4.3.4 Out of the above works, the works related to the Vigilance Cases, till the issuance of direction to lay charge sheets, are being handled by C1, C2, C3, C4 & C6 seats and the subsequent works till the disposal of the case are being dealt with in C5, C7 & C8 seats.

4.4.3.5 Since so many actions are being taken in a single file, in the C-Section of the Directorate, a lot of very old files, some of them opened even in the 1980s are lying pending. Moreover, they have to handle the various communications asking for details on the present stage of the cases, various petitions seeking information under the Right to Information Act etc. Several communications are received from the various Departments/ Directorates for issue of No-Objection Certificates for inclusion in the Departmental Promotion Committee (DPC) list for promotions etc.

4.4.3.6 The work study team has taken note of this fact and given due weightage while evaluating the work load in this Section. The seat-wise description of the subjects dealt with is given below :

C1 Seat : Vigilance cases related to Thiruvananthapuram, Pathanamthitta & Kollam District Offices and Southern Range, Thiruvananthapuram.

C2 Seat : Vigilance Cases related to Idukki, Ernakulam & Thrissur District Offices and Central Range, Ernakulam.

C3 Seat : Vigilance Cases related to Palakkad, Malappuram, Kozhikode & Wayanad Districts and Northern Range, Kozhikode.

C4 Seat : Vigilance Cases related to SIU-I, SIU-II, Special Cell, Thiruvananthapuram, Special Cell, Ernakulam and Special Cell, Kozhikode.

C5 Seat : Prosecution files of Vigilance cases in the Vigilance Court, Thiruvananthapuram and Vigilance Court, Kozhikode.

C6 Seat : Vigilance cases related to Alappuzha, Kottayam, Kannur, Kasaragod & Idukki District Offices and Eastern Range, Kottayam.

C7 Seat : Prosecution files of Vigilance Cases in the Vigilance Court, Thrissur and Enquiry by the Vigilance Tribunal, Thiruvananthapuram & Vigilance Tribunal, Kozhikode.

C8 Seat : Prosecution files of Vigilance Court, Kottayam and Vigilance cases charge sheeted in the various Local Courts throughout the State.

4.4.3.7 The work study team has calculated the work load of all the Clerks in the C-Section, which is given in the following table :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	C1	70125	8920	19500	11857	110402	1840
2	C2	96675	12935	17700	16442	143752	2396
3	C3	109955	7535	17700	17624	152814	2547
4	C4	103880	11165	17700	17257	150002	2500
5	C5	82480	7655	17700	13520	121355	2023
6	C6	126385	13645	17700	21005	178735	2979
7	C7	82360	8110	17700	13571	121741	2029
8	C8	91630	7590	16575	14883	130678	2178
	Total						18492
	Man-power index						10.88
	Man-power requirement						11

4.4.3.8 From the above table, it is clear that the work load in the C-Section is very high and there is sufficient work for 11 posts of Clerks, whereas the existing strength is only 8, out of which one Clerk is temporarily attached. Here the study team finds that three more Clerks are necessary in the C-Section. Out of these 3 Clerks, two may be attached to the handling of Vigilance Cases and the one for handling Prosecution Cases.

4.4.3.9 It is further suggested that, after the creation of posts, seats may be renumbered from C1 to C11. C1 to C7 may deal with Vigilance Cases and C8 to C11 may deal with Prosecution Cases.

4.4.3.10 While compiling the data, the study team has observed that about 30% of the time of each Clerk has been devoted to the verification for issuing NOC in connection with Vigilance Clearance sought by various Departments/Directorates for promotion, inclusion in DPC list etc. The study team is of the opinion that this time can be saved by effecting proper computerisation of the data base of Vigilance cases/ enquiries. In

this data base there must be provisions of generating reminders also which will help in saving the time required for drafting/ typing of reminders. This has been discussed in detail in **Chapter-XII**.

4.4.4 - E Section

4.4.4.1 The main work being dealt with in E Section is related to Vigilance Enquiry/ Enquiries on petitions etc. Before registering a Vigilance Case against public servants/ Government officials, Vigilance & Anti-Corruption Bureau conducts preliminary verifications such as :

- Surprise Check (SC)
- Vigilance Enquiry (VE)
- Confidential Verification (CV)
- Quick Verification (QV)

4.4.4.2 When a petition is received, the Bureau will first verify whether there is any vigilance angle in the case. If there is no vigilance angle, the petition will be forwarded to the Department concerned for further necessary action. If the Director is convinced of the vigilance angle in the issue, any one of the preliminary verification methods will be resorted to. Apart from the above Preliminary Verifications, Vigilance Enquiries may be resorted to on the basis of the directions from the Government or from the hon'ble Court.

4.4.4.3 All the four preliminary verifications are being conducted by the unit offices of this Bureau. The related files are being attended to in the E Section / T Section of the Directorate. The main work in the E-Section is files related to Preliminary Verifications/ Vigilance Enquiry. There are 21 seats in the E Section which have been handled by 18 Clerks. Out of the 18 Clerks, 16 Clerks attending seats from E1 to E19 are presently doing the file works related to Preliminary Verifications/

Vigilance Enquiries. One Clerk handles consolidation works related to LA Interpellations, Annual Reports, Monthly Business Statements etc. and the other Clerk deals with the works of issuing NOC for Vigilance Clearance. E13 & E14 Seats are being dealt with by the same Clerk. The situation is the same in respect of seats E15 & E16 as well as E18 & E19 also. There are five supervisory officers in this Section. E1, E2 & E3 seats deal with Southern Range and are being supervised by a Junior Superintendent. E4, E5 & E6 seats deal with Eastern Range and are under the supervisory control of another Junior Superintendent. E7, E8 & E9 seats deal with Central Range and are under the control of a Head Clerk. E10, E11, E12 & E13-14 seats deal with the Northern Range and are being supervised by a Senior Superintendent. E15-16, E17, E18-19, E20 & E21 seats deal with the Special Units and the miscellaneous works which are under the administrative control of another Senior Superintendent. Seat-wise distribution of work is as follows :

Seat E1 : All enquiries related to Thiruvananthapuram Unit and Southern Range.

Seat E2 : All petitions and enquiries related to Kollam District.

Seat E3 : All petitions and enquiries related to Pathanamthitta District.

Seat E4 : All petitions and enquiries related to Alappuzha District.

Seat E5 : All petitions and enquiries related to Kottayam District and Eastern Range.

Seat E6 : All petitions and enquiries related to Idukki District.

Seat E7 : All enquiries related to Ernakulam District and Central Range.

Seat E8 : All petitions and enquiries related to Thrissur District.

Seat E9 : All petitions and enquiries related to Palakkad District.

Seat E10 : All petitions and enquiries related to Malappuram District.

Seat E11 : All petitions and enquiries related to Wayanad District.

Seat E12 : All petitions and enquiries related to Kozhikode District and Northern Range.

Seat E13 : All petitions and enquiries related to Kannur District.

Seat E14 : All petitions and enquiries related to Kasaragod District.

(Seats E13 and E14 are being handled by the same Clerk).

Seat E15 : Enquiries related to Special Investigation Unit-I

Seat E16 : Enquiries related to Special Investigation Unit-II.

(Seats E15 and E16 are being handled by the same Clerk).

Seat E17 : Enquiries related to Special Cell, Thiruvananthapuram and petitions related to Thiruvananthapuram District.

Seat E18 : Enquiries related to Special Cell, Kozhikode.

Seat E19 : Enquiries related to Special Cell, Ernakulam and petitions related to Ernakulam District

(Seats E18 and E19 are being handled by the same Clerk).

Seat E20 : Business Statement, L.A. Interpellations, Administration Report, Periodicals related to Crime and Enquiries, Miscellaneous correspondence related to crime cases and enquiries.

Seat E21 : No Objection Certificate (Vigilance Clearance) related to other Departments.

4.4.4.4 Similar to the C Section, in E Section also, a single filing system is followed. The file is started with the receiving of a petition/ ordering of preliminary verification. The action in the file will be completed with the direction to register a case or direction for Departmental action, or dropping the allegation etc. If the decision is to register the Vigilance Case, further action will be taken in the C Section. The work study team has analysed the functions of the Section in detail. The seat-wise work load estimated by the study team is given below :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	E1	69630	16545	18075	12926	117176	1953
2	E2	83230	25385	17325	16292	142232	2371
3	E3	82670	12230	17325	14235	126460	2108
4	E4	86960	14195	17325	15173	133653	2228
5	E5	99945	22860	17325	18421	158551	2643
6	E6	81885	15230	17325	14567	129007	2150
7	E7	101490	18055	17325	17932	154802	2580
8	E8	99570	20905	18075	18071	156621	2610
9	E9	103300	24785	18075	19213	165373	2756
10	E10	80755	18425	18075	14877	132132	2202
11	E11	53245	11190	16950	9665	91050	1518
12	E12	96700	21815	18075	17777	154367	2573
13	E13-14	87955	18835	18075	16019	140884	2348
14	E15-16	72340	7975	17325	12047	109687	1828
15	E17	76590	29280	16200	15881	137951	2299
16	E18-19	63445	9590	16950	10955	100940	1682
17	E20	68970	8615	16200	11638	105423	1757
18	E21	138000	13775	8100	22766	182641	3044
	Total						40650
	Man-power index						23.91
	Man-power requirement						24

4.4.4.5 Thus, the total man-power requirement in the E Section is 24. Presently, the number of Clerks available in the E Section is only 18, out of which one Clerk is temporarily attached. There is an additional requirement of 6 Clerks in the E Section.

4.4.4.6 As explained in the case of C Section, in the E Section also about 30% of the time of the Clerical staff are being spent on the work related to the issuance of No Objection Certificate. Here also, the recommendation for effective computerisation as mentioned while discussing the work load of the C Section is applicable.

4.4.4.7 In the case of C Section and E Section, it is observed that reminders are generally issued only when some communication is received from Government/ Court etc. The study team was informed that they are not able to issue timely reminders due to excess work load. Proper monitoring of the progress of enquiries by the Directorate will have a positive bearing in the pace of the action. Here the study team feels that a data base with provision for system generated reminders will be of great help, as it will facilitate timely issuance of reminders without much clerical work.

4.4.5 - G Section

4.4.5.1 G-Section deals with general matters and administrative matters. Presently 5 Clerks are working in this Section under the supervision of a Senior Superintendent. Seat-wise distribution of work is given below :

G1 Seat : Monthly work done, half yearly assessment, rewards, Police Medal, disciplinary proceedings of all staff of Vigilance & Anti-Corruption Bureau (both executive and ministerial).

G2 Seat : Inspection (Visiting Remarks), accommodation, installation and shifting of telephones (land phones and mobile phones), Landed Property Statements, summons & warrants and miscellaneous correspondence, files related to Official Language, building construction, sanction for hire purchase, election work, works related to official website, data entry, SPARK, No-Objection Certificates for cultural activities, all works not related to other Sections.

G3 Seat : Files related to Provident Fund enrollment and closure, sanction of Temporary Advances and Non Refundable Advances from GPF, Medical Reimbursement claims of executive officers of and above the

rank of Superintendent of Police, other loans and advances in respect of the entire executive staff (MCA, HBA etc.), Uniform Allowance of executive staff, Interest Free Medical Advance and other miscellaneous bills.

G3 (a) Seat : Files related to Right to Information Act.

G4 Seat : Identity Card (Executive and Ministerial), State Life Insurance Scheme, Group Insurance Scheme, Family Benefit Scheme (admission, maintenance and closure) in respect of executive and ministerial staff, Medical Reimbursement claims of ministerial staff and executive staff below the rank of Superintendent of Police etc.

4.4.5.2 The work study team has evaluated the duties and responsibilities of all the Clerks of this Section. The work load of the Clerks in the G-Section is given below :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	G1	77490	7902	8100	12809	106301	1772
2	G2	78160	6785	8100	12742	105787	1763
3	G3 (a)	79290	9670	8100	13344	110404	1840
4	G3	95820	3195	8100	14852	121967	2033
5	G4	73500	7610	9540	12167	102817	1714
	Total						9122
	Additional work load for handling Preventive Vigilance work						850
	Total work load						9972
	Man-power index						5.87
	Man-power requirement						6

4.4.5.3 In **Chapter-III**, it was suggested to give more importance to preventive vigilance. For handling this work, 850 man-hours have been additionally added while computing the work load as shown in the above table (**see para 3.5.1.2**).

4.4.5.4 Presently, the Clerk in G3 (additional) Seat is dealing with petitions received as per Right to Information Act, 2005. In the proposal submitted by the Director for the conduct of the work study it was suggested to create a separate section exclusively for this work. The work study team has examined the proposal in detail. The work load in the seat is 1840 man-hours which can be handled by a single Clerk. Hence the study team **recommends that status quo may be maintained as far as this work is concerned.** This has already been discussed in **Chapter-III (see para 3.5.4.2).**

4.4.5.5 As per the work load estimated, the Clerical requirement in the G-Section is 6. Presently, there are only 5 Clerks working in this Section. Thus, one more post of Clerk is required in the G-Section.

4.4.6 - M Section

4.4.6.1 This Section is handling the works related to materials and motor vehicles of the Department. Two Clerks are working in this Section under the supervision of a Junior Superintendent. The seat wise distribution of work is given below :

M1 Seat : Purchase/Distribution of furniture, collection, distribution and custody of stores and correspondence related to it, subscription of newspapers, periodicals etc., housing of Directorate, purchase and distribution of computers/ photocopiers, electronic equipments, auction of furniture / stationeries.

M2 Seat : Purchase and maintenance of motor vehicles of the Directorate, tax/insurance of all vehicles of Vigilance & Anti-Corruption Bureau, maintenance work of all vehicles for which expenditure exceeds ₹3000/-, maintenance of vehicle diary of vehicles of Directorate, fuel bills of vehicles of all offices in Thiruvananthapuram District including those

of the Legal Adviser and all Additional Legal Advisers, condemnation/ auction of condemned vehicles of Vigilance & Anti-Corruption Bureau.

4.4.6.2 The seat-wise work load of the functionaries is given below :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	M1	96285	13195	8100	16422	134002	2233
2	M2	70770	6650	8100	11613	97133	1619
	Total						3852
	Man-power index						2.27
	Man-power requirement						2

4.4.6.3 The man-power index for this Section is 2.27, which can be managed by two Clerks. Presently, two Clerks are working in this Section, out of whom one is temporarily attached. Hence no change is proposed in the Clerical strength in this Section.

4.4.6.4 On analysing the work load in the M-Section, the study team has noticed that the lion's share of the work is related to sanction for incurring expenditure exceeding ₹3000/-. The Delegation of Financial Powers for the Superintendent of Police is only ₹3000/-. As suggested in **Chapter-III, the Delegation of Financial Powers of the officers of the Vigilance & Anti-Corruption Bureau must be enhanced.** Enhancement in the Delegation of the Financial Powers will bring down the work load in this Section considerably.

4.4.7 - R Section

4.4.7.1 R Section deals with works related to Inward, Despatch and maintenance of Records. One Clerk and one Attender are attending the works related to this Section.

4.4.7.2 Maintenance of records is vital for a sensitive Department like the Vigilance & Anti-Corruption Bureau. It has been discussed already in Chapter-III. One Clerk and one Attender may be put in charge of keeping Records and also for attending to the despatch works. One Clerk may be put in charge of tapal section (inward). The study team also recommends the computerisation of the inward section. Tapal number may be generated through the software.

4.4.8 - T Section

4.4.8.1 T Section deals with works of confidential nature. As a result, the work study team did not verify the files and registers of this Section. Instead, the team has to depend exclusively on the details furnished by the functionaries. There is no ministerial supervisory officer for this Section. The Clerks report directly to the Superintendent of Police (Intelligence).

4.4.8.2 The subjects attended by each Clerk is as follows :

T1 Seat : Maintenance of Annual Confidential Reports in respect of Ministerial/ Executive and Legal staff, custody of personal files, maintaining files of secret nature and all relevant matters. All Confidential Verifications, Vigilance Enquiries of sensitive nature and Quick Verification of sensitive nature.

T2 Seat : Weekly diaries of the officers, collection of intelligence and its processing, matters relating to Source Reports, processing of all complaints received through the dedicated telephone lines, works related to all Surprise Checks.

T3 Seat : Collection of all information regarding working of officers and the procedures followed in various Government Departments and Public Sector Undertakings and to make all possible help for the in-depth study

of working, procedures etc. of Government Departments and Public Sector Undertakings and to keep this report for conducting Vigilance Enquiry, Quick Verification, Confidential Verification, Surprise Check and investigation of Vigilance Cases. All Vigilance Cases of sensitive nature and issuing of circulars.

4.4.8.3 Seat wise work load estimated by the work study team is given below :

Sl. No.	Seat	File works (in mts)	Routine works (in mts)	Non-file works (in mts)	P&F Allowance (in mts)	Total time (in mts)	Total Man-hours
1	T1	86605	17420	16575	15604	136204	2270
2	T2	79605	30900	18075	16576	145156	2419
3	T3	96744	3840	33525	15088	149197	2487
	Total						7176
	Man-power index						4.22
	Man-power requirement						4

4.4.8.4 From the above table, it is clear that the work load in all the three seats is very high. In the T-Section, there is enough work to accommodate 4 posts of Clerks, whereas the existing strength is only 3. Hence one more post of Clerk is needed in the T-Section.

4.4.8.5 During the collection of data, the study team was informed that the absence of immediate supervisory officers causes a lot of difficulties for the Clerical staff. In this condition, it is recommended to consider posting of a supervisory officer (ministerial) for the T-Section.

4.4.9 - Internal Audit Wing

4.4.9.1 In **Chapter-III**, it was suggested to create an exclusive Internal Audit Wing in the Directorate of Vigilance & Anti-Corruption Bureau. For this purpose, One post of Senior Superintendent and two posts of Clerks are additionally required.

4.5 - Requirement of Clerical Staff

4.5.1 The consolidated statement showing the availability and requirement of Clerical staff in various Sections of the Directorate is given below :

Sl No.	Section	No. of Clerks presently working	No. of Clercal posts proposed
1	A	4	4
2	B	3	3
3	C	8	11
4	E	18	24
5	G	5	6
6	M	2	2
7	T	3	4
8	R	1	2
9	Internal Audit Wing (proposed)	0	2
	Total	44	58

4.5.2 From the above table, it is clear that the total requirement of Clerical Staff is 58, whereas only 44 Clerks are available at present. out of whom 3 are working in the Directorate as a temporary arrangement. The sanctioned strength is only 41. Hence the work study team **recommends that 17 posts of Clerks may be created in the Directorate of Vigilance & Anti-Corruption Bureau.**

4.5.3 The total requirement of the number of posts of Clerks is 58. As per the existing norms the ratio of the number of posts of Clerks to the number of posts of Junior Superintendent is 6:1. Thus, to maintain the ratio, 9 posts of Junior Superintendent are required in the Directorate, whereas the existing strength is only 6. Nine posts of Junior Superintendent is sufficient to accommodate 54 posts of Clerks. One post of Head Clerk is in existence at present, which is sufficient to supervise the remaining four posts of Clerks.

4.5.4 Out of the 3 posts of Junior Superintendents additionally required, one post can be filled up by shifting the one excess post of Junior Superintendent from the Special Investigation Unit-II. The remaining two posts will have to be created. Hence the work study team **recommends to create 2 posts of Junior Superintendents in the Directorate of VACB and to shift one post of Junior Superintendent from Special Investigation Unit-II to the Directorate.**

4.6 - Work load of the Typists

4.6.1 The work study team evaluated the work load of the Typists of the Directorate. The total strength of Typists in the Directorate is 9. At the time of visit of the work study team, two posts of Typists were lying vacant and the study team assessed the work load of the remaining 7, which is given in the sheet below :

Sl. No.	Name of office	Wok load in Man days	Man-power index
1	Typist-1	320	1.19
2	Typist-2	323	1.20
3	typist-3	320	1.19
4	Typist-4	321	1.19
5	Typist-5	323	1.20
6	Typist-6	318	1.18
7	Typist-7	319	1.18
	Total		8.31

4.6.2 From the above table, it is evident that the total requirement of Typists in the Directorate is 9. The existing strength of Typists is also 9. However, with the increase in the Clerical staff, the work load of the Typists will go up. Moreover, in this Report, some more activities such as full fledged Internal Audit Wing and activities for Preventive Vigilance etc. are suggested. This will lead to increase in the work load of the Typists. A part of the work load can be offset by the use of system generated reminders and other reports etc. Taking in to account all the above

aspects, the work study team assess that two more posts of Typists are required in the Directorate. It has been estimated that one post each of Typist is excess in the Special Investigation Unit-I and Special Investigation Unit-II. Hence the work study team **recommends that one post of Typist may be shifted from the Special Investigation Unit-I and another post of Typist from Special Investigation Unit-II to the Directorate.**

4.7 In **Chapter-III**, it was recommended to create an exclusive wing for Internal Audit. It is **recommended to create one post of Senior Superintendent at the Directorate** for this wing.

4.8 Presently, one Head Accountant is discharging the duties of Cashier in the Directorate. Since most of the salary payments are made through banks, the work load of the cashier has come down. Hence his services can be more productively be used by assigning him the work of Internal Audit Wing also. He will be attached to the Internal Audit Wing and will continue to hold the works of Cashier as well.

4.9 Presently, the number of posts of Office Attendants in the Directorate is 4, out of which one post was lying vacant during the visit of the Work Study Team. During data collection, the work study team observed that a lot of time of the Clerks in the C Section and E Section are being used for taking photocopies. Considering this, the study team finds that one post of Office Attendant is required exclusively for attending the works related to these two Sections. Hence it is **recommended that one post of Office Attendant may be created at the Directorate.**

4.10 A consolidated picture of the existing and proposed staff details in the Directorate is given in the table given below :

Sl. No	Name of the post	Existing Strength	Proposed Strength	Increase
1	Manager	1	1	0
2	Administrative Assistant/ Accounts Officer	2	2	0
3	Senior Superintendent	4	5	1
4	Junior Superintendent	6	9	3
5	Fair copy Superintendent	1	1	0
6	Head Clerk / Head Accountant	2	2	0
7	Confidential Assistant	6	6	0
8	Clerk	41	58	17
9	Typist	9	11	2
10	Attender	1	1	0
11	Office Attendant	4	5	1
	Total	77	101	24

4.11 As per the above table, one post of Senior Superintendent, three posts of Junior Superintendents, 17 posts of Clerks, two posts of Typists and one post of Office Attendant are additionally required for the Directorate. Out of these, one post each of Junior Superintendent & Typist has to be shifted from the Special Investigation Unit-I and one post of Typist from Special Investigation Unit-II, and the remaining 21 posts have to be created.

4.12 During data collection, the study team has observed that staff from other offices have been seen posted in the Directorate on working arrangement basis. However, this practice adversely affects the smooth functioning of their respective parent offices. Considering this, the work study team **recommends that the staff who are temporarily shifted to the Directorate may be reverted back to their parent offices immediately after the creation of the posts and posting in the created posts are completed.**

4.13 A Research Analysis and Enforcement Wing is functioning in the Directorate to assist the field officers in technical matters connected with enquiries/ investigations conducted by the Bureau. The wing consists of one Executive Engineer (Civil), one Assistant Executive Engineer (Civil), one Executive Engineer (Mechanical) and one Accounts Officer (Audit). Presently, the post of Assistant Executive Engineer has been upgraded to the rank of Chief Engineer as a temporary arrangement. Officers have been posted to these posts on deputation basis.

4.14 The study team **recommends that the possibility of recruitment to these posts through PSC may be considered.**

CHAPTER V

FACTS & ANALYSIS – RANGE OFFICES

5.1 Four Range offices are functioning as intermediary offices between the Directorate and the Unit Offices (District Offices). Range offices co-ordinate the functions of the Unit Offices at their respective regions. They are headed by a Superintendent of Police. The enquiry reports / factual reports from the respective enquiry officers are forwarded to the Director with the forwarding remarks of the Superintendent of Police of the Range Office.

5.2 The establishment matters including maintenance of Service Books of the employees of the unit offices are also handled in the Range Offices. The bill related works of all the employees except the Clerk, Driver, CA and Typist attached to the Unit Offices are done in the respective Range Offices. As the Deputy Superintendent of Police does not have sufficient financial delegation, bills for the purchase of furniture, stationery, spare parts of vehicles, charges involved in the maintenance of Departmental vehicles etc. have been sanctioned by the Range Offices. In many cases, they will have to be forwarded to the Directorate. Moreover, the GPF/SLI related works, TA related works, processing of rail/ bus warrant etc. are also handled in the respective Range Offices.

5.3 Four Range offices are functioning in the State. They are :

1. Southern Range, Thiruvananthapuram
2. Eastern Range, Kottayam
3. Central Range, Ernakulam
4. Northern Range, Kozhikode

5.4 The staff pattern of the ministerial staff in all the Regional Offices is identical. The staff pattern consists of one Senior

Superintendent, one Junior Superintendent, three Confidential Assistants, six Clerks, two Typists and one Office Attendant.

5.5 Similarly, the nomenclature of Sections is also common in all the Range Offices. The subjects being dealt with in each Section is given below :

A Section

5.5.1 A Section deals with establishment matters such as transfer & posting, maintenance of service book, pay revision, increment, promotion, DPC, seniority disputes, leaves, surrender of earned leave, sanction of pension, audit objections, disciplinary proceedings etc.

B Section

5.5.2 B Section deals with bill related work , such as establishment pay bills, surrender bill, contingent bills, medical reimbursement bills, arrear bills, encashment of GPF related bills, TA bills, encashment of bus warrant/ rail warrant, miscellaneous bills including electricity charges, water charges, telephone bills, fuel bills, FBS, GIS, Salary Certificates, LPC forwarding, scrutiny of Income Tax, e-filing of TDS, LTC, Profession Tax, issue of Form-16 etc.

C Section

5.5.3 C Section deal with files related to Vigilance Cases of the respective region. Whenever a new Vigilance Case is initiated, a new file is opened in this Section. Various reports such as FIR, factual reports etc. submitted by the investigating officer are thoroughly scrutinised here and after obtaining the forwarding remarks of the Superintendent of Police, are sent to the Director. While receiving the reports and also while forwarding them to the Director, all the exhibits are to be verified meticulously. Actions on the judgements / remarks of the court are

taken in this Section. Data entry in the VACB Suite and the Excel sheet are also done by the Clerk in this Section. Various periodical statements related to the Vigilance Cases such as half yearly assessment of officers, visiting remarks of Superintendent of Police in respect of the unit offices are also attended in this Seat.

E Section

5.5.4 E Section deals with Vigilance Enquiry, Confidential Verification, Quick Verification, Petitions etc. conducted in the Region. When petitions are received, they are forwarded to the Director for orders for further action. Whenever a new VE/ CV/ QV is initiated, a new file is opened in this Section. Various reports submitted by the enquiry officer are thoroughly scrutinised here and after obtaining the forwarding remarks of the Superintendent of Police, sent to the Director. While receiving the reports and also while forwarding them to the Director, all the exhibits are to be verified meticulously. Data entry in the VACB Suite and the Excel sheet are also done by the Clerk in this Section. Various periodical statements related to the enquiries are also attended in this Seat.

G Section

5.5.5 G Section deals with matters of general nature such as enrolment of GPF, FBS, SLI & GIS, GPF-NRA, GPF-Temporary Advance, HBA, Medical reimbursement, Police Medal, rewards, Issuance of memo, disciplinary action etc. Action on various internal audit and AG's audit, identity card, uniform allowance, bus/rail warrant, Police Welfare Fund, sanction for acquisition of land/ property, landed property statement etc. are also done in this seat.

M Section

5.5.6 M Section deals with matters such as maintenance of vehicles, up-keeping of records related to vehicles, purchase of vehicles, sanction for fuel bills, purchase of spare parts, auction of unserviceable vehicles/articles, sanction for the purchase of furniture & stationery maintenance of store, sanctioning of mobile phone bills, local purchase of stationery, maintenance of computer/ photocopier, sanctioning of other miscellaneous bills.

R Section

5.5.7 R Section deals with inward works such as receipt of tapals, numbering and their distribution to the sections concerned, maintenance of records and despatch works.

5.6 The functioning of each Range Office is discussed below :

5.6.1 - Southern Range, Thiruvananthapuram

5.6.1.1 The Southern Range Office of the Vigilance & Anti-Corruption Bureau is functioning in Thiruvananthapuram. Three Districts viz. Thiruvananthapuram, Kollam and Pathanamthitta come under the jurisdiction of this office. The requirement of ministerial staff for this office is discussed below :

5.6.1.2 The work load of the Clerical Staff : During the visit of the work study team, out of the total sanctioned strength of six Clerical posts, one post of Clerk was lying vacant since 08.12.2013. The remaining five Clerks were attending to the entire Clerical works of this office. A and G seats were being attended by a single Clerk. Similar situation exists in the case of E and R seats as well.

5.6.1.3 The significance of maintenance of Records has already been discussed in Chapter-III. Accordingly, an arbitrary work load 270 man hours have been allotted to the total work load for carrying out this work. The total work load thus arrived at is given in the following table :

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	70060	12090	8100	12323	102573	1710
2	B	51500	40257	10260	13764	115781	1930
3	C	54135	34500	33900	13295	135830	2264
4	E	48585	11455	33150	9006	102196	1703
5	G	57675	13100	8100	10616	89491	1492
6	M	84435	11463	17640	14385	127923	2132
7	R	0	65807	0	9871	75678	1261
	Additional work load for Records Maintenance						270
	Total work load						12762
	Man-power index						7.51
	Man-power requirement						8

5.6.1.4 From the above table, it is clear that the requirement of Clerical staff for this office is 8, whereas the existing strength is 6. Hence it is found that two more posts of Clerks are additionally required for the Range Office, Thiruvananthapuram.

5.6.1.5 The work study team has calculated the work load of the Typists also. The existing work load is 248 and 255 man-days which justifies the existing two posts. Hence no change is required in the strength of the Typists.

5.6.1.6 Hence the work study team **recommends that two more posts of Clerks may be created in the Southern Range, Thiruvananthapuram.** Status quo may be maintained in respect of the

remaining posts. The existing and proposed staff pattern in this office is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength
1	Senior Superintendent	1	1
2	Junior Superintendent	1	1
3	Confidential Assistant	3	3
4	Clerk	6	8
5	Typist	2	2
6	Office Attendant	1	1
	TOTAL	14	16

5.6.2 - Eastern Range, Kottayam

5.6.2.1 Eastern Range Office of the Vigilance & Anti-Corruption Bureau is functioning at Kottayam. Three Districts viz. Kottayam, Idukki and Alappuzha come under the jurisdiction of this office. The work load of the ministerial functionaries is discussed below :

5.6.2.2 Work load of Clerks : The work load of the six Clerks attached to this office is given in the following table.

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	83070	10940	8100	14102	116212	1937
2	B	36150	25665	10260	9272	81347	1356
3	C&E	89730	28815	32400	17782	168727	2812
4	G	60180	17040	8100	11583	96903	1615
5	M	84180	22486	17640	16000	140306	2338
6	R	42842	40475	8100	12498	103915	1732
	Additional work load for Records Maintenance						270
	Total work load						12060
	Man-power index						7.09
	Man-power requirement						7

5.6.2.3 As discussed earlier, total of 270 man-hours is added to the total work load for handling the works related to the maintenance of Records. Thus from the above, table, it is clear that a total strength of 7 Clerks is necessary for the Range Office, Kottayam, whereas the existing staff strength is 6. Hence one post of Clerk is additionally required for this office.

5.6.2.4 The work load of the two Typists as estimated by the study team is 272 and 292 man days, which justifies the existence of these two posts. The study team finds that the existing strength of the remaining ministerial post is also sufficient for the smooth functioning of this office.

5.6.2.5 Hence the study team **recommends that one post of Clerk may be created at the VACB Eastern Range Office, Kottayam.** The existing and proposed staff pattern is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength
1	Senior Superintendent	1	1
2	Junior Superintendent	1	1
3	Confidential Assistant	3	3
4	Clerk	6	7
5	Typist	2	2
6	Office Attendant	1	1
	TOTAL	14	15

5.6.3 - Central Range, Ernakulam

5.6.3.1 Central Range Office of the Vigilance & Anti-Corruption Bureau is functioning in Ernakulam. Three districts viz. Ernakulam, Thrissur and Palakkad come under the jurisdiction of the Central Range Office. The requirement of the ministerial staff is discussed below :

5.6.3.2 Work load of the Clerical staff : Presently the sanctioned strength of the Clerical staff is 6. However, there are 7 functionaries attending to the Clerical work. One Typist has been assigned the Clerical works of the M Section, C and R seats are being handled by the same Clerk. Similarly, E2 and G2 seats are assigned to a single Clerk. The work load of the Clerical staff is given in the following table:

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	77350	21960	8100	14897	122307	2038
2	B	56500	30595	10260	13064	110419	1840
3	C	49970	13900	32400	9581	105851	1764
4	E1	61805	24440	32400	12937	131582	2193
5	E2	52590	19060	32400	10748	114798	1913
6	G1	48965	10560	16200	8929	84654	1411
7	G2	53460	19110	0	10886	83456	1391
8	M	75790	20646	17640	14465	128541	2142
9	R	0	97646	0	14647	112293	1872
	Additional work load for Records Maintenance						270
	Total work load						16834
	Man-power index						9.90
	Man-power requirement						10

5.6.3.3 From the above table, it is clear that the total requirement of Clerical staff in the Central Range Office, Ernakulam is 10, whereas the existing staff strength is only 6. The study team finds an additional requirement of four more posts of Clerks in this office.

5.6.3.4 The Director of VACB, in his proposal for conducting the study, has suggested to constitute a separate wing for liaison work with the Advocate General's office. Presently, this work is entrusted with the Range Office, Ernakulam. An officer from the Range Office or from Ernakulam Unit office is deputed to meet the Government pleader concerned daily to collect information on matters related to High Court cases in WP(C) appeals. A copy of the statement is to be obtained from the officers concerned and to be forwarded to the Directorate. Filing of WP(C)/ CMPs is to be intimated to the Directorate and the officers concerned. The liaison work with the Advocate General's Office is of an

exclusive nature which cannot be entrusted with any other office of the Vigilance & Anti-Corruption Bureau.

5.6.3.5 The work study team has analysed this matter in detail and considers it necessary to have an officer having LLB qualification for handling this work. A post of Legal Assistant as suggested in Chapter-III would be best suited for this work (**see para 3.5.8.1**).

5.6.3.6 The work study team has estimated the work load of the Typists in detail. The existing work load of the two Typists has been estimated as 284 man days each. However, estimated number of Clerks required in this office is 10. Naturally, the typing works is expected go up as a result of the increase in the number of Clerical posts. Moreover when the newly proposed liaison wing will start functioning, the works related to Statement of Facts and other urgent typing works also will have to be done. Considering all these aspects, the study team estimates that one more post of Typist is necessary in the Range Office, Ernakulam.

5.6.3.7 It must be noted that 6 more posts of functionaries (1 Legal Assistant + 4 Clerk + 1 Typist) are additionally required to be created at this office. This will enhance the work load of the supervisory officers. This will put more burden on the Superintendent of Police. Hence it would be better to have a senior officer from the ministerial line of functioning for handling works that are not of executive in nature. Hence the study team finds it necessary to create one post of Administrative Assistant (AA) for co-ordinating all the works related to the ministerial wing of this office, so that the Superintendent of Police will get time to concentrate on works related to enquiry/ investigation.

5.6.3.8 The work study team propose to maintain status quo in respect of the remaining ministerial posts of the Central Range Office, Ernakulam.

5.6.3.9 Thus, the study team **recommends that one post of Administrative Assistant (AA), one post of Legal Assistant, four posts of Clerks and one post of Typist may be created for the VACB Central Range Office, Ernakulam.** The existing and proposed staff pattern of this office is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength
1	Administrative Assistant	0	1
2	Senior Superintendent	1	1
3	Junior Superintendent	1	1
4	Confidential Assistant	3	3
5	Legal Assistant	0	1
6	Clerk	6	10
7	Typist	2	3
8	Office Attendant	1	1
	TOTAL	14	21

5.6.4 - Northern Range, Kozhikode

5.6.4.1 Northern Range Office of the Vigilance & Anti-Corruption Bureau is functioning in Kozhikode. Five districts viz. Malappuram, Kozhikode, Wayanad, Kannur and Kasaragod come under the jurisdiction of the Northern Range Office. The staff requirement in this office is discussed below :

Work load of the Clerical Staff : Six Clerks are working in this office. The seats A and R are being handled by the same Clerk. The work load of the Clerical staff is given in the following table :

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	79160	9360	8100	13278	109898	1832
2	B	59730	28720	10260	13268	111978	1866
3	C	95615	8645	24300	15639	144199	2403
4	E	58965	13335	26550	10845	109695	1828
5	M	67200	12040	16200	11886	107326	1789
6	G	83961	18800	17640	15414	135815	2264
7	R	0	76724	0	11509	88233	1471
	Additional work load for Records Maintenance						270
	Total work load						13723
	Man-power index						8.07
	Man-power requirement						8

5.6.4.3 From the above table, it is clear that the number of Clerical staff required in this office is 8, whereas the existing strength is 6. Hence two more posts of Clerks is additionally required in this office.

5.6.4.4 The work load of the two posts of Typists of this office is 280 and 289 man days, which justifies their existence . Hence no change is required in the cadre strength of Typists. The study team does not find the necessity for any change in respect of the remaining ministerial posts as well.

5.6.4.5 Hence the study team **recommends that two posts of Clerks may be created at the VACB Northern Range Office, Kozhikode.** The existing and proposed staff strength of the office is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength
1	Senior Superintendent	1	1
2	Junior Superintendent	1	1
3	Confidential Assistant	3	3
4	Clerk	6	8
5	Typist	2	2
6	Office Attendant	1	1
	TOTAL	14	16

5.7 The consolidated position of the existing and proposed ministerial staff pattern for all the four Range Offices is given below :

Sl. No.	Name of the post	Existing strength	Proposed Strength	Increase
1	Administrative Assistant	0	1	1
2	Senior Superintendent	4	4	0
3	Junior Superintendent	4	4	0
4	Confidential Assistant	12	12	0
5	Legal Assistant	0	1	1
6	Clerk	24	33	9
7	Typist	8	9	1
8	Office Attendant	4	4	0
	TOTAL	56	68	12

5.8 Detailed statement showing the office wise existing and proposed staff position is given at **Annexure-II**.

CHAPTER VI

FACTS & ANALYSIS – SPECIAL CELLS

6.1 The Special Cells of the Vigilance & Anti-Corruption Bureau are entrusted with the investigation of Vigilance Cases, conducting Vigilance Enquiries and Confidential Verifications relating to the amassment of wealth and disproportionate assets of public servants. Any special case if ordered by the Government/ Director of Vigilance & Anti-Corruption Bureau/ various courts is also conducted in the Special Cells.

6.2 The Enquiry/ Investigating Officer in each investigating team collect information regarding amassment of wealth and disproportionate assets of public servants. Source reports are prepared on the basis of such information by the respective officers. The source reports are scrutinized by the Superintendent of Police and sent to the Director. After examining the source reports, Director, VACB orders to conduct Vigilance Enquiries, if necessary. The Vigilance Enquiries are conducted by the officers and the reports sent to the VACB Directorate. After examining the VE Report, the Director, has to obtain sanction from Government to register a Vigilance Case, if required. The Vigilance Cases are registered by the Superintendent of Police and the trials are conducted at the Hon'ble Court of the Enquiry Commissioner and Special Judge.

6.3 Three Special Cells are functioning in the State, viz. Thiruvananthapuram, Ernakulam and Kozhikode. However, all the three offices have jurisdiction throughout the State.

6.4 The Special Cells are headed by the Superintendent of Police. They are assisted by officers including Deputy Superintendents of Police,

Inspectors of Police, Assistant Sub Inspectors of Police, Senior Civil Police Officers, Civil Police Officers and Drivers who constitute the executive wing of the Office.

6.5 The Ministerial staff pattern of all the Special Cells are identical to that of the Range Offices, i.e. one post of Senior Superintendent, one post of Junior Superintendent, three posts of Confidential Assistants, six posts of Clerks, two posts of Typists and one post of Office Attendant. The nomenclature of Sections in the Special Cells is almost identical to that in the Range Offices.

6.6 The office-wise work load of the ministerial staff in each of the Special Cells is analysed below :

6.6.1 - Special Cell, Thiruvananthapuram

6.6.1.1 The work load of the ministerial staff in the Special Cell, Thiruvananthapuram is discussed below :

6.6.1.2 Work load of the Clerical staff : The work load of the Clerical staff is given in the following table :

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	24495	22845	8100	7101	62541	1042
2	B	44220	17085	11010	9196	81511	1359
3	C	45585	7985	36775	8036	98381	1640
4	E	44470	8100	26550	7886	87006	1450
5	G	37350	5680	16200	6455	65685	1095
6	M	50805	8685	17640	8924	86054	1434
7	R	0	32049	8100	4807	44956	749
	Additional work load for Records Maintenance						270
	Total work load						9039
	Man-power index						5.32

6.6.1.3 From the above table, it is clear that the total number of Clerical Staff required is 6. The present sanctioned strength is also 6. Hence no change is proposed in the Clerical staff strength in respect of Special Cell, Thiruvananthapuram. While calculating the work load, an additional work load of 270 man hours has been added for attending the works related to the maintenance of Records. The work of proper maintenance of records may be assigned to one of the existing Clerks. It may be noted that maintenance of records is of utmost importance in the Special Cells which handle very sensitive cases like amassment of wealth.

6.6.1.4 The work study team has estimated the work load of the Typists of this office. The calculated work load of the two Typists is 233 and 216 man hours, which justifies these two posts. Hence no change is proposed in the strength of Typists also. In the case of the remaining ministerial posts also, the work study team does not find necessity of any change. Hence it is **recommended to maintain status**

quo in respect of all the ministerial posts of Special Cell, Thiruvananthapuram.

6.6.2 - Special Cell, Ernakulam

6.6.2.1 The work load of the ministerial staff of Special Cell, Ernakulam is discussed below :

6.6.2.2 Work load of the Clerical staff : At the time of the visit of the work study team for collection of data at Special Cell, Ernakulam, one post of Clerk was temporarily attached to the Eastern Range Office, Kottayam and hence the Clerical works were discharged by five Clerks. The work load of the clerical staff of Special Cell, Ernakulam is calculated as follows :

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	79635	16470	8100	14416	118621	1977
2	B	47340	22290	10260	10445	90335	1506
3	C&E	46950	9795	32400	8512	97657	1628
4	G&R	48510	41695	28350	13531	132086	2201
5	M	44145	23660	17640	10171	95616	1594
	Additional work load for Records Maintenance						270
	Total work load						9176
	Man-power index						5.40
	Man-power requirement						6

6.6.2.3 From the above table, it is clear that six posts of Clerks are required for this office for attending the works including the maintenance of records. The sanctioned strength of Clerks for this office is also 6. Hence no change is required in the number of Clerks in this office.

6.6.2.4 The work study team has also estimated the work load of the two Typists of this office as 262 man days each, which justifies two number of posts and hence no change is required in the number of Typists also. Similarly, the work study team observes that the staff strength of the remaining ministerial posts are also optimum and hence it is **recommended that status quo may be maintained in the staff strength of all the ministerial posts in Special Cell, Ernakulam..**

6.6.3 - Special Cell, Kozhikode

6.6.3.1 The work load of the ministerial functionaries of the Special Cell, Kozhikode is discussed below :

6.6.3.2 Work load of Clerical Staff : At the time of the visit of the work study team, one supernumerary post of Clerk was additionally attached to the Special Cell, Kozhikode. The work load of the Clerical Staff of Special Cell, Kozhikode is estimated as follows :

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	46570	31715	10260	11743	100288	1671
2	B	47100	25695	8100	10919	91814	1530
3	C	21780	10020	33480	4770	70050	1168
4	E	16290	13490	0	4467	34247	571
5	G	28470	9475	24300	5692	67937	1132
6	M	49290	9434	25740	8809	93273	1555
7	R1	30046	17388	16200	7115	70749	1179
8	R2	0	45300	8100	6795	60195	1003
	Additional work load for Records Maintenance						270
	Total work load						10079
	Man-power index						5.93
	Man-power requirement						6

6.6.3.3 From the above table, it is clear that the number of Clerical posts required for attending the works including maintenance of records in the Special Cell, Kozhikode is 6, whereas the sanctioned strength of Clerks in this office is also 6. Hence no change is proposed in the strength of the Clerical Staff of Special Cell, Kozhikode.

6.6.3.4 The work load of the two Typists has been calculated as 252 and 267 man days. Hence no change is found necessary in the strength of the Typists. Similarly, the work study team does not find any need to change the staff strength of any other post as well. Hence it is **recommended that status quo may be maintained in the case of all the ministerial posts of Special Cell, Kozhikode.**

6.7 Thus, the work study team **recommends to maintain status quo in respect of all the ministerial posts pertaining to the Special Cells.** The existing and proposed staff pattern is consolidated in the table given below :

Sl. No.	Name of the post	Existing strength	Proposed Strength	Increase
1	Senior Superintendent	3	3	0
2	Junior Superintendent	3	3	0
3	Confidential Assistant	9	9	0
4	Clerk	18	18	0
5	Typist	6	6	0
6	Office Attendant	3	3	0
	TOTAL	42	42	0

6.8 Consolidated statement showing office wise break up of ministerial posts of the Special Cells is given at **Annexure-III**.

CHAPTER VII

FACTS & ANALYSIS – SPECIAL INVESTIGATION UNITS

7.1 Special Investigation Units are formed to investigate cases involving sensitive and important matters of corruption and related allegations which require special attention and in-depth study. The cases and enquiries ordered by Director, VACB, Government and Courts are conducted by this unit.

7.2 Two Special Investigation Units are functioning in Thiruvananthapuram viz. SIU-I and SIU-II. Both these units have jurisdiction all over the State. Each Special Investigation Unit is headed by a Superintendent of Police. The staff pattern in both the units are not uniform.

7.3 The functioning of both these units is discussed below :

7.3.1 - Special Investigation Unit-I, Thiruvananthapuram

7.3.1.1 The nomenclature of the Seats is almost similar to the one followed in the case of Range Offices. However, in this Office, R Section deals with works related to purchase of furniture and other office equipments, maintenance of stores, payment of telephone charges, electricity charges, maintenance of records etc. Inward and Despatch works are assigned to a separate seat .

7.3.1.2 The existing ministerial staff pattern of the SIU-I comprises of one post of Senior Superintendent, one post of Junior Superintendent, six posts of Confidential Assistants, seven posts of Clerks, three posts of Typists and one post of Office Attendant. The staff requirement of the ministerial wing is analysed below :

7.3.1.3 Work load of the Clerical Staff : The work load of the Clerical staff is given below :

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A	64140	21850	18300	12899	117189	1953
2	B	68415	25960	20610	14156	129141	2152
3	C	34980	11560	34650	6981	88171	1470
4	E	44745	8055	0	7920	60720	1012
5	G	89970	7507	10260	14622	122359	2039
6	M	66390	18190	8100	12687	105367	1756
7	Inward-Despatch	0	59090	0	8864	67954	1133
8	R	32400	7230	24300	5945	69875	1165
	Additional work load for Records Maintenance						0
	Total work load						12680
	Man-power index						7.46
	Man-power requirement						8

7.3.1.4 In this office, the work of record maintenance has been assigned to the R Section. While calculating the work load of the R Section the time involved in the maintenance of the records has already been added. Hence no additional work load has been added for this work. As per the above table, the required number of Clerical staff is 8, whereas the existing strength is only 7. Hence an additional post of Clerk is required in this office.

7.3.1.5 The work study team has estimated the work load of the three Typists as 182, 173 and 179 man days. This means that the total work load of the Typists in this office is only 534 man days which, as per the existing norms, can be handled easily by two posts of Typists. Hence

one post of Typist is found surplus in this office which can be shifted to the Directorate, where there is requirement for additional post.

7.3.1.6 Presently, there are 6 posts of Confidential Assistants, whereas the number of officers eligible for Confidential Assistant is 5, i.e. one post of Superintendent of Police and 4 posts of Deputy Superintendent of Police. Hence one post of Confidential Assistant is found excess in this office. This post will have to be abolished as the study team did not find shortage of the post of Confidential Assistant in any of the offices.

7.3.1.7 The study team is of the opinion that no change is required in the staff pattern of the other ministerial posts. Hence the study team **recommends that one post of Clerk may be created, one post of Typist may be shifted to the Directorate and one post of Confidential Assistant may be abolished at the Special Investigation Unit-I, Thiruvananthapuram.** Status quo may be maintained in respect of the other ministerial posts of SIU-I. The consolidated position showing the existing and proposed number of posts is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength	Increase
1	Senior Superintendent	1	1	0
2	Junior Superintendent	1	1	0
3	Confidential Assistant	6	5	(-)1
4	Clerk	7	8	1
5	Typist	3	2	(-)1
6	Office Attendant	1	1	0
	TOTAL	19	18	(-)1

7.3.2 - Special Investigation Unit-II, Thiruvananthapuram

7.3.2.1 Special Investigation Unit-II was constituted only in 2010. The pattern of naming the Sections is similar to the one followed in the case of the Range Offices. The present staff pattern of the ministerial posts consists of one post of Senior Superintendent, one post of Junior Superintendent, three posts of Confidential Assistants, four posts of Clerks, two posts of Typists and one post of Office Attendant. The staff requirement of this office is assessed as follows :

7.3.2.2 Work load of the Clerical Staff : At the time of the visit of the work study team, one post of Clerk was temporarily attached to the Directorate. So all the Clerical works were attended by the remaining three Clerks. The work load of the Clerical Staff is estimated below.

Sl. No.	Seat	File works (in minutes)	Routine works (in minutes)	Non-file works (in minutes)	P&F Allowance (in minutes)	Total work load (in minutes)	Total Man-hours
1	A & G	50665	14958	12360	9843	87826	1464
2	B & R	78624	37311	20610	17390	153935	2566
3	C & E	16080	7000	26550	3462	53092	885
4	M	53760	10625	0	9658	74043	1234
	Additional work load for Records Maintenance						270
	Total work load						6419
	Man-power index						3.78
	Man-power requirement						4

7.3.2.3 It can be seen from the above table that the total number of Clerical Staff required for the Special Investigation Unit-II is 4. This includes the 270 man-hours added for the maintenance of records. The sanctioned staff strength of Clerical posts in this office is 4. Hence no change is found necessary in the number of posts of Clerks in SIU-II.

7.3.2.4 It is found above that the total number of Clerks required for this office is 4. As per the existing norms, the number of Clerks required for sanctioning one post of Junior Superintendent is 6. In this situation, the existence of the post of the Junior Superintendent in SIU-II cannot be justified. Therefore one post of Junior Superintendent in this office is to be replaced by one post of Head Clerk. i.e. the post of Junior Superintendent can be shifted to the Directorate where there is need for additional post of Junior Superintendent and that post may be replaced by a post of Head Clerk which is to be created.

7.3.2.5 There are two posts of Typists in the SIU-II, out of which one post was temporarily attached to the Directorate. The typing work is being done by the other Typist. The calculated work load of this Typist is 266 man-days. This means that the entire typing work of the SIU-II can be done by a single Typist. Hence it is found that one post of Typist is excess in SIU-II, which can be shifted to the Directorate.

7.3.2.6 No change is found necessary in respect of the remaining ministerial posts. Hence the study team **recommends that one Post each of Junior Superintendent and Typist may be shifted from Special Investigation Unit-II to the Directorate and one post of Head Clerk may be created in the SIU-II.** No other change is proposed in the staff pattern. Thus, the consolidated statement showing the existing and proposed staff position for the SIU-II is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength	Increase
1	Senior Superintendent	1	1	0
2	Junior Superintendent	1	0	(-)1
3	Head Clerk	0	1	1
4	Confidential Assistant	3	3	0
5	Clerk	4	4	0
6	Typist	2	1	(-)1
7	Office Attendant	1	1	0
	TOTAL	12	11	(-)1

7.4 The consolidated statement showing the existing and proposed staff requirement for both the Special Investigation Units is given in the following table :

Sl. No.	Name of the post	Existing strength	Proposed Strength	Increase
1	Senior Superintendent	2	2	0
2	Junior Superintendent	2	1	(-)1
3	Head Clerk	0	1	1
4	Confidential Assistant	9	8	(-)1
5	Clerk	11	12	1
6	Typist	5	3	(-)2
7	Office Attendant	2	2	0
	TOTAL	31	29	(-)2

7.5 The consolidated statement showing the office wise break up of the existing and proposed number of posts is given at **Annexure-IV**.

CHAPTER VIII

FACTS & ANALYSIS - DISTRICT OFFICES

8.1 District level offices are the base level offices in the Vigilance & Anti-Corruption Bureau. They are also called Unit Offices. District offices are functioning in all the fourteen districts, each headed by a Deputy Superintendent of Police. Investigations on Vigilance Enquiries / Vigilance Cases etc are conducted by the District Offices as per the direction of the Director of VACB. Inspectors of Police lead the investigating teams.

8.2 Out of the fourteen District Offices, the study team have taken the District Offices at Kollam, Idukki, Alappuzha, Malappuram, Wayanad, Kannur and Kasaragod as sample offices. However, the study team has also collected details from the district offices at Thiruvananthapuram, Kottayam, Ernakulam, Thrissur and Kozhikode along with the data collection at the other offices of VACB functioning in the same station. Thus, the work study team have collected details of 12 out of the 14 District Offices.

8.3 The ministerial staff pattern is uniform in all the fourteen District Offices. It consists of one post each of Confidential Assistant, Clerk and Typist.

8.4 The functioning of the ministerial staff in the District Offices (Unit Offices) is discussed below :

8.4.1 - Work load of Clerks

8.4.1.1 Since there is only one post of Clerk in the Unit offices, all the Clerical works of the office are to be done by this Clerk. The salary bills of the ministerial staff and the Drivers are being prepared in the District Offices themselves. The salary bills of the executive staff are

prepared in the Range offices. Since the Deputy Superintendent of Police does not have sufficient financial delegation of power, all the bills have to be forwarded to the Superintendent of Police of the concerned Range office for obtaining sanction. The general duties and responsibilities of the Clerical staff of the District Offices are given below :

- Receipt and distribution of tapals.
- Despatch works
- Opening/ maintaining files related to Vigilance Cases/ Vigilance Enquiries/ Surprise Checks/ Quick Verifications etc.
- Forwarding reports to Range Offices.
- Preparation of files related to various conferences such as Monthly conference, District Vigilance Committee Meetings etc.
- Furnishing various periodical reports such as Monthly Business Statement, expenditure forecast, Progress Report on the implementation of Official Language, reconciliation statement, half yearly statement of retiring employees, Quarterly Monitoring Review Report (QMRR), Quarterly Dossier Report etc.
- Forwarding of papers related to repair of vehicles/ replacement of spare parts etc. for the approval of the Superintendent of Police/ Director.
- Forwarding applications for surrender of leave, loans and advances from GPF etc. to the Range Offices for approval and preparation of bills after obtaining sanction.
- Verification of the tour diary of executive staff and forwarding it to the Range Office for sanction of TA.
- Forwarding of various applications/ representations etc. from the

staff for further necessary action.

- Payment of rent/ electricity bill/ water bill.
- Furnishing reply to petitions received under RTI Act.
- Other miscellaneous works

8.4.1.2 During the data collection stage itself, the work study team felt that the work load of the Clerk is very high in the District Offices. It has been observed that in many offices, the Policemen and the Typists are assisting the Clerical staff in the discharge of the clerical works. But for the purpose of measurement of work load, such works are treated as the works done by the Clerk.

8.4.1.3 The Clerical work load as estimated by the work study team in the unit offices is given below :

Sl. No.	District	Total work load in man-hours including P&F Allowance	Man-power index	No. of Clerks required
1	Thiruvananthapuram	3987	2.35	3
2	Kollam	4103	2.41	3
3	Alappuzha	2886	1.7	2
4	Kottayam	2716	1.6	2
5	Idukki	2765	1.63	2
6	Ernakulam	3952	2.32	3
7	Thrissur	4527	2.66	3
8	Malappuram	3720	2.19	2
9	Wayanad	3048	1.79	2
10	Kozhikode	4169	2.45	3
11	Kannur	2782	1.64	2
12	Kasaragod	3030	1.78	2
	TOTAL	41685	24.52	29

(The details of the estimation of work load and Clerical staff requirement in the District Offices is given at **Annexure-V**).

8.4.1.4 On the basis of the above details, the study team has estimated the staff requirement for Palakkad and Pathanamthitta Districts also. The average work load per Clerk is 3474 man hours. Hence the average man-power index is 2.04. Hence, on pro-rata basis, the study team estimates that two Clerks each are required in the Palakkad and Pathanamthitta District Offices.

8.4.1.5 Thus two posts each of Clerks are additionally required in the District Offices at Thiruvananthapuram, Kollam, Ernakulam, Thrissur and Kozhikode Districts and one post each of Clerk is additionally required at the District Offices at Pathanamthitta, Alappuzha, Kottayam, Idukki, Palakkad, Malappuram, Wayanad, Kannur and Kasaragod.

8.4.1.6 In Thiruvananthapuram District Office, out of the two posts of Clerks additionally required, one post can be shifted from the office of the LA, Thiruvananthapuram and the other post will have to be created. In the Kottayam District Office, the additional post of one Clerk required can be shifted from the office of the ALA, Kottayam. In the Thrissur District Office, out of the two additional Clerical posts required one post can be shifted from the office of the ALA, Thrissur and the other post will have to be created. In the Kozhikode District Office, the two Clerical posts additionally required can be filled by shifting one post each from both the offices of the ALA functioning in the same station, i.e. ALA-I and ALA-II. In the case of the remaining District Offices, the additional Clerical posts required are to be created **(See Chapter IX also)**.

8.4.1.7 In the District Offices, there is no supervisory post in existence. Hence, while posting Clerks, it must be ensured that one of the Clerks is a Senior Clerk.

8.4.1.8 Thus, in respect of the Clerical posts in the District Offices, the study team makes the following recommendations

- **Two posts each of Clerks may be created at the District Offices at Kollam and Ernakulam.**
- **One post each of Clerk may be created at the District Offices at Thiruvananthapuram, Pathanamthitta, Alappuzha, Idukki, Thrissur, Palakkad, Malappuram, Wayanad, Kannur and Kasaragod.**
- **One post of Clerk at the office of the Legal Adviser, Thiruvananthapuram may be shifted to the District Office, Thiruvananthapuram.**
- **One post of Clerk at the office of the ALA, Kottayam may be shifted to the District Office, Kottayam.**
- **One post of Clerk at the office of the ALA, Thrissur may be shifted to the District Office, Thrissur.**
- **One post of Clerk each from the office of the ALA-I & ALA-II, Kozhikode may be shifted to the District Office, Kozhikode.**
- **While posting of Clerks is made to the District Offices, it must be ensured that at least one of them is a Senior Clerk.**

8.4.2 - Work load of Typists

8.4.2.1 At the time of the visit of the work study team the post of Typist in Thiruvananthapuram District Office was vacant. Hence the study team could not study the work load of the said post. The work load of the remaining 11 offices visited by the study team has been estimated as given below :

Sl. No.	Name of office	Wok load in Man days	Man-power index	No. of typists required	No. of typists existing
1	Kollam	316	1.17	1	1
2	Kottayam	263	0.97	1	1
3	Alappuzha	247	0.91	1	1
4	Idukki	193	0.71	1	1
5	Ernakulam	315	1.17	1	1
6	Thrissur	269	1.00	1	1
7	Malappuram	276	1.02	1	1
8	Kozhikode	283	1.05	1	1
9	Wayanad	185	0.69	1	1
10	Kannur	248	0.92	1	1
11	Kasaragod	287	1.06	1	1
	Total		10.67	11	11

8.4.2.2 From the above table, it is clear that one post of Typist is found necessary in each of the 11 offices mentioned above. From this, the the study team arrives at the inference that one post each of Typist is essential in the remaining three District Offices as well. The existing staff strength is one post of Typist per unit office. Hence no change in the staff strength of Typists is necessary.

8.4.3 The post of Office Attendant is not available in the District Offices. So the works that are expected to be attended by the Office Attendants are being attended by the Police Personnel. The study team finds that engaging a highly paid Policeman for doing the works that are expected to be done by an Office Attendant is under utilisation of the resources and is sheer wastage of public money. This adversely affects the efficiency of the District Offices. Hence the study team **recommends that one post of Office Attendant may be created in each District Office.**

8.5 The study team does not find the necessity of any other change in the strength of the ministerial staff. The existing and proposed staff strength for the District Offices is given in the following table :

Sl. No.	Name of the post	Existing staff strength	Proposed staff strength	Increase
1	Confidential Assistant	14	14	0
2	Clerk	14	33	19
3	Typist	14	14	0
4	Office Attendant	0	14	14
	TOTAL	42	75	33

8.6 Office-wise details of the consolidated staff requirement in the District Offices is given at **Annexure-VI**.

CHAPTER IX

FACTS & ANALYSIS – LEGAL WING

9.1 The Vigilance & Anti-Corruption Bureau has its own Legal Wing to conduct the prosecution of cases in the four Vigilance Courts (Court of the Enquiry Commissioner and Special Judge) and the Vigilance Tribunals. The Legal wing comprises of one office of the Legal Adviser in Thiruvananthapuram, two offices of Additional Legal Advisers at Kozhikode (one each for the Vigilance Court and Vigilance Tribunal), one office of Additional Legal Adviser each at Kottayam and Thrissur.

9.2 The Legal wing is under the control of the Legal Adviser, who monitors the activities of the other offices of the ALA also. The Legal wing receives draft factual reports for scrutiny. They are scrutinized and returned back. In the case of tribunal enquiries, the memo of charges are framed by the Additional Legal Advisers. Similarly, when judgement is pronounced by the hon'ble court, ALAs will collect the copy of judgement, study it and forward it to the Directorate. They will verify whether there is scope for appeal against the judgement etc. They will also furnish the action to be followed as per the judgement.

9.3 The present staff strength of the office of the Legal Adviser, Thiruvananthapuram is one post of Legal Adviser, two posts of Additional Legal Advisers, three posts of Confidential Assistants, two posts of Clerks and two posts of Office Attendants. Here one Additional Legal Adviser is looking after the works related with the Vigilance Tribunal, Thiruvananthapuram and the other ALA is looking after the works related with the Vigilance Court, Thiruvananthapuram. In the offices of the Additional Legal Advisers located at Kottayam, Thrissur, Kozhikode-I

and Kozhikode-II, the staff pattern is uniform viz. one post each of Additional Legal Adviser, Confidential Assistant, Clerk and Office Attendant.

9.4 The work load of the various functionaries in the Legal Wing is discussed below :

9.4.1 - Legal Adviser

9.4.1.1 Office of the Legal Adviser is functioning in Thiruvananthapuram. The Legal Adviser has to co-ordinate and supervise the activities of all the offices of the Additional Legal Advisers.

9.4.2 - Additional Legal Advisers

9.4.2.1 Presently one Additional Legal Adviser is working per Vigilance Court/ Tribunal. Their duties and responsibilities include scrutiny of the various reports, furnishing legal opinion etc. Moreover they have to appear before the hon'ble Court/ Tribunal when the cases are taken up for hearing. As a result, the work load of these functionaries is apparently very high. They are suffering a lot due to the absence of a subordinate officer who can handle the legal matters.

9.4.3 - Clerical Staff

9.4.3.1 There are two Clerical posts in the office of the Legal Adviser, Thiruvananthapuram and one post each in the four offices of the Additional Legal Advisers. The major works handled by the Clerks are the following :

- Receipt and distribution of tapals.
- Despatch works
- Maintenance of files relating to the scrutiny of Factual Reports, Legal opinion etc.

- Establishment matters such as appointment, maintenance of Service Books, various types of leaves, leave surrender, sanctioning of increment etc.
- Bill related works such as establishment pay bill, contingency bill, GPF bill, festival allowance bill, festival advance bill etc.
- Works related to Travelling Allowance
- Works related to the maintenance of vehicles
- Furnishing reply to petitions received under RTI Act.
- Other miscellaneous works

9.4.3.2 The calculated work load of the Clerical Staff working in the various offices of the LA/ALA is given below :

Sl. No.	District	Total work load in man-hours including P&F Allowance	Man-power index
1	Thiruvananthapuram	1902	1.12
2	Kottayam	828	0.49
3	Thrissur	1352	0.8
4	Kozhikode-I	1291	0.76
5	Kozhikode-II	1074	0.63
	TOTAL	6447	3.8

(Detailed statement showing of the estimation of work load of the Clerks in the Legal Wing is given at **Annexure-VII**).

9.4.3.3 From the above table, it is clear that there is surplus capacity with all the Clerical Staff. In the office of the Legal Adviser, Thiruvananthapuram, there are two posts of Clerks, out of whom one Clerk was temporarily attached to the Directorate at the time of the visit

of the work study team and the entire Clerical works were done by the other Clerk. The total Clerical work load in this office is only 1902 man hours. The surplus capacity available with the remaining Clerks ranges from 20% to 51%. Hence the study team is of the opinion that some more work can easily be handled by the Clerical Staff.

9.4.3.4 It has already been seen that the Additional Legal Advisers are facing a lot of difficulty due to want of supporting staff who can handle legal matters. Taking into account this aspect, the work study team suggests that the post of Clerks in the offices of the Additional Legal Advisers may be converted to the posts of Legal Assistants. The posts of Clerks which may become surplus, can be shifted to the District Offices, as already discussed. The details are already given in **Chapter-VIII (Para 8.4.1.8)**. In the case of the office of the LA, Thiruvananthapuram, one post of Clerk may be allowed to continue as such and one post of Legal Assistant may be created to handle the legal matters. The Legal Assistants in the offices of the Additional Legal Advisers will discharge all the Clerical works and moreover they will assist the Additional Legal Advisers in the scrutiny works also. The details of the proposed post of Legal Assistants has already been discussed in **Chapter-III (Para 3.5.7.2)**.

9.4.3.5 The post of Additional Legal Adviser can be made the promotion post of the Legal Assistant. Administrative Department and the Director may verify this proposal in detail and take necessary steps to make necessary changes in the Special Rules with regard to this proposal.

9.4.3.6 The work study team does not find the need to change the pattern of any other post in the offices of LA/ALA. Hence the study team makes the following recommendations :

- **One post each of Legal Assistant may be created for the office of the Legal Adviser, Thiruvananthapuram and the offices of the Additional Legal Adviser at Kottayam, Thrissur, Kozhikode-I and Kozhikode-II.**
- **One post each of Clerk in the office of the Legal Adviser, Thiruvananthapuram and the offices of the Additional Legal Advisers at Kottayam, Thrissur, Kozhikode-I and Kozhikode-II may be shifted to the District Offices located at the same station.**
- **The post of Additional Legal Adviser may be made the promotion post of the Legal Assistant.**
- **Necessary changes for incorporating the above suggestions in the Special Rules may be made.**

9.5 Two posts of Additional Legal Advisers have been sanctioned as per GO (Ms) 30/14/Vig. dated 20.09.2014 (copy given as **Annexure-VIII**). Since the work study team has recommended the post of Legal Assistant in this report, there will be a subordinate officer to help the ALA in legal matters. Hence the work study team estimates that one post of ALA per court/tribunal is sufficient for the smooth functioning of the office. Considering this, the newly created posts of ALA may be considered as surplus. In the Government Order creating the posts of Additional Legal Advisers, it is mentioned that the setting up of two new Vigilance Courts is under the active consideration of the Government. In this situation, the study team **recommends that the two newly created posts of Additional Legal Advisers may be deployed to the proposed new Vigilance Courts. At that time, the posts of the supporting staff only is required to be created.** Till the new courts start functioning, the

services these Additional Legal Advisers may be used for clearing the pendency.

9.6 During the visit of the various offices in connection with the work study, it has been noticed that vehicles are allotted to the offices of the Legal Adviser/ Additional Legal Advisers without creating the posts of Drivers. Hence the Drivers from other offices of the Bureau, such as Range Offices, Special Cells, Unit Offices etc. are deployed on working arrangement basis. This adversely affects the works in their parent offices. Considering this, it is **recommended that the need for creating posts of Drivers for the offices of the Legal Adviser/ Additional Legal Advisers may be taken up with the Vigilance Department in Government.**

9.7 On the basis of the suggestions/ findings of the work study team, the existing and proposed staff strength in the offices of the Legal Advisers/ Additional Legal Advisers is given in the following table :

Sl. No.	Name of the post	Existing staff strength	Proposed staff strength	Increase
1	Legal Adviser	1	1	0
2	Additional Legal Adviser	8*	8	0
3	Confidential Assistant	7	7	0
4	Legal Assistant	0	5	5
5	Clerk	6	1	(-)5
6	Office Attendant	6	6	0
	TOTAL	26	26	0

* including the newly created posts (2 Nos.)

9.8 Office-wise details of the existing and proposed staff pattern in the offices of the Legal Wing is given at **Annexure-IX.**

CHAPTER X

REQUIREMENT OF MINISTERIAL STAFF

– CONSOLIDATED POSITION

10.1 In this Report, so far we have analysed the staff requirement in various categories of offices on the basis of the functions of those offices and the work load. On the basis of the findings of the study team, the requirement of the ministerial staff in the Vigilance & Anti-Corruption Bureau has been arrived at. The existing and proposed staff requirement estimated by the work study team is given below :

Sl. No.	Name of the post	Existing strength	Proposed strength	Increase
1	Legal Adviser	1	1	0
2	Additional Legal Adviser	8	8	0
3	Manager	1	1	0
4	Administrative Assistant/ Accounts Officer	2	3	1
5	Senior Superintendent	13	14	1
6	Junior Superintendent	15	17	2
7	Fair Copy Superintendent	1	1	0
8	Head Clerk	2	3	1
9	Confidential Assistant	57	56	(-)1
10	Legal Assistant	0	6	6
11	Clerk	114	155	41
12	Typist	42	43	1
13	Attender	1	1	0
14	Office Attendant	19	34	15
	TOTAL	276	343	67

(Detailed consolidated statement is given at **Annexure-X**).

10.2 The proposed changes in respect of various posts, which has already been discussed in the report are summarised below :

1. **Legal Adviser** : No change is proposed
2. **Additional Legal Adviser** : The study team is of the opinion that the two posts of Additional Legal Advisers which were created recently were not essential. Hence it is recommended that these two posts may be marked as surplus and may be redeployed when the two new Vigilance Courts will be started.
3. **Manager** : No change is proposed.
4. **Administrative Assistant/ Accounts Officer** : One post is recommended to be created at the Central Range Office, Ernakulam.
5. **Senior Superintendent** : One post is recommended to be created at the Directorate.
6. **Junior Superintendent** : It is recommended to create two posts in the Directorate and to shift one post from the Special Investigation Unit-II, Thiruvananthapuram to the Directorate.
7. **Fair Copy Superintendent** : No change is proposed.
8. **Head Clerk** : One post is proposed to be created at the Special Investigation Unit-II, Thiruvananthapuram.
9. **Confidential Assistant** : One post at the SIU-I is to be abolished.
10. **Legal Assistant** : 6 posts are to be created viz. one each at Central Range Office, Ernakulam, office of the Legal Adviser, Thiruvananthapuum, and one each at the offices of the Additional Legal Advisers at Kottayam, Thrissur, Kozhikode-I and Kozhikode-II.

11. **Clerk** : 41 posts are proposed to be created (17 posts at the Directorate, 2 posts at Southern Range, Thiruvananthapuram, 1 post at Eastern Range, Kottayam, 4 posts at Central Range, Ernakulam, 2 posts at Northern Range, Kozhikode, 1 post at Special Investigation Unit-I, Thiruvananthapuram, 2 posts each at District Offices at Kollam & Ernakulam, 1 post each at District offices at Thiruvananthapuram, Pathanamthitta, Alappuzha, Idukki, Thrissur, Palakkad, Malappuram, Wayanad, Kannur & Kasaragod) and to shift 5 posts (one post each from the office of the LA, Thiruvananthapuram and the offices of the ALA at Kottayam, Thrissur, Kozhikode-I & Kozhikode-II to the District Offices at the respective stations)
12. **Typist** : One post is proposed to be created at the Central Range, Ernakulam and to shift one post each from SIU-I & SIU-II to the Directorate.
13. **Attender** : No change is proposed.
14. **Office Attendant** : 15 posts are proposed to be created (one each at the Directorate and the 14 District Offices)

10.3 A detailed statement showing the creation, reduction and shifting of posts proposed in this Report is given in **Annexure-XI**.

10.4 In the previous work study report, it was suggested to accord continuance sanction for the 489 temporary posts. However, the total number of temporary posts is 490. This means that one additional temporary post is in existence in the Vigilance & Anti-Corruption Bureau in addition to the 489 posts, for which continuance sanction was recommended in the previous Work Study Report. At the time of the work study , the study team was informed that continuance sanction was not

obtained so far for the temporary posts. However, continuance sanction for the 490 temporary posts for the period from 01.10.2011 to 30.09.2013 was accorded as per GO(Rt) No. 93/14/Vig. dated 04.06.2014. In this situation, the study team recommends that **continuance sanction for the temporary posts may be accorded for the period from 01.10.2013 onwards. It is further recommended that steps may be taken to make the 490 temporary posts as permanent.**

10.5 In the previous work study report, it was also suggested to create 33 ministerial posts. Since the matter has been again studied by this work study team, the recommendations for creation of posts stated in this Report will supersede the recommendation for creation of new posts contained in the previous work study report. Hence it is recommended that **the recommendation for creation of new posts as contained in the previous work study report may not be implemented.**

CHAPTER XI

COST BENEFIT ANALYSIS

11.1 In this Report, the work study team has recommended for the creation of 68 new posts and the reduction of one post. The additional financial commitment has been estimated by the work study team. The amount calculated as basic pay at the minimum of the corresponding scale plus Dearness Allowance @ 73% (the existing rate) for 13 months (12 months' salary plus one month's salary for surrender of EL) is given below :

Sl. No.	Name of the post	No. of new posts	Basic Pay	DA	Total salary per month	Annual financial commitment (Monthly X 13) per post	Total Annual Financial Commitment
1	Administrataive Assistant / Accounts Officer	1	21240	15505	36745	477685	477685
2	Senior Superintendent	1	18740	13680	32420	421460	421460
3	Junior Superintendent	2	16180	11811	27991	363883	727766
4	Head Clerk	1	14620	10673	25293	328809	328809
5	Confidential Assistant	-1	10480	7650	18130	235690	-235690
6	Legal Assistant	6	14620	10673	25293	328809	1972854
7	Clerk	41	9940	7256	17196	223548	9165468
8	Typist	1	9940	7256	17196	223548	223548
9	Office Attendant	15	8500	6205	14705	191165	2867475
	Total	67	124260	90709	214969	2794597	15949375

11.2 From the above table, it is clear that the anticipated annual additional financial commitment is ₹1,59,49,375/- (Rupees One crore Fifty nine lakhs Forty nine thousand Three hundred and Seventy five only).

11.3 Since the Vigilance & Anti-Corruption Bureau is not a revenue earning Department, the 'gain' factor cannot be estimated on

monetary terms. But, when sufficient staff will be provided, vigilance machinery will start functioning in full swing and incidences of corruption will come down automatically. When corruption will come down, the revenues due to the Government will reach the exchequer in time and the State as a whole will be benefited.

11.4 The 'social gain' factor due to the reduction in corruption is very large. When the corrupt employees are caught red-handed, there will be a fear of punishment among the corrupt ones and they will be forced to stay away from corrupt practices. Thus gradually, corruption will become a rare thing in the public life and the corrupt employees will be isolated in the society. Thus, the society will stand united in the fight against corruption. When the society as a whole is getting benefited, the additional expenditure on this account does not seem too high.

11.5 Hence it can be presumed that the gains outweigh the cost factor and hence the expenditure involved in the creation of the posts can be justified.

CHAPTER XII

COMPUTERISATION AND USE OF MODERN GADGETS

12.1 During the visit of various offices of the Vigilance & Anti-Corruption Bureau for collection of data in connection with the work study, the team has observed that even though computers have been provided in all the offices, in most of the places it is being used as an 'electronic typewriter'. The study team feel that the productivity of the man-power can be enhanced considerably by effecting proper computerisation.

12.2 - Computerisation of the data base of Vigilance Cases

12.2.1 In a number of instances, it has been noted that the e-governance initiatives have been taken up without much planning and discussions among the basic functionaries. Generally computer experts are seen making the software without fully assessing the basic requirements of the office and it is being thrust on the Department. Hence the study team suggests that a panel of employees who are genuinely interested in the e-governance initiatives and are capable to provide useful suggestions in the macro perspective of the Department. The functionaries at all levels from the rank of Clerks onwards may be included in the said panel. Such a panel would appraise the computer experts about the provisions to be incorporated in the software. When the software becomes ready, they will vet it and verify its effectiveness before its formal launching.

12.2.2 Presently a software called 'VACB Suite' is used in the Department. In this software, the details of each Vigilance Case/ Vigilance Enquiry/ Preliminary Verification are being entered and is used

for monitoring purposes. This software can be modified by adding further options/ provisions by enhancing the application of modern technology with a view to increase the efficiency of the staff.

12.2.3 Presently, when communications are received from various Departments for the issuance of Vigilance Clearance, the request is processed in the E21 seat in the Directorate. Details are collected from the Computer wing and also from all the Seats of the C, E and T Sections. Almost 30% of the total time of these Sections are being used for the issuance of the Vigilance Clearance details. The study team is of the opinion that this precious time of the functionaries can be saved by the prudent use of the information technology and proper data base management.

12.2.4 In the Report (2012) of Justice K.P. Balachandran Committee, which was constituted to make recommendations to reform the Vigilance & Lok Ayukta, it was stated as follows :

“All Vigilance Enquiries ordered by the Government and all Vigilance cases registered under the PC Act are to be listed in the chronological order in the web site with all details and should be updated daily to enable a close watch of the progress of the enquiry/ investigation, and bring to book such of the officers of the Vigilance who show lethargic attitude and drag on the enquiry/ investigation, either with ulterior motive or otherwise. This will, to a great extent, relieve the burden of the Secretary, Home & Vigilance. This will also ensure transparency and effectiveness of the investigation/ enquiry.”

12.2.5 In this situation, the study team **recommends the creation of a comprehensive data base which covers all aspects of the enquiry/ case.** The following suggestions are made on this aspect :

1. The data base must be made fool-proof. It must be made sure that the it is updated on daily basis by all the functionaries concerned.
2. Presently, when requests for Vigilance Clearance are received, the correct person is identified by asking for other details such as Father's name in addition to the name of the Government Servant. To evade this ambiguity, Permanent Employee Number (PEN) may be included in the data base. In the case of employees/ public servants who does not have PEN, Adhar Number (UID) can be used as an alternative. A direction may be given to all the Departments seeking Vigilance Clearance to mention the PEN / UID number of the employee/ public servant. Steps may be taken to make the software compatible to serve this purpose. There must be provision in the software to search the details using PEN/ UID Number.
3. For this purpose, the PEN and UID numbers of all the employees/ public servants against whom Vigilance Cases/ Enquiries/ Preliminary Verifications are in progress, are to be collected.
4. After incorporating the PEN/ UID in the data base, whenever request for Vigilance Clearance is received, the particulars can be verified at the E21 seat itself. There must be provision for generating Vigilance Clearance Report from the data base itself. Thus the valuable time of the functionaries in the C, E and T Sections can be saved, which can be productively be used for other works.
5. During the collection of data in connection with this work study, the study team was informed that generally reminders are not being issued regularly due to excess work load. When the data base is made up-to-date, reminders can be generated from the data base itself. It may be noted that several institutions like new generation banks are generating such letters. Routine reminders and D.O.

reminders of general nature can thus be generated. Only reminders of exceptional nature will have to be drafted separately. Routine reminders can be generated on periodical basis. Different dates may be allotted to different seats for the generation of the reminders so that there may not be concentration of work at the despatch level.

6. Selected query option may be made available to the Administrative Departments and the Vigilance Department in the Secretariat. The particulars of the Vigilance Cases/ Enquiries against the employees of a particular Department may be made available to the concerned Administrative Department in Government. The facility may be limited to the officers of and above the rank of Section Officer dealing with the establishment matters of the particular Department in Secretariat. For example, in the case of Labour Department, the establishment matters in the Government is being dealt with in the Labour & Skills (D3) Department in Government. In this case, the accessibility may be given to the Section Officer of the Labour & Skills (D) Department, the Under Secretary, Additional Secretary, etc in charge of that Section and the Secretary of the Labour & Skills Department. The officers of and above the rank of Under Secretary to Government in the Vigilance Department in Secretariat may be given the accessibility to view the details of all the Vigilance Cases/ Vigilance Enquiries/ Preliminary Verifications.

12.2.6 In the suggestions mentioned above, the first 3 suggestions are meant for immediate implementation. Only after completing these three steps the next two steps must be taken up. Before going to the implementation stage, the accuracy of the reports must be evaluated meticulously by the panel mentioned earlier. It must be noted that the

major reason for scepticism to various e-governance initiatives is the inconsistency in the generation of various reports at the initial stages of its implementation. Only after completing the first 5 suggestions, the sixth one will have to be taken up for consideration. Special care must be taken to ensure that information is not reached in the wrong hands. In order to ensure this, several tests will have to be conducted with the help of dummy data. In the 4th and the 6th suggestions, in the initial stages the existing system must go on along with the suggested system in order to ensure that the findings arrived with the help of the computer system do not vary with the one found from the physical records. These suggestions may be put to active consideration of the Government by the Vigilance & Anti-Corruption Bureau after verifying the feasibility, when the newly suggested e-office will be implemented.

12.2.7 During the visit to various offices in connection with the work study, the team observed that the computer systems are working very slow. As a result, the employees have to spent too much time in front of the systems. This adversely affects their efficiency. Considering this, it is **recommended that steps may be taken to enhance the speed of the computer systems by upgrading them.**

12.2.8 The existing norms of the Government of Kerala is to increase the use of the free softwares. However, in the Vigilance & Anti-Corruption Bureau, WINDOWS operating system is still being used. In this connection, it is recommended that free software must be used wherever feasible. Only if the requirement of the Department and the security of the data cannot be ensured in the free software system, expensive softwares like the WINDOWS have to be resorted to. In this situation, the **Director must be convinced of the requirement of the paid software and the reason for choosing a paid software instead of the free software must be recorded in the concerned file.**

12.3 - Computerisation of the Tapal Section

12.3.1 Presently, tapals are numbered manually. Instead, if it is computerised, the on-line file tracking will be possible and the Distribution Register can be generated from the system. Hence the study team **recommends the introduction of computerised file tracking system such as the IDEAS used in the Secretariat and iAPS (internal Administrative Processing System) in Police Department.**

CHAPTER XIII

GENERAL RECOMMENDATIONS

13.1 - Vigilance Manual

13.1.1 Vigilance Manual is the hand-book containing the basic information and guidelines about the Vigilance & Anti-Corruption Bureau, its functioning and procedures. The existing Vigilance Manual was compiled during 2000-01 and was published 13 years ago. During this period, many changes in procedures have occurred due to the issuance of several guidelines/ Government Orders.

13.1.2 At present, Kerala Police Manual is the compulsory Departmental test for the ministerial staff of the Vigilance & Anti-Corruption Bureau. The Police Manual contains very nominal procedures, that too in respect of the investigation of local police cases only and hence it is not much useful for the ministerial staff of VACB in their work.

13.1.3 Hence, the work study team **recommends that steps may be taken urgently to update the Vigilance Manual duly incorporating the changes occurred since 2002 and to make it a compulsory paper for qualifying the Departmental test for the ministerial staff of the VACB.**

13.2 - Compulsory training on vigilance to newly recruited employees

13.2.1 With the aim to eradicate corruption, the work study team **recommends that training on vigilance matters may be included in the induction training programme for the newly recruited employees of all categories.**

13.3 - Observance of Vigilance Week

13.3.1 Generally, people complain about corrupt employees. However, the persons who give bribe are also equally responsible for the prevalence of corruption. So there must be steps to create awareness among the public to remain vigilant against corruption. The observation contained in the Report of Justice K.P.Balachandran Committee is given below:

“Whole hearted public support and their participation in anti-corruption strategies would take us a long way in attaining the goal of a corruption-free society. Conscious step, towards creating awareness of the public on the evils of corruption and enlisting their commitment to fight it, should make us realise that eternal vigilance is the price of not only liberty but also a corruption-free society.”

13.3.2 In this condition, the work study team recommends that **Vigilance Week may be observed in every Government office.** During this period awareness programmes to the general public as well as the employees may be conducted.

13.4 - Starting new Vigilance Courts/ Fast Track Courts

13.4.1 As on 31.12.2013, a total number of 1276 cases were pending trial in the 4 Vigilance Courts. But the average annual disposal of cases is around 44. In this rate, it will take about 31 years to dispose the present pending cases. More than 5000 persons figure as accused in the cases and most of them are aged and retired employees/ public servants. Such a long delay in the disposal of the trial cases will spoil the spirit of the cases leading to denial of justice to the accused for speedy trial as well as the public interest of the State as the oral evidences may

become weak with the passage of time/ the aged accused may die, which may make the entire processes futile. The Committee headed by Justice K.P. Balachandran to reform the Vigilance and Lok Ayukta Act so as to make those Laws more effective and to expedite the enquiry and investigations in the Vigilance Cases, has recommended that “pendency in various courts of Enquiry Commissioner and Special Judge demands immediate attention of the Government on the need to constitute more courts of Enquiry Commissioner and Special Judge”.

13.4.2 In this situation, with a view to ensure speedy trial, the study team **recommends that more Vigilance Courts / Fast track Courts may be set up to expedite trial on the pending cases.**

13.5 - Government pleaders for Vigilance Cases in the High Court

13.5.1 There occurs too much delay in the office of the Advocate General in connection with timely filing of appeals/ obtaining copies of the appeals/ WP(C)s/ OPs and in filing Statements of Facts etc. in connection with the litigations before the Hon'ble High Court. In this connection, the work study team **recommends to explore the possibility of designating Government pleaders exclusively for handling Vigilance Cases.**

13.6 - Training of investigating officers and ministerial staff

13.6.1 At present, there is no effective machinery for imparting legal and practical training to the investigating officers and ministerial staff. A few investigating officers alone could be deputed to the CBI Academy at Ghaziabad for training and majority of the officers are still untrained. Besides, the Departmental Vigilance Officers of all Government Departments and the PSUs are also to be imparted training on effective

Vigilance work and comprehensive vigilance awareness is to be created among them. Modern and hi-tech training as well as deep legal awareness is necessary for conducting investigation and prosecution of the Vigilance Cases. Considering all these aspects the work study team **recommends the setting up of necessary mechanism for imparting regular training to the executive and ministerial staff at the earliest.**

13.7 - Creation of new Head of Account for remitting fine/ recovery in Vigilance Cases

13.7.1 At present, the fine imposed by the Vigilance Courts on the convicted accused are being remitted by them under the Head of Account “0070-other Administrative Services - 01-Administration of Justice-102-Fines and Forfeitures”. Therefore, neither VACB nor the Government have any information about how much amount has been remitted by the convicted accused in Vigilance Cases. If a separate Head of Account is created for remittance of the fine by the convicted accused in Vigilance Cases as well as in respect of the recoveries effected based on the Vigilance Reports issue can be made transparent and the Government as well as the VACB can easily assess how much amount have been thus recovered/ remitted. This information will be available in the finger-tip as all the treasuries are computerised. Reference number of the Vigilance Cases/ Enquiry can be made compulsory in the treasury challans, the VACB can also ascertain whether remittance/ recovery in each case/ enquiry has been effected. Hence the work study team **recommends that a new Head of Account may be created for remitting fine/ recovery in Vigilance Cases and to quote the reference number of the Vigilance Case in the treasury challans.**

13.8 - Amendment to The Prevention Of Corruption Act

13.8.1 Due to the complications in obtaining Prosecution Sanction Order (PSO) from the Competent Authority u/s 19 of the Prevention of Corruption Act, trial prosecution proceedings of hundreds of cases are stayed. In some instances, PC Act is omitted and cases are charge sheeted in the local courts under IPC offences and even this issue leads to final acquittal of the accused in Vigilance Cases. In many files, a lot of correspondence have been seen done for obtaining PSO. Several OPs/ WP(C)s challenging the validity of the PSOs exist. In the Report of Justice K.P. Balanchandran Committee it has been stated as follows --

“The directions given by the Apex Court are contained in paragraph 58 of the judgement in Vineet Narain’s case, and the relevant direction as regards sanction for prosecution is contained in paragraph 58(1)15 and is extracted below for easy reference:

“58(1)15. The time-limit of three months for grant of sanction for prosecution must be strictly adhered to. However, additional time of one month may be allowed where consultation is required with the Attorney General (AG) or any other law officer in the AG’s Office.”

In Subramaniyan Swamy’s case, the Apex Court has further opined that after the expiry of the time limit, sanction for prosecution will be deemed to have been granted to the proposal for prosecution (Paragraph 22 of the judgement in Subramaniyan Swamy’s case).”

13.8.2 In this situation, the work study team recommends that the Department may take up the matter at appropriate levels for

making necessary amendment in the Prevention of Corruption Act, 1988 with a view to avoid delay in obtaining Prosecution Sanction Order.

13.9 - Recruitment to the posts at Legal Wing, Research Analysis & Enforcement Wing etc.

13.9.1 The posting of personnel to the posts of the Research Analysis & Enforcement Wing, i.e. the posts of Executive Engineer (Civil), Assistant Executive Engineer (Civil), Executive Engineer (Mechanical) and Accounts Officer (Audit) is made on contract basis/ deputation basis. Similarly, procedure for selection of persons to the posts of Additional Legal Advisers is direct recruitment without any PSC test. As a result, there is a possibility of unsuitable candidates and those with political and social bias getting appointed to those posts. In this situation, a fool proof mechanism for the selection of personnel to these vital posts is necessary. Further, the selection must be impartial and the candidates must be politically neutral, and administratively competent.

13.9.2 In this condition, the work study team **recommends that the possibility of recruitment to the posts of the Research Analysis & Enforcement Wing through Kerala Public Service Commission may be considered. Similarly, the posts of the Additional Legal Advisers may be made the promotion post of the proposed post of Legal Assistant.**

13.10 - Inclusion of phone numbers of Vigilance & Anti-Corruption Bureau in the forms

13.10.1 Lack of information regarding the mechanisms generally prevents the common public from registering complaints with the Vigilance & Anti-Corruption Bureau. Hence the study team **recommends that as part of the Vigilance Awareness programmes**

the phone numbers of the Vigilance & Anti-Corruption Bureau for filing of complaints including the toll free numbers as well as the e-mail id may be included in the common forms used by the general public for availing services from various Government Offices/ Departments.

CHAPTER XIV

INSPECTION FOR STREAMLINING THE FUNCTIONING OF THE VIGILANCE & ANTI- CORRUPTION BUREAU

14.1 During the visit of the various offices of the Vigilance & Anti-Corruption Bureau for collection of data in connection with the work study, the team has also conducted a brief inspection on the functioning of those offices as per the directions contained in the Circular No. 16172/AR-10/2009/P&ARD dated 10.05.2010 (copy of the Circular may be seen at **Annexure-XII**). The major findings of the work study team are discussed below :

14.2 - Maintenance of registers

14.2.1 In the various offices visited by the work study team, the study team observed that the maintenance of Personal Registers is not proper in most of the offices except a few offices like the Special Cell, Kozhikode and to an extent, the Directorate. In most of the Personal Registers, periodical inspection is not seen conducted. In most of the Registers, tapals are seen registered, but the submission of the files are not shown in the Personal Register. In some of the offices it was felt that the Personal Registers are updated on the eve of the visit of the work study team.

14.2.2 In the District Offices (Unit Offices), the Personal Register is not even maintained. The study team was informed that they are not maintaining the register because there is only one Clerk, details of tapals are available in the Distribution Register and the work load is very high. The work study team admits that the work load in the unit offices is very

high, But this is not a valid excuse for violating a vital instruction contained in the Manual of Office Procedures. Moreover, the tracking of the files cannot be done in the Distribution Register. Hence, the study team **recommends that Personal Registers may be maintained properly by all the Clerks in the Vigilance & Anti-Corruption Bureau including those working in the District Offices.**

14.2.3 The other Registers are maintained comparatively well. However, in most of the Registers, page number certification is not seen done by the Supervising Officers. The study team has also observed the use of correction fluids in some of the Registers. The errors may be corrected by striking off the wrong entry with due authentication. The study team **recommends that necessary instructions may be issued to all the employees regarding proper maintenance and inspection of all the Registers.**

14.3 - Display of boards regarding RTI Act

14.3.1 As per the Right to Information Act, 2005, boards showing the Name, Designation and Phone Number of the Assistant Public Information Officer, State Public Information Officer and Appellate Authority etc. are to be displayed in all the offices. But such boards are not seen displayed in some of the offices of the VACB. The work study team has given on the spot instructions to the concerned officers in this regard. The work study team **recommends that the Director must ensure that such boards are installed and the entries are updated in each office of the VACB.** Similar boards will have to be displayed when the services under Right to Service Act are notified in the Vigilance & Anti-Corruption Bureau.

14.4 - Use of Official Language

14.4.1 On verification of various files in the Department, it has been found that the use of official language is very rare in VACB. During discussions with the officers, the work study team discussed this matter as well. The officers of the VACB have informed that since the language used in the various courts is English, sometimes, finding the exact Malayalam translation for the words used for legal purposes is difficult.

14.4.2 In this connection, the study team is of the opinion that within the present constraints, maximum communications may be issued in Malayalam. For example, the Factual Report, First Information Reports, etc. may have to be prepared in English. However, the covering letters, reminders, etc. can be in Malayalam. Similarly, all the communications of general nature such as those related to establishment, administration, purchases, training within the State etc can be issued in Malayalam. Hence the study team **recommends that Malayalam must be used in the notings and communications wherever feasible.**

14.5 - Computerisation and use of Information Technology

14.5.1 Presently computerization and the use of information technology is not up to the mark. This issue has already been discussed in Chapter-XI.

14.6 - Miscellaneous Matters

14.6.1 In Central Range Office, Ernakulam, the service of one of the Typists was used for handling a Clerical seat. The reason for such an arrangement is the heavy work load in the office. However, the Typists are not trained in Clerical works. Hence the study team **recommends**

that after effecting the increase in staff strength proposed in this Report, the services of the Typists may be used exclusively for typing work. Similarly, deploying staff on temporary working arrangement basis also must be stopped.

14.7 Apart from those pointed out above, work study team has not observed any serious lapses in the functioning of the offices during the visit of various offices in the Vigilance & Anti-Corruption Bureau for the collection of data.

CHAPTER XV

SUMMARY OF RECOMMENDATIONS

- 1) Preventive Vigilance activities such as awareness programmes for all categories of employees, strengthening of Internal Vigilance Cell of the Departments, conducting competitions for the children of the Government employees, creating awareness through visual media etc. may be taken up **(Para 3.5.1.2)**.
- 2) Preventive Vigilance related works in the Directorate may be assigned to the G-Section **(Para 3.5.1.2)**.
- 3) An exclusive Internal Audit Wing comprising of one Senior Superintendent, one Head Accountant and two Clerks may be created at the Directorate **(Para 3.5.2.2)**.
- 4) Delegation of financial powers of the Superintendent of Police may be enhanced to ₹10000/- and the Deputy Superintendents of Police may be given a financial delegation of ₹3000/- **(Para 3.5.3.1)**.
- 5) The existing arrangement of handling all the RTI Applications in an exclusive seat may be continued **(Para 3.5.4.2)**.
- 6) Steps may be taken to ensure a more or less equitable distribution of the span of supervision **(Para 3.5.5.1)**.
- 7) Record Room may be maintained in all the offices of the Vigilance & Anti-Corruption Bureau **(Para 3.5.6.2)**.
- 8) A new post called Legal Assistant having education qualification of LLB may be introduced in the Vigilance & Anti-Corruption Bureau **(Para 3.5.7.2)**.
- 9) The post of Additional Legal Adviser may be made the promotion post of the post of Legal Assistant **(Para 3.5.7.3 & 9.4.3.6)**.

- 10) A Liaison Wing may be started at the Central Range Office, Ernakulam for handling High Court Cases and a Legal Assistant may be posted there **(Para 3.5.8.1)**.
- 11) 17 posts of Clerks may be created at the Directorate of VACB **(Para 4.5.2)**.
- 12) Two posts of Junior Superintendents may be created at the Directorate and one post of Junior Superintendent may be shifted from Special Investigation Unit-II, Thiruvananthapuram to the Directorate **(Para 4.5.4 & 7.3.2.6)**
- 13) One post each of Typist may be shifted from the SIU-I and SIU-II to the Directorate **(Para 4.6.2, 7.3.1.7 & 7.3.2.6)**
- 14) One post of Senior Superintendent may be created at the Directorate **(Para 4.7)**.
- 15) One post of Office Attendant may be created at the Directorate **(Para 4.9)**.
- 16) Staff who are temporarily shifted to the Directorate may be reverted back to their parent office immediately after the creation of posts proposed in this Report and postings are completed **(Para 4.12)**.
- 17) The possibility of recruitment to the posts of Research Analysis and Enforcement Wing through PSC may be considered **(Para 4.14 & 13.9.2)**.
- 18) Two posts of Clerks may be created at the Southern Range Office, Thiruvananthapuram **(Para 5.6.1.6)**.
- 19) One post of Clerk may be created at the Eastern Range Office, Kottayam **(Para 5.6.2.5)**
- 20) One post of Administrative Assistant, one post of Legal Assistant,

four posts of Clerks and one post of Typist may be created at the Central Range Office, Ernakulam **(Para 5.6.3.9).**

- 21) Two posts of Clerks may be created at the Northern Range Office, Kozhikode **(Para 5.6.4.5).**
- 22) Status quo may be maintained in respect of all the ministerial posts in all the Special Cells **(Para 6.7).**
- 23) One post of Clerk may be created in the Special Investigation Unit-I (SIU-I), Thiruvananthapuram **(Para 7.3.1.7).**
- 24) One post of Typist may be shifted from the SIU-I to the Directorate **(Para 7.3.1.7).**
- 25) One post of Confidential Assistant in the SIU-I may be abolished **(Para 7.3.1.7).**
- 26) One post each of Junior Superintendent and Typist may be shifted from SIU-II to the Directorate **(Para 7.3.2.6).**
- 27) One post of Head Clerk may be created in SIU-II **(Para 7.3.2.6).**
- 28) Two posts each of Clerks may be created at the District Offices at Kollam and Ernakulam **(Para 8.4.1.8).**
- 29) One post each of Clerk may be created at the District Offices at Thiruvananthapuram, Pathanamthitta, Alappuzha, Idukki, Thrissur, Palakkad, Malappuram, Wayanad, Kannur and Kasaragod **(Para 8.4.1.8).**
- 30) One post of Clerk at the office of the Legal Adviser, Thiruvananthapuram may be shifted to the District Office, Thiruvananthapuram **(Para 8.4.1.8 & 9.4.3.6).**
- 31) One post of Clerk at the office of the ALA, Kottayam may be shifted to the District Office, Kottayam **(Para 8.4.1.8 & 9.4.3.6).**

- 32) One post of Clerk at the office of the ALA, Thrissur may be shifted to the District Office, Thrissur **(Para 8.4.1.8 & 9.4.3.6).**
- 33) One post each of Clerk from the office of the ALA-I & ALA-II, Kozhikode may be shifted to the District Office, Kozhikode **(Para 8.4.1.8 & 9.4.3.6).**
- 34) While posting of Clerks is made to the District Offices, it must be ensured that at least one of them is a Senior Clerk **(Para 8.4.1.8).**
- 35) One post of Office Attendant may be created in each of the 14 District Unit Offices **(Para 8.4.3).**
- 36) One post each of Legal Assistant may be created for the office of the Legal Adviser, Thiruvananthapuram and the offices of the Additional Legal Adviser at Kottayam, Thrissur, Kozhikode-I and Kozhikode-II **(Para 9.4.3.6).**
- 37) Necessary changes for incorporating the suggestions regarding the post of Legal Assistant in the Special Rules may be made **(Para 9.4.3.6).**
- 38) The post of Additional Legal Adviser may be made the promotion post of the Legal Assistant **(Para 9.4.3.6 & 13.9.2).**
- 39) Two newly created posts of Additional Legal Advisers may be deployed when the proposed two new Vigilance Courts become functional and hence the posts of the supporting staff only is required to be created **(Para 9.5).**
- 40) The need for creating posts of Drivers for the offices of Legal Adviser/ Additional Legal Advisers may be taken up with the Vigilance Department in Government **(Para 9.6).**
- 41) Continuance Sanction for the 490 temporary posts may be

accorded for the period from 01.10.2013 onwards. Steps may also be taken to make these posts as permanent **(Para 10.4)**

- 42) Recommendation for creation of new posts contained in the previous work study report may not be implemented **(Para 10.5).**
- 43) A comprehensive data base covering all aspects of the Vigilance Enquiry/ Case may be created **(Para 12.2.5).**
- 44) Steps may be taken to enhance the speed of the computer systems and network connections by upgrading the system configuration **(Para 12.2.7).**
- 45) Whenever paid softwares are used instead of the free softwares, the Director must satisfy himself of the requirement of such software and he must record it in the concerned file **(Para 12.2.8).**
- 46) Computerised tapal numbering / file tracking system such as IDEAS / iAPS may be introduced in all the offices of the VACB **(Para 12.3.1).**
- 47) Vigilance Manual may be updated and it may be made a compulsory paper in the Departmental Test for the ministerial staff of the VACB **(Para 13.1.3).**
- 48) Training on vigilance matters may be included in the induction training programmes for the newly recruited employees of all categories **(Para 13.2.1).**
- 49) Vigilance Week may be observed in every Government Office **(Para 13.3.2).**
- 50) More Vigilance Courts/ Fast Track Courts may be set up to expedite trial on the pending cases **(Para 13.4.2).**
- 51) The possibility of designating Government pleaders exclusively for

handling Vigilance Cases may be explored **(Para 13.5.1).**

- 52) A mechanism for imparting regular training to the executive and ministerial staff may be set up at the earliest **(Para 13.6.1)**
- 53) A new Head of Account may be created for remitting fine/ recovery in Vigilance Cases and to quote the reference number of the Vigilance Case in the treasury challans **(Para 13.7.1).**
- 54) The Vigilance & Anti-Corruption Bureau may approach appropriate levels for making necessary changes/ amendment in the Prevention of Corruption Act, 1988 with a view to avoid delay in obtaining Prosecution Sanction Order **(Para 13.8.2).**
- 55) The phone numbers of the Vigilance & Anti-Corruption Bureau for filing of complaints including the toll-free numbers as well as the e-mail id may be included in the forms used by the general public for availing services from various Government Offices/ Departments **(Para 13.10.1)**
- 56) Personal Registers may be maintained properly by all the Clerks in the Vigilance & Anti-Corruption Bureau including those working in the District Offices **(Para 14.2.2).**
- 57) Necessary instructions may be issued to all the employees regarding proper maintenance and inspection of all the Registers **(Para 14.2.3).**
- 58) Director may ensure that necessary boards as stipulated in the Right to Information Act, 2005 are displayed in all the offices of the Vigilance & Anti-Corruption Bureau **(Para 14.3.1).**
- 59) Malayalam must be used in all the note files and in communications wherever feasible **(Para 14.4.2).**

- 60) After effecting the increase in staff strength proposed in the Report, the services of the Typists must be used exclusively for typing work and the practice of shifting of posts on temporary basis also must be stopped **(Para 14.6.1)**.

CHAPTER XV

FURTHER RECOMMENDATIONS

The work study team recommends that the Director, on the basis of the recommendations contained in this Report, submit proposals to the Administrative Department for its implementation.

A report showing the actions taken on the basis of the recommendations contained in this Report may be forwarded to the Personnel & Administrative Reforms Department within 3 months from the date of receipt of this Report.

ACKNOWLEDGEMENT

The work study team in the Personnel & Administrative Reforms (AR-4) Department expresses its deep gratitude towards the officers and staff of all the offices of the Vigilance & Anti-Corruption Bureau for their whole hearted co-operation and support in the conduct of the work study.

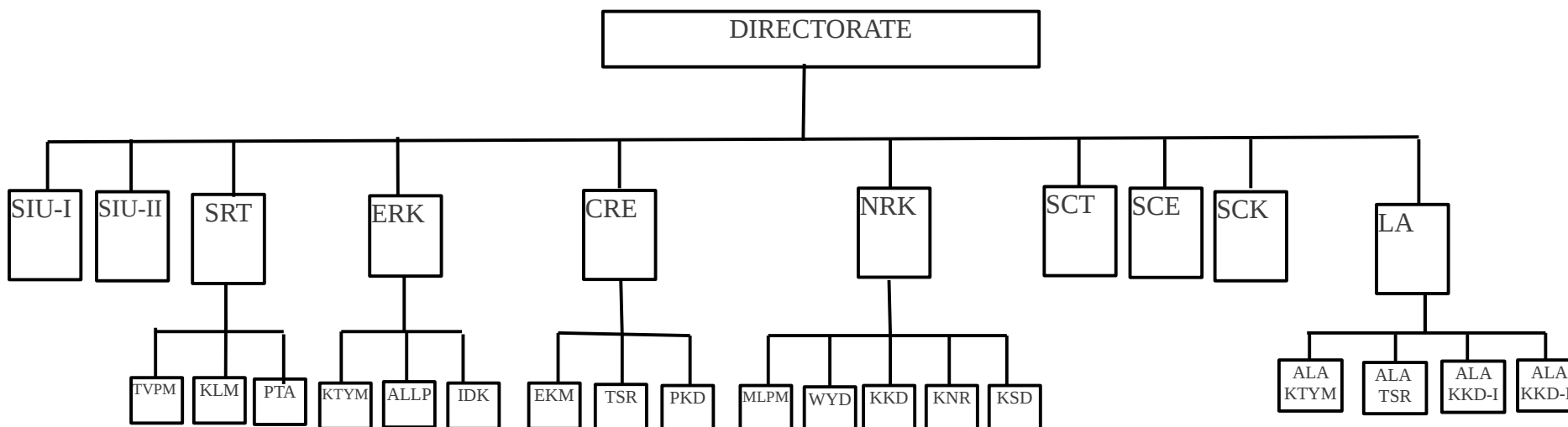
*Thiruvananthapuram
Date : 29.01.2015*

*Sd/-
K. Ajayakumar
Secretary
P & AR Department*

LIST OF ANNEXURES

Annexure No.	Description
I	Organisation Chart (Functional) of the Vigilance & Anti-Corruption Bureau
I(a)	Organisation Chart (Positional) of the Directorate of Vigilance & Anti-Corruption Bureau
II	Office wise existing & proposed staff position in respect of Range Offices
III	Office wise existing & proposed staff position in respect of Special Cells
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IX	Office wise existing & proposed staff position in respect of Legal Wing
X	Consolidated statement showing the existing and proposed number of posts
XI	Statement showing the post-wise creation, reduction and shifting of posts
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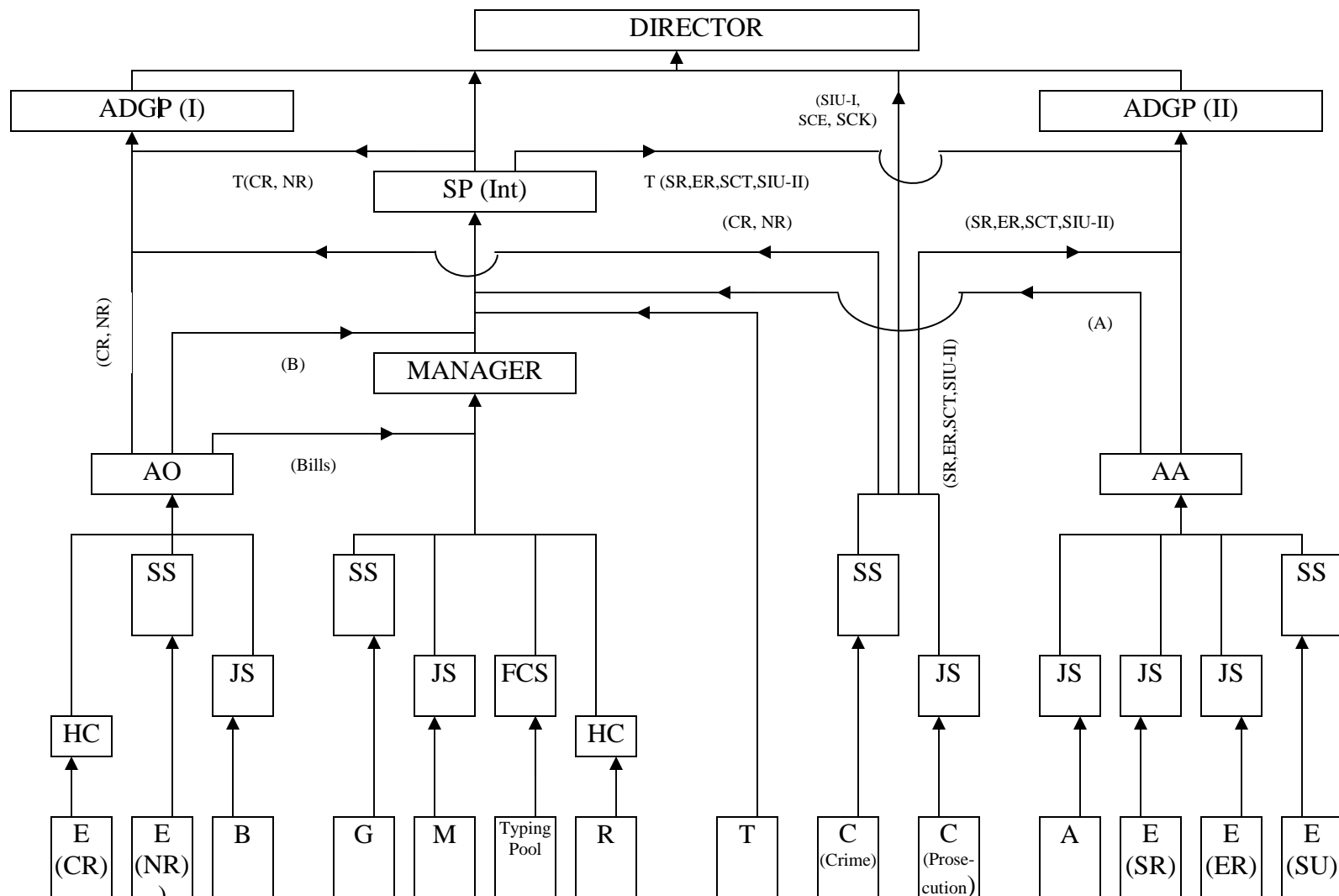
ORGANISATION CHART (FUNCTIONAL) OF THE VIGILANCE & ANTI-CORRUPTION BUREAU



LEGEND

SIU - Special Investigation Unit
 SRT - Sourthern Range, Thiruvananthapuram
 ERK - Eastern Range, Kottayam
 CRE - Central Range, Ernakulam
 NRK - Northern Range, Kozhikode
 SCT - Special Cell, Thiruvananthapuram
 SCE - Special Cell, Ernakulam
 SCK - Special Cell, Kozhikode
 LA - Office of the Legal Adviser, Thiruvananthapuram
 ALA, KTYM - Office of the Additional Legal Adviser, Kottayam
 ALA, TSR - Office of the Additional Legal Adviser, Thrissur
 ALA, KKD-I - Office of the Additional Legal Adviser, Kozhikode-I
 ALA, KKD-II - Office of the Additional Legal Adviser, Kozhikode-II

TVPM - District Office, Thiruvananthapuram
 KLM - District Office, Kollam
 PTA - District Office, Pathanamthitta
 KTYM - District Office, Kottayam
 ALLP - District Office, Alappuzha
 IDK - District Office, Idukki
 EKM - District Office, Ernakulam
 TSR - District Office, Thrissur
 PKD - District Office, Palakkad
 MLPM - District Office, Malappuram
 WYD - District Office, Wayanad
 KKD - District Office, Kozhikode
 KNR - District Office, Kannur
 KSD - District Office, Kasaragod

ORGANISATION CHART (STRUCTURAL) OF THE DIRECTORATE OF VIGILANCE & ANTI-CORRUPTION BUREAU**LEGEND**

DGP – Additional Director General of Police
 SP (Int.) – Superintendent of Police (Intelligence)
 AO – Accounts Officer
 AA – Administrative Assistant

SS – Senior Superintendent
 JS – Junior Superintendent
 FCS – Fair Copy Superintendent
 HC – Head Clerk

SR – Southern Range
 ER – Eastern Range
 CR – Central Range
 NR – Northern Range

ANNEXURE-II**Office-wise existing and proposed staff pattern in respect of Range Offices**

Sl. No	Name of the post	Thiruvananthapuram		Kottayam		Ernakulam		Kozhikode		Total		
		Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Increase
1	Administrative Officer	0	0	0	0	0	1	0	0	0	1	1
2	Senior Superintendent	1	1	1	1	1	1	1	1	4	4	0
3	Junior Superintendent	1	1	1	1	1	1	1	1	4	4	0
4	Legal Assistant	0	0	0	0	0	1	0	0	0	1	1
5	Clerk	6	8	6	7	6	10	6	8	24	33	9
6	Typist	2	2	2	2	2	3	2	2	8	9	1
7	CA	3	3	3	3	3	3	3	3	12	12	0
9	Office Attendant	1	1	1	1	1	1	1	1	4	4	0
	Total	14	16	14	15	14	21	14	16	56	68	12

ANNEXURE-III

Office wise existing and proposed staff pattern in respect of Special Cells

Sl. No	Name of the post	Thiruvananthapuram		Ernakulam		Kozhikode		Total	
		Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed
1	Senior Superintendent	1	1	1	1	1	1	3	3
2	Junior Superintendent	1	1	1	1	1	1	3	3
3	Clerk	6	6	6	6	6	6	18	18
4	Typist	2	2	2	2	2	2	6	6
5	CA	3	3	3	3	3	3	9	9
6	Office Attendant	1	1	1	1	1	1	3	3
	Total	14	14	14	14	14	14	42	42

ANNEXURE-IV

**Office wise existing and proposed staff pattern in respect of
Special Investigation Units**

Sl. No	Name of the post	SIU-I		SIU-II		Total	
		Existing	Proposed	Existing	Proposed	Existing	Proposed
1	Senior Superintendent	1	1	1	1	2	2
2	Junior Superintendent	1	1	1	0	2	1
3	Head Clerk	0	0	0	1	0	1
4	Clerk	7	8	4	4	11	12
5	Typist	3	2	2	1	5	3
6	CA	6	5	3	3	9	8
7	Office Attendant	1	1	1	1	2	2
	Total	19	18	12	11	31	29

ANNEXURE-V**Estimation of work load and requirement of Clerical Staff in the District Offices**

Sl. No.	Name of the District Office	File works	Routine works	Non-file works	P&F Allowance	Total	Total Man-hours	Man-Power Quotient	No. of clerks recommended
1	Thiruvananthapuram	106490	63116	44160	25441	239207	3987	2.35	3
2	Kollam	73065	103898	42660	26544	246167	4103	2.41	3
3	Alappuzha	69760	43732	42660	17024	173176	2886	1.7	2
4	Kottayam	50050	54548	42660	15690	162948	2716	1.6	2
5	Idukki	59930	47235	42660	16075	165900	2765	1.63	2
6	Ernakulam	80565	87200	44160	25165	237090	3952	2.32	3
7	Thrissur	96880	102233	42660	29867	271640	4527	2.66	3
8	Malappuram	84075	72897	42660	23546	223178	3720	2.19	2
9	Wayanad	84480	37470	42660	18293	182903	3048	1.79	2
10	Kozhikode	98190	80928	44160	26868	250146	4169	2.45	3
11	Kannur	52965	55100	42660	16210	166935	2782	1.64	2
12	Kasaragod	63775	57192	42660	18145	181772	3030	1.78	2
	Total	920225	805549	516420	258868	2501062	41685	24.52	29

**Average man-hours
per office**

3473.75

**Average No. of posts
per office**

- 2.04

**No. of posts to be
recommended for 2
offices**

- 4

ANNEXURE-VI**Office wise existing & proposed staff position in respect of District Offices**

Sl. No.	Name of the office	CA		Clerk		Typist		Office Attendant		Total		
		Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Increase
1	Thiruvananthapuram	1	1	1	3	1	1	0	1	3	6	3
2	Kollam	1	1	1	3	1	1	0	1	3	6	3
3	Pathanamthitta	1	1	1	2	1	1	0	1	3	5	2
4	Kottayam	1	1	1	2	1	1	0	1	3	5	2
5	Alqappuzha	1	1	1	2	1	1	0	1	3	5	2
6	Idukki	1	1	1	2	1	1	0	1	3	5	2
7	Ernakulam	1	1	1	3	1	1	0	1	3	6	3
8	Thrissur	1	1	1	3	1	1	0	1	3	6	3
9	Palakkad	1	1	1	2	1	1	0	1	3	5	2
10	Malappuram	1	1	1	2	1	1	0	1	3	5	2
11	Kozhikode	1	1	1	3	1	1	0	1	3	6	3
12	Wayanad	1	1	1	2	1	1	0	1	3	5	2
13	Kannur	1	1	1	2	1	1	0	1	3	5	2
14	Kasaragod	1	1	1	2	1	1	0	1	3	5	2
	Total	14	14	14	33	14	14	0	14	42	75	33

ANNEXURE-VII**Estimation of work load of the Clerks in the Legal Wing**

Sl. No.	Office	File works	Routine works	Non-file works	P&F Allowance	Total	Total Man-hours	Man-Power Quotient
1	LA, Thiruvananthapuram	29995	44362	28620	11154	114131	1902	1.12
2	ALA, Kottayam	7827	15895	22410	3558	49690	828	0.49
3	ALA, Thrissur	38955	16119	17760	8261	81095	1352	0.8
4	ALA, Kozhikode-I	29500	22395	17760	7784	77439	1291	0.76
5	ALA, Kozhikode-II	13155	27450	17760	6091	64456	1074	0.63
	Total	119432	126221	104310	36848	386811	6447	3.8

**ANNEXURE-VIII****GOVERNMENT OF KERALA****Abstract**

Vigilance Department-Establishment- Vigilance & Anti- corruption Bureau – Creation of 2 new posts of Additional Legal Adviser- Orders issued

Vigilance (C) Department

G.O(Ms) 30 /14/Vig

Dated, Thiruvananthapuram 20/09/ 2014

Read:- 1) Letter No. A2-5743/11 dated 13.05.2013 from the Director, Vigilance & Anti- corruption Bureau

ORDER

There are 4 Vigilance Courts (Thiruvananthapuram, Kottayam, Thrissur and Kozhikode) and 2 Vigilance Tribunals (Thiruvananthapuram and Kozhikode) in the State. Conduct of Prosecution in these Vigilance Courts and providing legal opinion upon vigilance enquiry reports are being done by the legal wing of the Vigilance and Anti- Corruption Bureau, consisting of a Legal Adviser and 6 Additional Legal Advisers

2. Due to the increased number of vigilance cases, the existing posts of Additional Legal Advisers is insufficient for the timely disposal of vigilance cases and other related matters. In this circumstance the Director, Vigilance and Anti- corruption Bureau had furnished proposal vide the letter read above, for the creation of a post of Additional Legal Adviser each at Kottayam and Thrissur. Further, setting up of two new Vigilance Courts is under active consideration of Government.

3. In the above circumstances Government have examined the matter in detail and are pleased to create a new post of Additional Legal Adviser each at Vigilance & Anti- corruption Bureau Kottayam and Thrissur units (Total 2 posts) in the scale of pay of 36140-49740/-

(By Order of the Governor)

Dr.NIVEDITA P. HARAN

Additional Chief Secretary to Government

To

The Director, Vigilance & Anti- Corruption Bureau, Thiruvananthapuram.

The Principal Accountant General (Audit) Thiruvananthapuram.

The Accountant General, (A&E), Thiruvananthapuram.

Finance Department (vide U.O. Note No. 111435/Expen. A3/13/Fin dated.15.03.2014)

General Administration (SC) Department.

Stock File/ Office Copy.

Forwarded/ By Order

Section Officer

ANNEXURE-IX**Office wise existing & proposed staff position in respect of Legal Wing**

Sl. No.	Name of the office	ALA		CA		Legal Assistant		Clerk		Office Attendant		Total		
		Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Change
1	Thiruvananthapuram	2	2	1	1	0	1	2	1	2	2	7	7	0
2	Kottayam	1	1	1	1	0	1	1	0	1	1	4	4	0
3	Thrissur	1	1	1	1	0	1	1	0	1	1	4	4	0
4	Kozhikode-II	1	1	1	1	0	1	1	0	1	1	4	4	0
5	Kozhikode-II	1	1	1	1	0	1	1	0	1	1	4	4	0
	Total	6	6	5	5	0	5	6	1	6	6	23	23	0

Annexure-X**Consolidated statement showing the existing and proposed number of posts**

Sl. No.	Name of the post	Directorate		Range Offices		Special Cells		SIU		District Offices		LA/ALA		Total		
		Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed	Increase
1	Legal Adviser	0	0	0	0	0	0	0	0	0	0	1	1	1	1	0
2	Addl. Legal Adviser	0	0	0	0	0	0	0	0	0	0	8	8	8	8	0
3	Manager	1	1	0	0	0	0	0	0	0	0	0	0	1	1	0
4	AA/AO	2	2	0	1	0	0	0	0	0	0	0	0	2	3	1
5	Senior Superintendent	4	5	4	4	3	3	2	2	0	0	0	0	13	14	1
6	Junior Superintendent	6	9	4	4	3	3	2	1	0	0	0	0	15	17	2
7	Fair Copy Superintendent	1	1	0	0	0	0	0	0	0	0	0	0	1	1	0
8	Head Clerk	2	2	0	0	0	0	0	1	0	0	0	0	2	3	1
9	Confidential Assistant	6	6	12	12	9	9	9	8	14	14	7	7	57	56	-1
10	Legal Assistant	0	0	0	1	0	0	0	0	0	0	0	5	0	6	6
11	Clerk	41	58	24	33	18	18	11	12	14	33	6	1	114	155	41
12	Typist	9	11	8	9	6	6	5	3	14	14	0	0	42	43	1
13	Attender	1	1	0	0	0	0	0	0	0	0	0	0	1	1	0
14	Office Attendant	4	5	4	4	3	3	2	2	0	14	6	6	19	34	15
	Total	77	101	56	68	42	42	31	29	42	75	28	28	276	343	67

**STATEMENT SHOWING THE CREATION, REDUCTION AND
SHIFTING OF POSTS**

DETAILS OF POSTS PROPOSED TO BE CREATED

Designation	Office	No. of posts	Para No.
Administrative Assistant (1)	Central Range, Ernakulam	1	5.6.3.9
Senior Superintendent (1)	Directorate	1	4.7
Junior Superintendent (2)	Directorate	2	4.5.4
Head Clerk (1)	SIU-II, Thiruvananthapuram	1	7.3.2.6
Legal Assistant (6)	Central Range, Ernakulam	1	5.6.3.9
	LA, Thiruvananthapuram	1	9.4.3.6
	ALA, Kottayam	1	9.4.3.6
	ALA, Thrissur	1	9.4.3.6
	ALA, Kozhikode-I	1	9.4.3.6
	ALA, Kozhikode-II	1	9.4.3.6
Clerk (41)	Directorate	17	4.5.2
	Southern Range, Thiruvananthapuram	2	5.6.1.6
	Eastern Range, Kottayam	1	5.6.2.5
	Central Range, Ernakulam	4	5.6.3.9
	Northern Range, Kozhikode	2	5.6.4.5
	SIU-I, Thiruvananthapuram	1	7.3.1.7
	District Office, Thiruvananthapuram	1	8.4.1.8
	District Office, Kollam	2	8.4.1.8
	District Office, Pathanamthitta	1	8.4.1.8
	District Office, Alappuzha	1	8.4.1.8
	District Office, Idukki	1	8.4.1.8
	District Office, Ernakulam	2	8.4.1.8
	District Office, Thrissur	1	8.4.1.8
	District Office, Palakkad	1	8.4.1.8
	District Office, Malappuram	1	8.4.1.8
	District Office, Wayanad	1	8.4.1.8
	District Office, Kannur	1	8.4.1.8
	District Office, Kasaragod	1	8.4.1.8
Typist (1)	Central Range, Ernakulam	1	5.6.3.9

Office Attendant (15)	Directorate	1	4.9
	District Office, Thiruvananthapuram	1	8.4.3
	District Office, Kollam	1	8.4.3
	District Office, Pathanamthitta	1	8.4.3
	District Office, Alappuzha	1	8.4.3
	District Office, Kottayam	1	8.4.3
	District Office, Idukki	1	8.4.3
	District Office, Ernakulam	1	8.4.3
	District Office, Thrissur	1	8.4.3
	District Office, Palakkad	1	8.4.3
	District Office, Malappuram	1	8.4.3
	District Office, Kozhikode	1	8.4.3
	District Office, Wayanad	1	8.4.3
	District Office, Kannur	1	8.4.3
	District Office, Kasaragod	1	8.4.3

DETAILS OF POSTS PROPOSED TO BE SHIFTED

Post	From	To	No. of posts	Para
Junior Superintendent (1)	SIU-II	Directorate	1	4.5.4 & 7.3.2.6
Clerk (5)	LA, Thiruvananthapuram	District Office, Thiruvananthapuram	1	8.4.1.8 & 9.4.3.6
	ALA, Kottayam	District Office, Kottayam	1	8.4.1.8 & 9.4.3.6
	ALA, Thrissur	District Office, Thrissur	1	8.4.1.8 & 9.4.3.6
	ALA, Kozhikode-I	District Office, Kozhikode	1	8.4.1.8 & 9.4.3.6
	ALA, Kozhikode-II	District Office, Kozhikode	1	8.4.1.8 & 9.4.3.6
Typist (2)	SIU-I, Thiruvananthapuram	Directorate	1	4.6.2 & 7.3.1.7
	SIU-II, Thiruvananthapuram	Directorate	1	4.6.2 & 7.3.2.6

DETAILS OF POSTS PROPOSED TO BE ABOLISHED

Office	Office	No. of posts	Para
Confidential Assistant (1)	SIU-I	1	7.3.1.7

ANNEXURE-XII



കേരള സർക്കാർ

ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്കാര (എ. ആർ. 10) വകുപ്പ്

നമ്പർ 16172/എ. ആർ. 10/2009/ഉപേവ, തീയതി, തിരുവനന്തപുരം, 2010 മേയ് 10.

സർക്കുലർ

വിഷയം:—സർക്കാർ ഓഫീസ് പ്രവർത്തനം ഊർജ്ജിതപ്പെടുത്തുന്നതിന് ഏർപ്പെടുത്തിയ നടപടികളുടെ വിലയിരുത്തൽ—ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്കാര വകുപ്പിലെ എ. ആർ. സെക്ഷനുകളെ ചുമതലപ്പെടുത്തുന്നത് സംബന്ധിച്ച്.

- സൂചന:—(1) ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്കാര വകുപ്പിന്റെ 28-4-1992-ലെ 4264/ഡി. 2/1992/ഉപേവ. സർക്കുലർ.
- (2) ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്കാര വകുപ്പിന്റെ 27-2-1992-ലെ 13710/റൂൾസ് 2/96/ഉപേവ. നമ്പർ സർക്കുലർ.
- (3) ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്കാര വകുപ്പിന്റെ 11-12-1997-ലെ 16307/ഡി. 2/97/ഉപേവ. നമ്പർ സർക്കുലർ.

വിവിധ സർക്കാർ ഓഫീസുകളിൽ അന്വേഷണ കൗണ്ടർ സ്ഥാപിക്കുന്നതു സംബന്ധിച്ച് ഒന്നാമതായി സൂചിപ്പിച്ചിട്ടുള്ള സർക്കുലർ മുഖാന്തിരവും ജീവനക്കാർ കൃത്യമായി ഓഫീസിൽ ഹാജരാകണമെന്ന് കാണിച്ച് രണ്ടാമതായി സൂചിപ്പിക്കുന്ന സർക്കുലർ മുഖാന്തിരവും നിർദ്ദേശം നൽകിയിരുന്നു. ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്കാര വകുപ്പിലെ വർക്ക് സ്റ്റഡി ടീമുകൾ പഠനത്തിനായി വിവിധ ഓഫീസുകൾ സന്ദർശിക്കുന്ന അവസരത്തിൽ മേൽപ്പറഞ്ഞവ ഉൾപ്പെടെ ഓഫീസിന്റെ പ്രവർത്തന രീതിയും കാര്യക്ഷമതയും സംബന്ധിച്ച സംഗതികൾ പരിശോധിക്കണമെന്നും അതിൻമേലുള്ള റിപ്പോർട്ട് അപ്പപ്പോൾത്തന്നെ ബന്ധപ്പെട്ട ഭരണ വകുപ്പിന്

[മുദ്രണം]

GCPT/3/2086/2010./T.P.

അനന്തര നടപടികൾക്കായി നൽകണമെന്നും മുന്നാമതായി സൂചിപ്പിച്ച സർക്കുലറിൽ നിർദ്ദേശിക്കുന്നു. എന്നാൽ ഈ നിർദ്ദേശം പലപ്പോഴും കൃത്യമായി പാലിക്കപ്പെടുന്നില്ല എന്ന് ശ്രദ്ധയിൽപ്പെട്ടു. അതിനാൽ ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്ക്കാര വകുപ്പിലെ എ. ആർ. സെക്ഷനുകൾ പ്രവൃത്തി പഠനത്തിനും ഓഫീസ് പരിശോധനയ്ക്കും സർക്കാർ ഓഫീസുകൾ സന്ദർശിക്കുന്ന വേളയിൽ താഴെപ്പറയുന്ന സംഗതികളെ സംബന്ധിച്ച് പ്രത്യേകമായി പരിശോധന നടത്തണമെന്നു നിർദ്ദേശിക്കുന്നു.

- (i) ജീവനക്കാർ ഓഫീസിൽ ഹാജരാകുന്നതിൽ കാണിക്കുന്ന കൃത്യനിഷ്ഠ.
- (ii) ഓഫീസിന്റെ പൊതുവായ പ്രവർത്തന രീതിയും കാര്യക്ഷമതയും.
- (iii) രജിസ്റ്ററുകളും റിക്കാർഡുകളും തയ്യാറാക്കി സൂക്ഷിക്കുന്ന രീതി.
- (iv) എൻക്വയറി കൗണ്ടുകളുടെ പ്രവർത്തനം.
- (v) പബ്ലിക് ഇൻഫർമേഷൻ ഓഫീസർ, അപ്പീൽ അധികാരി, കൈപ്പറ്റി രസീതു നൽകുന്ന അധികാരി, വിജിലൻസ് ഓഫീസർ തുടങ്ങിയവരുടെ പേരും ഉദ്യോഗപ്പേരും ടെലിഫോൺ നമ്പരും അടങ്ങിയ ബോർഡുകൾ കൃത്യമായി എഴുതി പ്രദർശിപ്പിക്കൽ.
- (vi) പൗരാവകാശ രേഖയുടെ പ്രസിദ്ധീകരണം.
- (vii) കമ്പ്യൂട്ടർ തുടങ്ങിയ ഓഫീസ് ഉപകരണങ്ങളുടെയും വിവര സാങ്കേതിക വകുപ്പിന്റെ ഉദ്യമങ്ങളായ IDEAS, SPARK, MESSAGE തുടങ്ങിയവയുടെ സ്ഥാപനവും ഉപയോഗവും.
- (viii) ഭരണഭാഷ ഉപയോഗത്തിന്റെ പുരോഗതി.
- (ix) സർക്കാരിൽ നിന്നും റിപ്പോർട്ട് ആവശ്യപ്പെട്ടുകൊണ്ടുള്ള കേസുകളിൽ റിപ്പോർട്ട് സമയത്തിന് അയച്ചിരുന്നോ? ഇല്ലെങ്കിൽ കാരണമെന്ത്; ഇത്തരത്തിൽ കുടിശ്ശികയായ എത്ര കേസുകളുണ്ട്?
- (x) ഇവയുമായി ബന്ധപ്പെട്ടതും പഠന ടീമിന് പ്രസക്തമെന്നു തോന്നുന്നതുമായ മറ്റുകാര്യങ്ങൾ.

ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്ക്കാര വകുപ്പിലെ എ. ആർ. സെക്ഷനുകൾ ഓഫീസ് പരിശോധന വേളയിൽ മേൽ പരാമർശിച്ച സംഗതികൾ റിപ്പോർട്ടിൽ പ്രത്യേകമായി ചേർത്തും പ്രവൃത്തി പഠന വേളയിൽ ഓരോ ഓഫീസിനെ സംബന്ധിച്ച് പ്രത്യേകമായി റിപ്പോർട്ട് തയ്യാറാക്കി ബന്ധപ്പെട്ട ഭരണ

വകുപ്പിന് നൽകേണ്ടതാണ്. ഗുരുതരമായ വിഴ്ചകൾ ശ്രദ്ധയിൽ
പ്പെടുത്തുന്നതിൽ അക്കാര്യം ചീഫ് സെക്രട്ടറിയുടെയും ആവശ്യമെങ്കിൽ
ബന്ധപ്പെട്ട മന്ത്രിയുടെയും ശ്രദ്ധയിൽ കൊണ്ടുവരേണ്ടതാണ്. ഭരണഭാഷ
ഉപയോഗത്തിലെ പുരോഗതി വിലയിരുത്തി ഇതു സംബന്ധമായ ഒരു
പ്രത്യേക റിപ്പോർട്ട് ഉദ്യോഗസ്ഥ ഭരണ പരിഷ്ക്കാര (ഔദ്യോഗിക ഭാഷ)
വകുപ്പിന് നൽകേണ്ടതാണ്.

ഓരോ പഠന സന്ദർശനത്തിനുശേഷവും മേൽപ്പറഞ്ഞവിധം റിപ്പോർട്ട്
നയ്ക്കാനാക്കി ബന്ധപ്പെട്ടവർക്കു നൽകിയെന്ന് എ. ആർ. സെക്ഷനുകളുടെ
മേലുദ്യോഗസ്ഥർ ഉറപ്പു വരുത്തേണ്ടതാണ്.

ഡോ. പി. പ്രഭാകരൻ,
ചീഫ് സെക്രട്ടറി.

സെക്രട്ടേറിയറ്റിലെ എല്ലാ വകുപ്പുകൾക്കും സെക്ഷനുകൾക്കും.

മുഖ്യമന്ത്രിയുടെയും എല്ലാ മന്ത്രിമാരുടെയും പ്രൈവറ്റ് സെക്രട്ടറിമാർക്ക്.

നിയമസഭാ സെക്രട്ടറിയുടെ പ്രൈവറ്റ് സെക്രട്ടറിക്ക്.

എല്ലാ വകുപ്പ് അദ്ധ്യക്ഷൻമാർക്കും കളക്ടർമാർക്കും.

പബ്ലിക് റിലേഷൻസ് ഡയറക്ടർ.

കരുതൽ ഫയൽ/ഓഫീസ് പകർപ്പ്.