SECRETARIAT REFORMS | Administrative Reforms Commission | Thirteenth Report
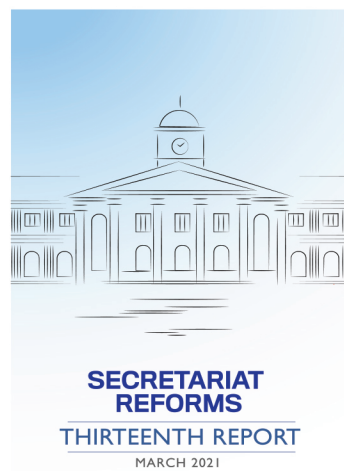
SECRETARIAT
REFORMS

THIRTEENTH REPORT

MARCH 2021

ADMINISTRATIVE REFORMS COMMISSION

GOVERNMENT OF KERALA

THIRTEENTH REPORT

SECRETARIAT REFORMS

March 2021

The report on Secretariat Reforms is the 13th and last report of the Administrative Reforms Commission appointed by Government of Kerala in August 2016 to study the need for reforms across the administrative machinery and recommend measures for ensuring people centered service delivery.

Secretariat is the highest echelon of administration in the state. It houses the offices of the Chief Minister, other ministers, Secretaries to Government, and other officers. The business of state administration by the Secretariat is done in accordance with 'Rules of Business' of Government of Kerala and procedures laid down in 'Secretariat Instructions' and 'Secretariat Office Manual'. Structurally the Secretariat has three divisions - General Administration, Finance and Law.

Any reform of government systems is incomplete without reforming functions/functioning of the Secretariat. Most of the reform measures to improve government functioning and service delivery concentrate on executive/line departments of government. However, success of reforms in any agency of government is intrinsically linked to reform of the secretariat. It is not an easy task to introduce reforms in secretariat functioning. It is seen that momentum of reforms often loses traction due to inertia/resistance of the Secretariat. This is evident from non implementation of recommendations for Secretariat reforms by the previous Administrative Reforms Committees - Administrative Reforms Committee of 1957 under the Chairmanship of E.M.S Namboodiripad, of 1965 chaired by CS Vellodi ICS, and of 1997 under the Chairmanship of E.K Nayanar, and suggestions from other studies.

It is in this context that ARC has taken up the study on Secretariat Reforms. Recommendations in this report are based on in-depth discussions with Secretaries to Government, service organisations in Secretariat and outside and other stake holders, in the presence of panel of experts of ARC and members of the Commission. State level seminar on Secretariat Reforms was held with participation of all stakeholders. As Chairman Administrative Reforms Commission, I thank all officials and experts who assisted the Commission in preparation of the Report.

The Commission is confident that reform measures recommended in the report will assist the government in improving dynamism and efficiency in the functioning of the Secretariat and ensure a paradigm shift in the conduct of state administration.

V.S. Achuthanandan M.L.A

28.01.2021

Thiruvananthapuram

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ACKNOWLEDGEMENT

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"Committee and Commissions may be able to formulate proposals for reform, but unless civil servants are mindful of their responsibilities and conduct themselves in a responsible manner, such proposals are bound to remain a dead letter."

- *(2ndARC, Government of Kerala, 1967)*

'Reforming the Secretariat is obviously a daunting task. It is a test of the capacity of Government to reform; it is a touchstone of its will to change. It would be proof of any Government's commitment to improve administration. It is definitely a tough challenge. It has to be squarely faced, for even small improvements in the functioning of this apex institution and minor alterations in its structure will radiate downwards. It would send powerful signals that Government means business in its effort to create a responsible administration. It will have high visibility and significant demonstration effect'.

- *(3rd ARC, Government of Kerala)*

INTRODUCTION

        Constitution of India derives its authority from the people of India and recognises sovereignty of people in the administration of the country. This sovereignty is exercised through elected representatives to the Parliament and state Assemblies. Article 163 of the Constitution specifies that States should have a Council of Ministers headed by the Chief Minister and Article 164 is about appointment of Ministers by Governor on the advice of the Chief Minister. Rules of Business of Government of Kerala framed as per article 166 of the Constitution directs distribution of functions of government among Chief Minister and Ministers. Offices of the Chief Minister, Ministers, Secretaries and other officials together constitute   the Secretariat.

        Secretariat as an integral part of Governments seems to have evolved out of the Chinese system of 'Grand Secretariat'. The 'Grand Secretariat' was nominally a coordinating agency but *de facto* the highest institution in the imperial government of the Chinese Ming dynasty. The secretariat of an organisation is the department that fulfils its central administrative or general secretary duties. The building or office complex that houses such a department may also be referred to as its secretariat or secretariat building. According to dictionary.com the term is derived from the Latin word 'secernere', 'to distinguish' or 'set apart'- the passive principle (secretum) meaning 'having been set apart' with the eventual connotation of something private or confidential as with the English word 'secret'.

        "The Secretariat is the top most echelon of the State administration and its main function is to assist the political executive – the Chief Minister and other Ministers - in maintaining peace and law and order and designing policies for the socio-economic development of the State as well as in carrying out legislative

responsibilities of the government. The political executive is elected for a fixed tenure, but the Secretariat consists of civil servants and others who are permanent employees of the government. Hence the Secretariat works as a memory bank providing continuity to government policies and programmes." (2nd ARC, Government of India)

Kerala Secretariat is the seat of administration of Government of Kerala - the highest rung of state administrative structure and is focal point for exercise of authority by government. There are three functional divisions in Kerala Government Secretariat - General Administration, Finance, and Law. Administration in Secretariat is carried out in accordance with *Rules of Business* and *Kerala Government Secretariat Instructions.* Processing of files is guided by procedures in the *Secretariat Office Manual.*

Core functions of the Secretariat are:

I.   Policy Making:

Secretariat assists Ministers in their individual and collective capacity to formulate policies on matters of State administration. Since each policy is based on a body of data, the secretariat is envisaged as a data bank engaged in collecting information, classifying, analysing, and using it promptly when needed. Secretariat gives directions/guidance to executive/field departments for implementation of government policies.

II. Legislative:

Legislative Policy initiatives often evolve as enactments and Law department assists Administrative Departments in drafting legislations and provide advice on legal matters. In addition, formulation of subordinate legislations like rule making is a core function of the Secretariat.

III. Control and Coordination:

Secretariat is the main coordinating and supervising agency of State Government. Departments of General Administration, Planning, Finance, and Personnel& Administrative Reforms assist in the process of coordination and control. The function involves budgetary, administrative and financial supervision by the Secretariat over functioning of executing/line departments. Secretariat lays down rules and regulations for guidance, advice and supervision of various public agencies. Other important responsibilities include coordination of timely submission of Budget, Legislative Assembly Interpellations, Assurances, Supplementary Demand for Grants etc. to the Legislature Secretariat.

IV. Monitoring and Evaluation:

Monitoring and evaluation of policies and programmes of government are core functions of the Secretariat. Secretariat assists government in undertaking evaluation of public agencies and departments under government. Effectiveness of policy implementation, timely analysis of policies and necessary course correction is ensured through monitoring and evaluation at the level of Secretariat.

V. Review and Appeal:

Secretariat is the apex administrative entity of the state and hence is the last resort for reviews and appeals in civil administration. Reviewing implementation of policies, laws and rules are also core functions of the Secretariat. Appeals on legal issues and allied matters and appeals on decisions of government functionaries on grievances of public, are of importance in a democratic set up.

In addition, the Secretariat is responsible for carrying out other functions which include:

- Matters related to multilateral funding, external assistance from international agencies.

- Inter-State and Centre-State relations.
- Liaising with Legislature Secretariat, Governor's Secretariat, Advocate General's office and Kerala Public Service Commission.
- Grievance redress
- Appointment to constitutional bodies (Public Service Commission – Article 315, Advocate General – Article 165, State Finance Commission – Article 243-I, State Election Commission Article 243k etc.,).
- Constitution of and appointment to statutory bodies like State Human Rights Commission, State Information Commission etc.
- Providing secretariat assistance to the Cabinet and to conferences of MPs, District Collectors etc., and managing protocol functions.

Objectives of the Study

Any reform of Secretariat functions will have direct impact on the functioning of all government agencies. The report aims to identify, and study selected functions of the Secretariat and submit recommendations to government for strengthening its core responsibilities, improve its functioning, and bring about paradigm shift in governance systems.

Methodology

Expert Group and an Advisory group were formed with persons having wide experience in the functioning of the Secretariat and have served for several years at various levels in the Secretariat. Concept note on Secretariat Reforms prepared by the Commission formed the basis for discussions and the study. Discussions were held with Secretaries to Government, Heads of Departments, officials of executing departments and Secretariat, etc., to elicit suggestions for reforms. Seminar on Secretariat Reforms was held with the participation of Secretary and Additional Secretary, Department of Administrative Reforms and Public Grievances, Government of India, former Chief Secretaries, Secretaries, Additional Secretaries, officials from Secretariat, departments and other

stakeholders (Annexure 3). ARC held discussions with service organisations and pensioners' organisations within and outside the Secretariat. Inputs received were discussed with the expert group and draft suggestions for reforms evaluated by the Advisory Group.

Structure of the report

The report has 6 chapters excluding Introduction and Conclusion. First chapter is on issues selected for the study and the need for reforms. Second chapter is on Structural Reforms and 3rd chapter discusses rules, procedures and manuals and the need for its reforms. 4th chapter is on implementation of e-Governance in the secretariat. 5th chapter discusses the need for improvements in infrastructure and environment of the secretariat. 6th chapter is on other recommendations which are not included in the previous chapters.

Report on 'Secretariat Reforms' is the thirteenth and last report of the 4th Administrative Reforms Commission. The Commission has submitted to Government reports on 1. Vigilance Mechanism-Reforms, 2. Capacity Development of Civil Servants, Kerala, 3. Welfare to Rights- I, 4. Personnel Reforms, 5. Towards People Centric Service Delivery, 6. Welfare to Rights- II, 7. Public Infrastructure – Development and Management, 8. Sustainable Development – Governance Issues, 9. Accountability and Public Grievance Redress Mechanisms In Government,10. People Centric Service Delivery In Local Self Government Institutions,11. e-Governance- for Better Governance and 12. Finance And Planning. Recommendations in all the reports are linked to reform of the Secretariat. Almost all recommendations in the 2nd, 4th, 9th, 11th and 12th reports have direct relevance to Secretariat Reforms. Few of the recommendations in the above reports are reiterated in this report. Other recommendations in the previous reports which have direct relevance to Secretariat are included in this report as Annexure 1.

CHAPTER 1

NEED FOR REFORMS

"During the course of our enquiry, we found that there is a general opinion that the secretariat has become slow moving, leading to great delays. The other complaints that have been made are that it has disproportionately increased in size during the last few years and that there is very little of co ordination in the activities of its different branches. …..Secretariat works to be confined to framing of policies, laying down rules and procedures, financial control, general direction and evaluation." (1st ARC, GoK, report submitted on 19-08-1958)

'The essential functions of Secretariat have been swamped by preoccupation with individual cases which is totally uncalled for at this level of government. Petitions for transfer, complaints of nonperformance of a duty by field level officers, service matters etc., consume a lot of valuable professional time in the Secretariat. The changing role of the office of the Ministers has also contributed to this proliferation of files relating to individual cases where reports are called for from subordinates and directions given. This has created a kind of reverse delegation in which subordinate officers themselves expects work to be done at the Secretariat.' (3rd RC, GoK, May 2001)

'Over the years, due to continued expansion of governmental activities in all sectors and also to some extent due to the self serving tendencies of the system and considerations of expediency, there has been a marked increase in the size of the State secretariat. There has also been accumulation of multifarious and unnecessary tasks and expansion of executive work. Though, from time to time many States have constituted their own Reforms Commissions and Committees to suggest improvements in the functioning of the secretariat, the system has remained

by and large immune to change. The overall impression of the Secretariat is of an unwieldy, slow-moving organization with an in-built propensity for delays.' (2nd ARC, GoI, April 2009)

From the above statements it can be seen that perceptions and reality about Secretariat has remained unchanged over a period of 50 years and continues unchanged even today. 3rd ARC went on to say – 'it is not easy to introduce reforms at the level of the Secretariat. More than active resistance, there would be successful stonewalling. It is possible that unnecessary issues would get dragged in diverting the focus of reform measures. But taking into account the possibilities of powerful demonstration effect and considering the efficiency gains that can be achieved through reforms in the secretariat, it is suggested that they be pushed with zeal and vision.'

Interventional Areas and Need for Reforms

It is in this background that the Commission attempts to study the 'need for reforms' in the functioning of the state secretariat. Areas for the study is selected on the basis of stakeholder discussions, reports of earlier Administrative Reforms Committees(1st,2nd, & 3rd Administrative Reforms Committees of Government of Kerala and 2nd ARC report of Government of India), documents of Modernising Government Programme (MGP)-.(the first major transition towards good governance and people centered service delivery)etc.

Role of the Government Secretariat in policy formulation, legislative, and monitoring & evaluation functions have shrunk/diminished over the years. Policy initiation and support from Administrative Departments has become a rare event. It is presumed that the findings derived from monitoring, evaluation and supervision of governance directives will equip the officials with adequate knowledge in initiation of policies.

'A key structural reform in various countries towards achieving good governance has been the separation of policy and operational responsibilities. There is a two-fold logic behind it: (a) the separation of policy advice from operational functions allows those responsible for operational activities to focus on their prime objective i.e., running their operations as efficiently as possible within the policy parameters of the government, and (b) it ensures that contestable policy options are generated, and government does not get captured by provider interests.' (2nd ARC, GOI).

Issues

1. Demarcation between agency/staff and executive/line functions of secretariat and executive/line departments are often thin and results in consultation/seeking orders and directions even in trivial matters and on issues delegated to executive departments. Lack of clarity in delegations given as per the Rules of Business is a major cause for escalation of issues to higher levels. Current systems of delegation of authority smacks of trust deficit. Administrative and financial delegation of authority needs to be complete in itself with no riders/ strings attached in the guise of control.

2. Non adherence to provisions of Rules of Business is on the increase. Finance Department issues guidelines on financial delegations and Administrative Departments are to follow the guidelines. Despite delegation of financial powers there is an increasing tendency to consult Finance on all matters. Finance department instead of returning the file, deliberate on the matter even when delegation orders issued by them do not warrant it. Same is the case with files referred to Law department. Even matters with no reason for consultation with law department get referred to the department to seek opinion. Unnecessary and unintended consultation with Finance and Law

departments is one of the reasons for delayed decision making in Secretariat. This process is often resorted to evade personal responsibility on decisions to be taken by officials in Administrative Departments and also because of ambiguity in orders on administrative delegation of authority.

3. There prevails a perception that there are too many levels in decision making process in Secretariat.

4. Interpretation of rules is another issue. Historically Finance department is mandated to handle issues pertaining to Kerala Service Rules (KSR) and Personnel and Administrative department (P&ARD) to examine Kerala State and Subordinate Service Rules (KS&SSRs). There is no cogency in keeping rules of Personnel Administration under two separate entities. Both the rules are issued under provisions of Public Services Act. Structural review of Secretariat is required to address these and other similar issues and for streamlining its functioning to serve as the apex administrative body of the State.

5. Rules of Business is not updated since 2007 and hence do not reflect many of the changes brought into administration through various studies/recommendations. Amendment of Rules of Business within specific timeframe is essential to ensure dynamism in administration. Shuttling of files between administrative departments and the consulting departments of P&ARD, Finance and Law department needs to be avoided. In most cases the process offers no additional value except delay in taking decisions and cause inordinate delay in delivery of services to the people.

6. Roll out of e-Office in Government Secretariat is done in isolation without integrating it into the work processes in the Secretariat. Even today many

features of e-Office are not utilised. File processing applications used by executing departments and e-Office used by Secretariat is at present in different platforms and create endless issues in communication and file processing. Implementation of same systems in Directorates and offices of executive/line departments and its linking with secretariat will enable better utilisation of the application and resultant improvements in decision making and delivery of services. Updating of Secretariat Instructions and Secretariat Office Manual to align with processes in e-Office application is also essential.

7. Procedures involved in implementation of schemes are quite complex and often result in delays. For instance, departments need to get Administrative Sanction (AS) before implementing schemes/projects. Can't a system be designed to give AS before inclusion of project proposals in the Plan and Budget? Only meticulously planned and formulated proposals need be considered for inclusion in Plan and Budget. In many cases, there is delay in holding Working Group meetings and issuance of 'AS'. In quite a few cases AS is issued close to the end of financial year. A way out needs to be found if planning is to serve its basic objectives. Role of Secretariat in coordinating planning processes of various departments, institutions and with the State Planning Board is very crucial but is quite weak at present.

8. Secretariat is responsible for co-ordination of state government departments with Government of India, other State Governments, autonomous institutions, NGO's, Industry forums etc., within and outside the State, international agencies like WB, JAICA, ADB etc. Coordinating with GoI, especially on matters related to Central assistance is another responsibility of the Secretariat. Effective and timely follow up of communications received by government is essential for monitoring/evaluation of projects and for feedback on their progress.   Secretariat has grown in physical strength over

the years. Number of Secretariat Departments rose from 10 in 1956 to 40 in 2017. Number of sections rose from 48 to 480 and number of employees from 858 to 4680. Similarly, the number of IAS Officers in Secretariat rose from 21 to 47.But performance of Secretariat functions like monitoring, supervision, and co-ordination are not satisfactory/leaves much to be desired.

9. Unscientific management of space and inappropriate working environment create inefficiencies. Offices of ministers and secretaries are scattered. Contiguous positioning of sections adjacent to offices of Secretaries will improve functioning of departments and produce better results. Sufficient working space is not available in the rooms of many officers. Some officials are provided space by erecting temporary structures on the veranda and corridors of the Secretariat.

10. System overload and weakening of discipline have contributed to deviations from, and neglect of procedures and systems. Maintenance and upkeep of systems required for efficient and disciplined functioning is absent. Minimum requirements to keep the system running like maintaining Personal Register, Stock files, monitoring of court cases through registers like OP / Suits register, records retrieval, reminder diary, PR inspection etc., have all developed serious cracks. Most of the time of secretariat is spent to process papers/documents received from directorates. Large number of petitions received from people for redress of grievances, and proposals from directorates leaves little time for officials for policy related works.

11. Lack of capability in the processing of project appraisal, especially infrastructure and industrial projects is an issue faced by most of the officials of the secretariat. This prevents them from understanding viability and necessity of a project. What is expected out of the apex administrative body

and the role of Secretariat -from Assistants to Secretaries to Ministers? It needs to be examined and clarified.

12. Prompt response to government letters from HoDs and other line units is often absent. Standing instructions insist that Government communicate only with Heads of Departments/District Collectors. For e.g., for report on an issue related to a Krishi Bhavan, in normal course administrative department in secretariat writes to the head of department, Director of Agriculture. After completing all formalities in file processing, Director sends the letter to Principal Agriculture Officer at the district level and a repetition of the same process happens and finally the communication is sent to the Agriculture Officer of the Krishi Bhavan concerned. The process from Secretariat to Krishi Bhavan ordinarily takes more than one month. The same process is repeated while sending reply to government. This is the normal pace at which government functions. Communication facilities have undergone a sea change in the last few decades and availability of telephone, mobile phones, internet, FAX, etc., are common. But dispatching letters and communications through hard copies is still the norm. Necessary amendments need to be made in Secretariat Office manual to facilitate speedy communication between Secretariat and executive/line departments. Telephonic conversations need to be taken as formal communication and relevant details of telephonic and other calls recorded in writing.

13.   Negligence on the part of HoDs and lack of procedural knowledge about delegated authority coupled with casual attitude of secretariat officials are reasons for increasing work load in Secretariat. When clarifications are sought from the Secretariat by the field level implementing agencies/departments, urgency of the request is not often appreciated by the Secretariat leading to deficiencies in its role as supervisory/guiding organisation for the directorates

and other executing arms of government. Justification for posting secretariat staff as Administrative Officers and Finance Officers in line departments is as part of controlling function of government. They are to monitor, supervise and assist the departments in administrative and financial matters as representatives of state administration and also act as liaison officers between secretariat and the executive departments. Presently, Finance Officers, Administrative Officers, Law Officers from Secretariat resort to sending files and proposals to government secretariat instead of settling issues in the department itself. This needs to be reviewed and roles of AOs, FOs and LOs need to be redefined to effectively carry out multiple roles of liaison officer, advisor and facilitator.

14. The only responsibility carried out by the Visitors Facilitation Centres (VFCs) in the campus at present is issuing entry passes to visitors. They are not able to provide any information about files or give satisfactory reply to people as envisaged while forming the VFC. Name boards, direction boards, department name, section name etc., are not properly placed/displayed in the secretariat. An outsider who is not acquainted with Secretariat finds it difficult to reach a particular building viz., main building, sandwich block, annex buildings, department or section. Occupancy in the existing buildings in the secretariat have exceeded many times their original planned capacity leading to congested work places and resultant deficiencies in service delivery.

15. There is need to redefine responsibilities of Finance Inspection Wing, Chief Technical Examiner, Administrative Vigilance Cell, Performance Audit Head Quarters Team and Stores Purchase Inspection, for improving their effectiveness. Functioning of Internal Audit system and Internal Vigilance in executing departments are also not as envisaged and has not delivered on the intentions of its creation. Pendency of C&AG reports, Draft Paras, State Audit

reports, Internal Audit reports, Store Purchase Inspection reports and Performance Audit Reports are huge. Role of above agencies as accountability mechanisms need thorough examination and revamping to suit present day needs considering technological developments and most needed joined up functioning of multiple agencies in the same domain. ARC's 9th report on 'Accountability Mechanisms and Public Grievance redress has made recommendations in this regard. (ARC's Report Chapter 2 Para 2.5 xii -Accountability and Public Grievance Redress in Government).

16. Two training institutes are functioning in the Secretariat for exclusive training of employees of the Secretariat on subjects relevant to their area of work. However, capacity development initiatives remain marginal and ineffective. In house training facility under P& AR Department is not functioning at the desired level. CTFM- training centre for financial management-under FD is presently functioning outside the campus. Non availability of reference materials and other books online/ in hard copies is a constraint in capacity development. Training of officers from assistant upwards in policy management is negligible/nonexistent. Recommendations in the second report of ARC – 'Capacity Development of Civil Servants -Kerala' may be referred to in this regard.(Chapter 9 -Recommendations - 9.1.1 to 9.17.10)

17. Present Performance Appraisal system is not effective. There is no system for encouraging innovation or for motivating officials. Promotion and increment are no longer encouraging/ incentivising factor for better performance. Appraisal based on A, B, C, D grading is subjective. At present there is no link between grades in PAR and need for training. Existing mechanism for assessment of work and performance of officials is conventional and mechanical. Assistants fall into the lure of light seat during the beginning of their career itself. This adversely affects their ability/desire to learn and

perform well in work. Present system where mediocrity and excellence, laziness and hard work get the same reward does not enable evolution of a working environment where employees are motivated to perform at the maximum of their potential. (Refer Chapter 4 and Chapter 9 -recommendation 9.4 of ARC's Second Report- Capacity Development of Civil Servants Kerala).

18. In the absence of a proper tenure policy, postings and transfers are mostly arbitrary/biased and affect morale of employees and hinder professionalism.

19. Considerable portion of work in Secretariat is linked to redress of grievances/ petitions. Petitions and grievances received in secretariat are handled by multiple channels - Administrative Departments, CMPGRC, office of Ministers, Chief Secretary's petition cell etc. Some petitions provide information on corruption/maladministration in the executive/line departments and may need in-depth examination and investigation. There have been constant efforts by government to improve grievance redress systems. Still the system is not effective in quick and people friendly redress of grievances. There is no system to classify grievances, assess common reasons for the grievances and take action to address issues that generate grievances. It needs to be examined whether existing accountability mechanisms like FIW, Stores Purchase Inspection, or AVC shall be entrusted with examination of these petitions. Public grievance redress system in the state was studied by the Commission and recommendations to enhance their efficiency and efficacy is made in chapter 3 of 9th Report of ARC - 'Accountability and Public Grievance Redress Mechanisms in Government'.

20. A busy public road divides Secretariat main campus and the two annexes. Employees of the Secretariat including Secretaries and Ministers require

traveling frequently between the three Secretariat buildings. This may be a rare scenario anywhere else.

21. Inadequate facility for parking vehicles in Secretariat campus is an issue for officials and visitors. There are deficiencies in the organisation of Secretariat security systems.

22. Optimisation is not a factor in the deployment of officials leading to lop sided postings with excess staff in departments with lesser work and shortage of employees where it is required the most. Right sizing of human resources in departments is important. Technological developments, especially ICT has made some posts redundant. Work study for assessing work load of sections in Secretariat may not be effective as a major part of the work presently handled in Secretariat is not necessarily to be done there. Comprehensive analysis of responsibilities that need to be carried out by secretariat is to be done before work study-based analysis and functional review is possible.

Based on discussions and deliberations with stakeholders, issues elaborated above are grouped as follows:

1) *Structural Reforms*
2) *Revision of Rules, Manuals and Procedures*
3) *e-Governance*
4) *Infrastructure facilities and Work Environment*
5) *Other Issues*

CHAPTER 2

STRUCTURAL REFORMS

The core of administrative reform is reforming/restructuring governance systems. Another factor associated with reforms is rationalising administrative responsibility and reducing overlapping functions in accordance with terms of accountability.

"A State Government consisting of too many departments suffers from the following inherent disadvantages. a) There is diffusion of responsibility and accountability among the large number of functionaries working under different vertical structures. b) Coordination becomes a major issue and decision making becomes difficult and time consuming. c) It leads to needless expansion of the bureaucracy. Its own management takes a major part of the government's attention. The structure often becomes more important than considerations of efficiency, responsiveness and service to people. … There has to be a rational grouping of subjects among departments keeping in mind considerations of efficiency, effectiveness, homogeneity and economy. Ideally, each of the Secretariat departments should deal with a particular segment of administrative activities which are inter-related and are more or less homogenous. …. The Commission is of the view that a small and compact Secretariat in which all related activities and functions are kept together in one department with more responsibilities devolved on local governments and executive work (not related to policy making and broader monitoring) hived off to executive agencies, is a sine qua-non for good governance at any level of public administration.

'There are two broad tasks of the government. The first is formulating policy in pursuance of objectives that the political leadership specifies, and the

second, implementation of that policy. In a democracy, it is the political leadership-assisted by the civil servants – which sets the vision, goals and strategic directions. But sound institutional arrangements play an important role in translating the vision, goals and strategic directions into effective action. A key structural reform in various countries towards achieving good governance has been the separation of policy and operational responsibilities. There is a two-fold logic behind it: (a) the separation of policy advice from operational functions allows those responsible for operational activities to focus on their prime objective i.e., running their operations as efficiently as possible within the policy parameters of the government, and (b) it ensures that contestable policy options are generated, and government does not get captured by provider interests.'

Administrative Secretariat is the single largest unit of Administration where policies, schemes and welfare measure of government are formulated for implementation at the grass root level. It is the central controlling and monitoring division of Government. However, as pointed out by 3rd ARC of Government of Kerala Secretariat has become a become a glorified village office

Need for restructuring Secretariat

Although there is clarity on 'Secretariat functions' as may be seen from the Rules of Business and Secretariat Instructions, over a period of time functions of field departments have crept in to Secretariat functions and diluted its core functions. This necessitates a revisit to original Secretariat functions as outlined in the Rules of Business of Government of Kerala - policy, legislation, control, coordination, monitoring and supervision. Secretariat is not envisaged as an extension of Directorates or offices of Head of Departments, but as a separate entity for carrying out agency/staff functions. This does not mean that the Secretariat and Line Departments are mutually exclusive. They cannot exist in

watertight compartments as pointed out in the report of 2nd ARC, GoI, as Ministers are ultimately accountable to the Legislature in all respects.

Executive/Line and Agency/Staff functions are *coordinates* operating not in hierarchical relationship but on a horizontal plane. Though these two wings are meant to complement each other, relationship between them is not always cordial and smooth. There are conflicts, tension, suspicion and so on. Clearly specified and demarcated duties and responsibilities of Staff and Line departments along with clearly specified delegation of authority is essential to resolve the conflicts.

It is on these premises that the Administrative Reforms Commission studied restructuring of Secretariat and proposes the following recommendations.

1) *Restructuring and redefining roles and functions of P&AR Department.*

2) *Restructuring General Administration Department.*

3) *Restructuring Planning & Economic Affairs Department.*

4) *Grouping of Administrative Departments (AD) based on Core & Allied principle.*

5) *Functional Restructuring of Secretariat.*

1) Restructuring and redefining the roles and functions of Personnel & Administrative Reforms Department (P&ARD).

i. Administrative Departments needs to be freed from dealing with service matters (where Government is not the appointing authority) like postings, promotions, pension, seniority, disciplinary proceedings etc., and concentrate on matters critical to their mandated functioning. Dealing with subjects that are not core to Secretariat functions dilute efficiency of the system and leaves little time to devote to the core functions envisaged to be done by the Secretariat. In this regard, the Commission reiterates

recommendation No.3.2.7 of 3rd ARC on 'Secretariat Reforms'. This could be done by shifting all sections/seats dealing with service matters to P&ARD. The Commission recommends that, for this purpose, 'establishment matters' need to be bifurcated as '*Service Matters*' and '*Establishment Matters*'. Establishment Matters - matters like office infrastructure, allied infrastructure, rent, POL, electricity charges, water charges, purchase of stores and equipments etc., and all other matters connected with plan , projects, policy etc shall be handled by concerned Sections in Administrative Departments as per revised delegation of authority. Service Matters shall be routed through Secretary P&AR Department to Secretary/Minister of AD concerned.

ii. Present Personnel & Administrative Department (P&ARD) needs to have two distinct divisions - 1. Personnel& HR Division and 2. Public Grievances & Administrative Reforms Division.

Personnel& HR Division: Service Matters of all departments including deputation to foreign service, disciplinary action, Service Rules like KSR, KS&SSR, KCS&CCA, Training& HR development etc. need to be under this division.

Public Grievances & Administrative Reforms Division: CMPGRC, Work Study, Official Language& Translation (Since Malayalam is declared as the official language of GoK, a full-fledged cell in government is a felt need to facilitate translation of, manuals, rules, and other official documents to Malayalam from other languages.), Administrative Vigilance Cell including Finance Inspection Wing, Performance Audit HQ team and Stores Purchase Inspections(ARC suggests that joined up functioning of Accountability mechanism in government is necessary as

supervision and monitoring are essential mandates of the Secretariat.)to be under this division. (ARC's 9th Report on 'Accountability And Public Grievance Redress in Government Chapter2, Para 2.5 (12) - recommendation may be referred)

2) Restructuring General Administration Department.

General Administration Department in the secretariat is an amalgam of Cabinet secretariat (CSO), Service and accounts of Secretariat, service and establishment matters of AIS officers and personal staff of Ministers, Protocol functions, Housekeeping and other general administration subjects like Secretary's committee, MP's conference, Collector's conference, inter-state relations, co. ordination etc. A judicious regrouping of functions/components of GAD based on related functional areas is necessary.

ARC suggest the following regrouping

i. **Administration Division:** Parliamentary Affairs, Centre State relations, Interstate Council, Coordination, District Administration, Sainik Welfare, Freedom Fighters, KAS, RTI Commission, Employment Cell, Compassionate Employment Cell, Disaster Management, Collector's conference, MP's conference, Administration Reports, Political & Protocol, linguistic minorities, National integration, Government Gazette, PSC, I&PRD, Gallantry awards, South Zonal Council, Strikes etc. may be under the newly formed Administration Division in General Administration Department.

ii. **Special Services Division**: This new Division may deal with Housekeeping, Accounts, Establishment matters of officials of the Secretariat including Ministers and their personnel staff, Central Library,

Cabinet Secretariat (Chief Secretary's Office), Meeting of Council of Ministers, All India Services, Secretary's Committee, Governor's Secretariat, Central Agency, Secretariat Security, Records, Stores, High Court, Chief Minister's/ State level meetings, Secret Section, UPSC examinations, VFCs etc.

3) Restructuring Planning & Economic Affairs Department.

Central assisted projects/ programmes usually have time frames and achievement targets. Adherence to time frame, timely submission of utilisation certificate, and timely completion of approved projects are pre requisites for approval of new projects from Central Govt. Same is the cases with World Bank/Asian Development Bank and other externally funded Projects. In order to achieve quarterly and annual targets of these schemes/projects/programmes timely intervention of secretariat is inevitable. In the case of state schemes also proper monitoring and evaluation is indispensable. CPMU in Planning Dept is expected to monitor, control and co-ordinate all Plan related activities. At present its functions seem to be limited to collection of data and review of plan schemes based on statistical data.

In this connection it may be noted that Government issued orders vide G.O(Ms) No.273/04/GAD dated 23/9/04 creating Programme Implementation Department (PID). It was envisaged that CPMU will function under PID. However, the department was later abolished. ARC suggests that concepts and functions of abolished PI Dept and existing CPMU needs to be re-defined and 'Programme Implementation and Monitoring Department' be revived with redefined mission, objectives and role.

Issues being faced by Planning & Economic Affairs Department -delayed decision making and response, overlapping and duplication of schemes/programmes, insufficient data on schemes and programmes, absence of shelf of projects prepared in advance for developmental sectors, 'compartmentalism' due to lack of integration and control of apex administrative unit, lack of experience of Secretariat staff on field level realities in implementation of development schemes, lack of a powerful apex administrative unit for timely intervention and proper monitoring where ever and whenever issues occur in development projects or schemes etc. These issues could be addressed by creation of the Programme Implementation & Monitoring Department.

Officials in the proposed unit needs to be imparted training in plan formulation process and implementation, budget related subjects and in project analysis and appraisal. Staff structure may be an amalgam of Research Officers from State Planning Board/ Statistics Department and officials from secretariat including Finance department. The proposed department needs to be given authority to settle issues/clear bottle necks that are likely to delay/hinder smooth implementation and progress of schemes, and to act as liaison between departments/ agencies involved. In order to achieve functional competency, as far as possible, the proposed department needs to be placed under a senior IAS officer not below the rank of an Addl. Chief Secretary. For addressing issues relating to short falls in project formulation and absence of shelf of projects the proposed unit shall be entrusted with the powers to liaise with Planning Board to achieve desired results. Creation of a 'Project Financing & Management Cell' under this department is suggested by ARC in its seventh report 'Public Infrastructure-Development & Management' (Part 3- Para 5.8)

4) Grouping of ADs based on Core & Allied principle.

"Creation of the departments in the State Government has not always followed administrative logic. Functions which are closely related both in terms of the scope of activities as well as staff skills have often been truncated to form separate departments. Often, an activity which is insignificant in terms of both functions as well as budgetary allocation is converted into a full-fledged department….

….The Commission is of the view that a small and compact Secretariat in which all related activities and functions are kept together in one department with more responsibilities devolved on local governments and executive work (not related to policy making and broader monitoring), hived off to executive agencies, is a sine qua-non for good governance at any level of public administration. Hence, there is need to rationalize the number of Secretariat Departments in the State Governments. The Commission would recommend that all States attempt such a rationalization exercise … keeping in view their specific requirements." (2nd ARC, GoI)

3rd ARC Government of Kerala, in its report on Secretariat Reforms had recommended that the activities of government may be classified on the basis of relevant Demand for Grants. Under this arrangement functionally similar departments are grouped under a Secretary to Government who will be responsible for the Demand for Grants for that particular group of departments. 15 such groups/ Ministries were suggested. It was also recommended to bring down the number of Secretaries to government from 27 to 15. These recommendations are yet to be implemented.

This Commission examined the above recommendations and found that there may be practical difficulties in its implementation. However, the concept of

regrouping functionally similar departments is well founded, ARC recommends the following reorganisation based on core and allied principle:

No.	Name of Core Sector	Existing Secretariat department/ Allied department
1.	Agriculture and Allied***	Agriculture
		Animal Husbandry
		Dairy Development
		Fisheries
		Co-operatives
		Water Resources
2	Education **	General Education
		Higher Education
		Science and Technology
3	Finance***	Finance
4	General Administration***	General Administration Department
		I &PR Department
		Stores Purchase Department
		P&AR Department
		Parliamentary Affairs
		Minority Development Department
		Sainik Welfare
		Election
5	Health **	Health & Family Welfare
		Ayush
6	Home***	Home
		Vigilance

		Industries Department
7	Industries &Labour***	NORKA
		Labour& Skills
		Power Department
		Electronics and Information Technology
8	Law	Law Department
9	Local Self Government***	Local Self Government
		Housing
10	Public Works**	Public Works Department
		Ports
11	Land Management**	Revenue
		Registration
12	Transport**	Transport
		Coastal Shipping& Inland Navigation
13	Environment**	Environment
		Forest & Wild Life
14	Tourism**	Tourism
		Sports & Youth Affairs
		Cultural Affairs
15	Taxes**	Commercial Taxes
		Excise
16	Planning & Programme Implementation***	Planning & Economic Affairs Department
		Programme Implementation & Monitoring Department.

17	Social Justice**	Social Justice Department
		SC/ST Development Department
		Food & Civil Supplies Department
		Backward Classes Development Department

***Departments under Additional Chief Secretaries

** Departments under Principal Secretaries

Administrative Departments mentioned at the right side of the table above may be under Secretaries or Special Secretaries to government.

Programme Implementation & Monitoring Department is proposed to be created by redefining functions of existing CPMU and reviving abolished Programme Implementation Department.

5) Functional Restructuring of Secretariat:

Total number of ADs in the Secretariat presently is 44 (**Annexure 2**). Nature and functioning of the departments differs. Some ADs predominantly handle works that are mere extensions of the functions of line departments. For example, Leave Without Allowance (LWA) of a government servant beyond a period of 120 days at a time is processed by Secretariat department in government. Even the grounds of such separation are often ad hoc and cannot be attributed any rational basis. Another example is the subject matter of disciplinary action - in the absence of government notification specifying disciplinary authorities for various posts, almost all disciplinary proceedings are processed in government (Secretariat). Division of work in ADs based on subjects and retention of a part of functions of line department/ agency puts the Secretariat at risk of becoming a mere extension of field departments. Clear-cut division of Staff and Line

functions between Secretariat departments and line departments is a prerequisite for initiation of any reform measures in Secretariat. Rules of Business bring in some clarity. However, as detailed above, the Secretariat has been transformed into an extension of line department for carrying out a part of governance which is strictly in the domain of line departments. The first and foremost effect of such degeneration is the present-day Secretariat functioning- an organization intended for Staff function usurps Line functions of field departments and thereby cause ineffectiveness and unprofessionalism in Secretariat functions and create barriers in the effective functioning of line departments. It also directly mal affects the envisaged functions of the Secretariat. ARC recommends that restructuring based on clear division of Staff and Line functions and reorganisation of Secretariat departments on 'Functional' basis, instead of on work distribution, would produce better results.

3rdAdministrative Reforms Committee in its 14th Report has observed about the need for work-studies - "It is seen that the workload of the Secretariat has not been assessed with reference to its functions. It is assessed with reference to its current workload assuming that whatever is being done is the natural work of Secretariat. This needs to be corrected." The ARC also recommended that "... a work study may be commissioned by an outside expert agency to go into the workload and also suggest measures for smoothing the flow of work to economise on time and to make it rational".

This Commission recommends that a functional review needs to be first taken up for the Secretariat.

A functional review of each Secretariat Department would consist of the following:

- Identify objectives of the department

- Identify priority of these objectives on a scale

- Identify evaluation criteria for expected output that is tied to the objective

This identification of objectives is then followed with an identification of functions. In practice they would include functions that are needed, functions that are legally mandated, and those that are actually performed. Identification of the organisational structure starts with the correlation between tasks and their functions in the department. Additionally, the functional review should take into account the scenario following decentralisation of functions as part of their transfer to subordinate bodies - to Line Departments, Local Self Governments or to other agencies under the Government (PSUs, Statutory Bodies etc.).

The next step is to do a functional rationalisation considering how the functions are grouped and how much resources (in terms of human resources) are allocated to the function. At this stage, overlapping functions across various units (inter and intra departments), possible decentralisation or deconcentration of the function, and identification of the unit that is primarily responsible for the function.

Functions need to be viewed in the perspective of its role in the overall organisational structure. This may need grouping of functions as blocks by activities. The functional review needs to suggest resources needed for each function as against what has been allocated. Available excess should be allocated to other functions-inter or intra departments.

Objective of such an exercise should be to rearrange the organisational structures in the Administrative Departments in the Secretariat to utilise available human resources most optimally, finding the gaps, duplication, and the overhead.

The Commission recommends that the services of an external agency may be made available for doing the functional review. A High-Level Committee under the senior most Additional Chief Secretary with the Secretary (Expenditure), Secretary (GAD) and Secretary (P&ARD) as members may be constituted.

Following methodology can be adopted for the functional review for Secretariat.

1. Formulation of a discussion paper on functional review of the Secretariat

2. Discussions with stakeholders (employees and employee unions, political parties, civil society groups, management experts)

3. Functional review - report formulation

4. Discussions with stakeholders (employees, political parties, civil society groups, management experts) on functional review report

5. Finalisation of required changes

6. Implementation of changes

A useful suggestion that the Commission has received with regard to the reorganisation of the Secretariat is to recognise the dichotomy of functions in most Administrative Departments in their administrative work and specific or specialised work. The part that looks after matters of individual field departments/ institutions/ agencies as is presently being done can be designated as *'Administrative Units'*. On the other hand, *'Specialised Units/ Consultative Units'* will view subjects referred to them with a wider *perspective* or where professional expertise of a different kind are called for e.g., the section in any AD looking after 'Plan and Budget' or 'Project Appraisal' etc. A suggested scheme is included as **Appendix 1**. This aspect may be included in the Terms of Reference

of the External Agency entrusted to assist in the functional review of the Secretariat.

Recommendation number 122 of the First ARC is worth mentioning in this context. It is recommended that Assistant Secretaries (presently, Under Secretaries) and above posts in Finance Department and Administrative Departments should be mutually transferable. The underlying concept that led to this recommendation is that officials in Finance Department and Administrative Departments are mutually transferable and ideal too. It may be seen that extending this to lower levels is also possible. There is no reason for continuing with separate cadres for Finance and Administrative Departments as overall career planning and capacity development could be achieved only through exposure to various functions of Finance and General Administration. It is pertinent to note that these two cadres are recruited through a single selection process. Restructuring of Secretariat on Functional basis, as suggested above can be effective only with an integration of Finance and Administrative Departments. To make this possible, *Advices* from PSC, from a preset year onwards needs to be an integrated cadre of secretariat service.

Recommendation:

The Commission recommends to government to consider and implement all suggestions in this chapter for restructuring and realignment within fixed timeframe.

CHAPTER 3

RULES, PROCEDURES AND MANUALS

Work among the three divisions in the Secretariat - Administrative Departments, Finance Department and Law Department is divided based on classification in Part II of the Rules of Business. Secretariat Instructions supplement rules as specified in the Rules of Business and includes details of action to be taken on the basis of the rules. Processing files require detailed instructions on receiving and sending communications, initiation and closing of files and retention of files as records. Kerala Government Secretariat Office Manual specifies procedures for processing files and for decision making. Under the Rules of Business, responsibility is given to officials based on the Delegation of Authority (Administrative & Financial) issued by Government from time to time.

Rules of Business

Rules of Business is formulated for transaction of business in Secretariat and for grouping the scope of work and responsibilities of various departments. Over the years, Secretariat departments have undergone several sub-divisions and new departments have been created to meet demands of administration/ address emerging issues. This is a process that keeps happening. Most often, this results in considerable changes in the distribution of business among departments.

However, in passing, it should be mentioned that the Rules themselves do not carry any record for preserving institutional memory of these changes. Hence, it would be advisable to include an appendix in the Rules to help track information pertaining to changes needed to be included in Rules of Business as a separate portion to keep track of the changes. For example, old name of General

Administration Department (GAD) was Public Department (PD) and rules and orders of that period were issued as PD. Development department became an independent department in 1967. Vigilance department was created bifurcating Home department in 1970. Erstwhile Labour & Local Administration department is divided and new departments of Labour and Rehabilitation, and Local Administration were formed. Local Administration department has been renamed as Local Self-Government Department.

Finance department has been assigned the responsibility of interpreting matters pertaining to Kerala Service Rules (KSR) and Personnel and Administrative department (P&ARD) with similar responsibility over Kerala State and Subordinate Service Rules (KS&SSRs), Kerala Civil Services (Classification, Control and Appeal) Rules (KCS(CC&A) Rule) and Kerala Government Servants' Conduct Rules (KGSCR) etc. At times, this rather artificial delineation can lead to contradictions in interpretation/decisions of various rules. For e.g., as per Rule 11 (iii) (3) of KCS (CC&A) Rule "In case the order of withholding of increments cannot be given effect to, the monetary value equivalent to the number of increments ordered to be withheld will be recovered from the pay of the officer." One condition for this non-recovery is that the officer continuing in increment bar, when promoted to a higher post can be given the benefits of promotion and the increment bar can be discontinued at that date and monetary value equivalent of the remaining amount due to increment bar may be deducted from his salary. But Rule 28A - Ruling No. 3 specifies that "The re-fixation of pay in the higher officiating post on the date of change of pay in the lower time-scale contemplated in this rule cannot be allowed during the period of bar on increment with or without cumulative effect." Another example is compulsory retirement. Compulsory retirement is a punishment awarded for major penalty as per Rule 11 (vi) of KCS (CC&A) Rules. Rule 6 (a) of KSR Part III is the corresponding rule for Compulsory

retirement where it is specified that "provided, however that the authority imposing the penalty of compulsory retirement may order reduction either in pension or in death-cum-retirement gratuity or in both". But Pension reduction is a separate punishment under KCS (CC&A) Rules that warrants further examination.

Interpretations and advisory functions concerning all Service Rules may be dealt with in Personnel and Administrative Reforms Department to ensure coherence and clarity in giving service-related advice. Another area is the Special Rules connected with service conditions of different departments. Special Rules are part of the KS&SSR, and issue of relevant notifications may be done along with modifications in KS &SSR. This shall also include clear demarcation of delegation of Secretariat officers while working inside Secretariat and serving on deputation / foreign service. Over and above general delegated powers as specified in the Rules of Business, it may be specified by the Minister concerned who can take final decision on any matter including interpretation of rules.

Rules of Business stipulates that 'cases shall ordinarily be disposed of by or under the authority of the Minister in charge who may by means of standing orders give such directions as it thinks fit for the disposal of cases in the department'. Over the last several decades, orders specifying exact delegation of powers to various levels in a Secretariat department are not seen issued. Thus, theoretically it would mean that all files, in the absence of such delegation would have to be approved by the Minister in charge of the Department. Delegation of authority as a subject must be included in the Rules of Business itself and levels of delegation may be issued as executive orders when a ministry assumes charge.

Second ARC of Government of India in its 14th report recommended the need for delegation of authority to improve effectiveness of supervision - "However, Ministers can discharge their responsibilities in this regard more

effectively by supervising the performance of operational agencies from time to time rather than by taking direct control of routine functions. Under the existing scheme, it is the Minister who lays down the extent of delegation of various functions to different levels within the Ministry as well as to its attached and subordinate offices. In order to enable the Ministries to effectively fulfill their policy making role and also to ensure uniformity across Ministries, the Commission is of the view that some general principles to govern the extent of delegation may be incorporated in the Transaction of Business Rules. These principles may stipulate that the Ministries should concentrate on the following: Policy making and strategic decisions. • Budgeting • Monitoring of implementation •Appointments of key personnel • Coordination • Evaluation. Attached and subordinate offices would serve as the executive agencies of the Ministries and concentrate on the implementation of government policies and programmes."

At the time of assuming charge by Ministers, General Administration (Political) Department may hand over a copy of the existing general delegation of authority of officers specified in the Rules of Business in that department and request issuing further delegations by the Minister, if she desires so. Specific provision to ensure adherence to delegated authority by officials shall be included in the Rules of Business itself.

Digital processing of files may also be reflected in the Rules of Business. Procedure for sending digital copies in place of multiple manual copies also needs to be addressed in the Rule. For e.g., sending multiple paper copies of documents is an outdated practice and following these procedures in this digital era is redundant. One signed copy with a digital copy or one digitally signed copy should suffice. Decision may be taken to publish Rules of Business as a whole or a limited version inside Secretariat and concurrent changes in the names of the departments

and also the subjects under them shall reflect in Part II of Rules of Business. Rules of Business is applied through Secretariat Instructions and Kerala Government Secretariat Office Manual (KGSOM). Replication of procedures in both needs to be eliminated and updated versions published on the website or in the intranet in Secretariat in digital form with provision for regular updating. Secretariat Instructions and KGSOM needs to have procedures for carrying out functions in manual and digital mode. When processing files in digital mode, pop-up menus may be included as check-list to remind procedures involved.

In earlier days, Secretariat business was generally done with secrecy. In order to maintain the secrecy of Governance, Rules of Business is denoted as a classified document. In the present-day scenario, the approach of governance has changed from the secrecy to transparency. Hence it is a paradox to keep Rules of Business as a secret document. The Rules of Business therefore may be made a public document.

Secretariat Instructions & Secretariat Office Manual

Secretariat Instructions includes instructions about dealing with cases at the level of Cabinet, Chief Minister and Ministers, Chief Secretary, Secretaries, Special Secretaries and below - from origin of a case till its disposal. It also provides procedures for addressing agencies such as C&AG, Advocate General, PSC and GoI while dealing with administrative matters, and how to attend to grievances of public. Procedures for legislation are separately provided. Secretariat Instructions aim to protect the inviolability of statutory rules/regulations made to ensure public rights/welfare and to avoid corrupt practices.

The Kerala Government Secretariat Instructions in its present form is mostly outdated as it was drawn up for an age where sophisticated digital systems had not yet evolved. The latest version of the Secretariat Instructions was issued

with corrections made up to 10-5-1983. Nevertheless, the principles laid down therein are still relevant. Secretariat instructions were formulated to perform higher level actions specified in the Rules of business connected with the manual file system. The present hybrid mode of manual system and digital system co-existing and functioning parallel is evolving into a total digital file system.

A careful examination of the Secretariat instructions needs to be made, to identify those which logically have to be included in the Rules of Business and those in the Secretariat Office Manual.

Following suggestions are made in this regard:

Procedures narrated in the Secretariat instructions may be included either in the Rules of Business or the KGSOM. Procedures such as circulation of files (item 3, major role of Chief Secretary and other Secretaries – item 6&7, etc.) may be included as part of Business Rule and cases of misconduct delegated to officers, order & procedure for routing of file to Ministers etc. to KGSOM. Fortnightly reports (item 10 A) are the consolidation of important output/ outcome of Government. This may be transformed into an intelligent institutional memory in perpetuity.

Chapter II *Proposals for Legislation* in the Instructions may be incorporated along with Subordinate legislation portion of the KGSOM. Procedure for communication, sending number of copies, authority to sign, and method for digital processing connected with Legislature may be part of KGSOM and shall be elaborated including portions from Secretariat instructions. Procedure for communicating with other Institutional functionaries such as Comptroller and Auditor General, Advocate General, Kerala PSC, Government of India, High Court, Legislature Secretariat, RBI etc. may also be detailed by incorporating relevant provisions from Secretariat Instructions.

Guidelines for routing of files for leave, transfer, etc. may be included in KGSOM or in the delegation of powers issued with approval of Minister. Procedure in KGSOM combined with Delegation of authority may be sufficient for managing any work in Secretariat.

Policy of Government in dealing with petitions may be included in the Rules of Business, and procedures in KGSOM. Since Government Secretariat is the apex body of administration with Ministers as head of administration, people have the right to submit their grievance before the Ministers or different levels of Secretariat officials. Based on this provision detailed procedure (including those included in Appendix I of Secretariat Instructions) that needs to be followed may be included in KGSOM. Procedure for submission of petitions by Government servants may also be included as part of KSOM (Appendix III Secretariat Instructions). ARC studied existing Grievance Redress system in government and a report with recommendations submitted as a part of its report 9th report 'Accountability Mechanisms and Public Grievance Redress'. Recommendations included in the report on handling petitions may be incorporated appropriately in the KSOM.

Appendix II (of Secretariat Instructions) deals with certain procedures to be followed in submission of reports on matters of political or administrative importance. These duties may be included as part of KGSOM.

The Kerala Secretariat Office Manual was brought out in 1957. Consequent to substantial changes in several Secretariat departments this was revised and republished in the 1997. With introduction of digital file processing major changes are required to be made in the existing manual to assist smooth functioning of government and secretariat departments.

Many of the procedures of KSOM are presently outdated and have little relevance in being retained any longer without appropriate modification. Based on the recommendation made for the amendment in Rules of Business of Kerala and by considering suggestions to incorporate procedures mentioned in Kerala Government Secretariat Instructions, the Secretariat Office Manual needs to be revised based on current and anticipated use of information technology in administration.

Recommendations:

1. **A separate Appendix capturing chronological changes that have happened in the Rules of Business may be included to serve as a mechanism for preserving institutional memory and for ease of tracing back decisions to the past as and when necessary. The Rules of Business of Government of Kerala needs to be republished every 3 years incorporating all the modifications effected till then. Government may also take steps to declassify Rules of Business and publish it on Government of Kerala portal as a public document.**

2. **As already recommended in the previous chapter and in the background of transferring all 'Service Matters' to P&ARD, all work pertaining to KSR and its interpretation and advisory functions needs to be dealt by P&ARD.**

3. **Rules of Business stipulates that cases shall ordinarily be disposed of by or under the authority of the Minister in charge who may by means of standing orders give such directions as it thinks fit for the disposal of cases in the department. Delegation of authority needs to be included in the Rules of Business and varying components may be issued as**

executive orders from time to time. This shall also include clear demarcation of delegation of authority of Secretariat officers, and officers serving on deputation / foreign service.

4. **ARC recommends integration of the Rules of business and Kerala Government Secretariat Instructions in to one book as explained in this chapter and adoption of the above suggested changes to the Rules of Business, Kerala Government Secretariat Instructions, and Kerala Government Secretariat Office manual.**

5. **KS& SSR, KSR, Conduct Rules etc., needs to be rewritten. These rules need to be simplified and written with clarity, in easily understandable language. The rules thus amended/rewritten will reduce the need for consultations. Regular updating of KS&SSR with inclusion of latest provisions needs to be done once in six months. The rules may also reproduce updated communication of decisions.**

CHAPTER 4

e-GOVERNANCE IN SECRETARIAT

e-Governance is intended to knock down barriers in convention driven administration by simplifying procedures through usage of modern tools of technology and user friendly applications to the ultimate satisfaction of the customers (the people).

1. Single File System:

One source of considerable wastage of time and human resources, and resulting delay and inefficiency, in the Secretariat can be traced to the fact that multiple files are generated for inter and intra departmental consultations.

An illustration of a medical reimbursement case of an official working in x Taluk in xx District will be useful in explaining automatic generation of several files in government on a single issue. There will be a file in x Taluk, one file in xx district, one file in the o/o Land revenue Commissioner, one file in Administrative Department of Revenue, one file with AD of Health, one file with o/o DHS and one file in Finance department - A total of seven files at various levels of offices and departments in government. There are lakhs of files with complicated issues where the total number of files on single issue will be more than this.

Another illustration showing multiple files with multiple numbers: As per the existing manuals, tapal number and file number needs to be the same. If a file / tapal is sent to another department / office for remarks / advice / concurrence, the receiving department register the tapal / file as new tapal and a new number is generated / given for the new tapal which will be different from previous one .For e.g.: a file originating in a Village office with file No. xxx need policy decision. It

will go to Taluk Office as letter no. xxx and a tapal will be registered in taluk office with tapal No. yyy. A file will be created in Taluk Office with file No. yyy and letter sent to Collectorate have reference No. yyy. New tapal is registered in Collectorate with No. zzz and file processed with number zzz and a letter sent to Land Revenue Commissionerate with reference No. zzz. Land Revenue Commissionerate process file with No. aaa and send letter to Government in Revenue Department with the same reference number. Office Section of Revenue Department in Secretariat will give another tapal No. and process file with same number. If concurrence of Finance or Law or Personnel & Administrative Reforms Department is required, file send to those departments will have different tapal numbers in respective departments. This will prevent a unified view of the different aspects of the issue at any time in the processing of the file.

The institution of single file system might be the right solution that could replace the present system of creating new files for a single issue in all the offices which process it. The sequence of file numbering and processing is bound by conditions laid down in the Secretariat Manual, Secretariat Instructions, and the Rules of Business. Single file system has the advantage of availability of all transactions on an issue in a single file, till the final decision is taken on the issue. This is recommended by the Commission in its 4th report - 'Personnel Reforms'. Changing to single file system may have to overcome some challenges, some of which are listed below:

a) Line Departments may be following their Manual of Office Procedure (MOP) or other mandatory guidance for file processing, which may not be compatible with the system followed in the Secretariat: necessitating making appropriate changes in the system. Integration of the numbering sequence is a pre-condition for single file system.

b) All transactions like queries, clarifications, and suggestions of general nature pertaining to those departments may clutter the file sent for advice or remarks to other departments and slow down the file processing with this unnecessary informational baggage.

c) The decision or instructions in a file may be applicable to the same issue dealt with in another file. Hence a keyword-based identification method should be incorporated to ensure that a particular decision is accessed easily for use and adoption in another file dealing with a similar issue but in a different context or one that has originated from a different department.

Nevertheless, despite having to overcome constraints like this, the speed achieved by avoiding sending letters, waiting for replies, step by step process of generating files on same issue and above all the transparency in files go in favour of adopting the Single File System.

To simplify file processing following recommendations are made:

1. Adoption of a single application for processing files across all government entities including autonomous institutions and LSGIs.

2. A single file needs to bear the same number from the office it originates till the office where final decision is taken. Number for each file from the initiation to closure needs to remain the same. E.g.: a file is generated in Village office with file No. xxx, should have the same file number till its closure at Secretariat or any other office.

3. Instead of sending letters for getting remarks, clarification, concurrence etc., the same file needs to be sent to other offices in the relevant file-flow sequence, till its closure.

4. Where a particular file from an originating office must be processed as an integral part of a larger/extended file in a receiving office in the file-flow sequence, then the file should be accessible using the file number assigned to it in the originating office as well as the file number in the receiving office – using duplicate keys for the same. In such an instance, a common decision applicable to all the files in the larger/extended should be recorded in the individual files, before they are returned to the originating office.

5. There should be provision to retain copy of the file in a repository for viewing it for future references by the departments who have offered remarks / advice.

6. After closing the file, it needs to be kept in digital archive for retrieval for future use of concerned offices.

In designing a single file system, the functionalities built into the Inter Office Communications Systems by NIC need to be used to avoid wastage of time and resources. Much of the above recommendations above are part of design considerations and can be taken care of when specifications of the file-flow system are drawn up and when the system is integrated into the NIC System.

Disposed/closed files need to be made available online for public view to ensure transparency in governance and satisfy the provisions of Section 4 of RTI Act. This will assist in reducing applications under the Act. The Commission has recommended the introduction of 'single file' system for processing files in its 3rd report 'Personnel Reforms - Civil Service in Kerala'. (Chapter 5 Para 5.14 iv).

2. Inter-office and Intra-office Communication Systems

A major enhancement made on the e-Office application is the integration of various e-office instances for inter office and intra office communication. Various instances can communicate with each other through Tapals, Files and dispatches. Various instances are integrated using web-services and this ensures the seamless movement of electronic document throughout all Government Offices in Kerala. The Status of files/receipts send to other instance is also made available to the users. A separate module has been developed and deployed for the same. The Communications is also extended to the e-Application so that the communication between government and the Citizen also had been facilitated. All the instances under Government of Kerala are integrated together using this and any communication can flow from top to bottom or vice versa electronically through the system. All the offices are allotted with CRU user ID and the files and receipts are send to this id and irrespective of the office is using e-office for the internal processing all the communications to / from the office is being done through this ID. This ensures the interoffice communications and tracking of the files and receipts from anywhere.

3. e-Application

e-Application module for accepting various applications from the citizen online is also available. There is facility for the citizen to type the document and also for scanning and uploading the petitions. A support user service is also created for providing support to the citizen to file the application online. Dashboards are also created for the Citizen and Support user. The Tapals/Receipts/dispatches can be send to offices where e-office is not installed (Offices with CRU accounts enabled). The citizen can track and find out the status of their petitions/applications. SMS alert facility is also provided.

4. e-Adalat

e-Adalat modules enable the citizen to submit applications for the 'CM Adalat' conducted by District collectors. The applications are received electronically from the citizen and the petitions can be examined electronically and e-Adalat are scheduled through Akshaya Centres through net meetings.

During the Adalat the District collectors can record the decisions after hearing and record the decisions electronically and forward the petition along with the decision of the District collector to concerned offices for further necessary action.

The Commission recommends that the features of the e-Application and e-Adalat be examined in the context of the need to switch to a single file system and for creating a single channel for handling petitions (discussed in the next recommendation) in this Chapter.

5. Kerala Communications Service

Kerala State Unified Communication Service (KCS) is a delivery platform envisaged with focus on delivery of documents between disconnected offices in Kerala. It acts as a routing manager for all the offices and delivers the documents to recipients based on the delivery mechanism configured for the office. KCS is not intended to replace an existing electronic filing system implemented in the offices; instead it has been designed to facilitate intercommunication between the different file-flow systems implemented.

Many offices in Kerala operate with their own electronic filing mechanism to manage the internal processing of Files. Still, majority of the offices are working without any electronic file-flow mechanisms. The objective of KCS is to integrate all these offices, irrespective of whether they use electronic filing systems at

present, through a single digital platform. The fact that there are different digital filing systems in various government departments has been considered while designing KCS.

KCS engine provides the required routing and distribution logic for dispatches from different offices. It connects to existing filing systems through a Gateway API. The existing e-filing applications in different offices will act as KCS agents. Those offices with no e-filing solutions will be provided with a default KCS agent application to provide minimum functionalities for sending and receiving documents to and from other offices. In addition to the core distribution engine, KCS also provides a KCS portal to all its users which will provide the analytics and collaboration services.

Once this system becomes operational, the single file system discussed above will also be easier to implement.

6. Single Channel for handling petitions:

A single portal for handling petitions is necessary for efficient redress of grievances. Login should be allowed to all levels where the grievance must be handled, from (say) Deputy/Joint/Additional Secretary to the offices of the Secretaries/Chief Secretaries all the way up to the Ministers/Chief Minister.

Following are some pointers for a suggested design of the portal:

a) All petitions may be in a format readily available on the website of all government departments and agencies for easy access to the public.

b) Proper authentication of the petitioner could be ensured by linking with Aadhar or other approved and valid documents.

c) Form can be generated in the Akshaya centre or filled up manually. There can be a facility for generating the form. A unique number that can be generated from the portal may also be recorded in the form.

d) Details may include identification of the person, earlier references if any, connected with it, date of submission and grievance (one or more grievances can be entered) to be rectified, in clear terms.

e) When more than one petition for the same purpose is received in the petitions portal the same can be verified and marked even if it has different numbers generated in the Akshaya centre.

f) Identification portion of the petitioner in the format may also have facilities for noting phone number, e-mail-id, social media account etc., for faster communication with the petitioner and the same may be generated automatically. Petitions may be tracked and monitored effectively with minimal duplication. A Committee headed by the Secretary (IT) may examine the e-Application/e-Adalat developed by NIC for inter-office and intra-office communication and make recommendations about the use of this application as a single channel for citizen grievances/petitions. In case suitable changes can be incorporated in the available application for the same, then these modifications may be identified and the NIC requested to incorporate these changes in the application suite.

(Refer also, ARC's 9th Report on 'Accountability and Public Grievance Redress Mechanisms in Government' Chapter 3 Para 3.6.1 D iii)

7. Automation of Secretariat Processes:

Currently, the Secretariat runs on the e-Office system developed by NIC. This is a document management system for the Secretariat, where the file is sent from seat to seat depending on the sequence of processing relevant for the subject matter in the file. In fact, the e-Office system can be viewed as a trunk line or more graphically the equivalent of a highway on which files travel. However, in the process the full benefits of office automation have not been achieved. There are several processing activities that are repetitive in nature, specific to each department. These processes can be identified, and modules written to automate such processes, integrated fully into the e-Office system. The Commission recommends that each Secretary should be entrusted with the function of identifying those processes in her department which is amenable to automation. The output of the automation could be a letter, a government order or even a calculation sheet, which then becomes a part of the file in the e-Office system. In doing so it is important that the focus does not get limited to existing processes. In fact, the assessment can extend to whether a sequence of processes can be effectively combined and integrated.

To cite an example: currently the Secretariat is one of the few places, where the processes surrounding the joining of a recruit into Secretariat service is handled in an ad hoc manner. In fact, ideally, a new employee has to be assigned (1) a seat and office space (2) an Identification Card (3) a welcome/introductory kit with relevant manuals (4) a programme of in-house training with officers, their names and office locations (5) a calendar for the induction training at IMG or in any other training institute (6) details relevant to opening a Provident Fund, Medical Insurance Accounts etc. Many of these lend themselves ideally to an automated process which can be integrated into the file that is processed when the employee submits her joining report.

Another example would be scheduling of meetings in the Secretariat either by the Ministers or the Secretaries. Once a meeting is scheduled, there are several processes starting from notice generation, reservation of venue, sending intimations, intimating the Visitors' Facilitation Centre for security clearance/issue of passes, automatic reminders through mobile or email, preparation of minutes to circulation of minutes of the meeting that must take place. Currently, these are done rather unsystematically, leaving it to the discretion and level of efficiency of the officer handling it. Many of such processes lend themselves to be automated and integrated into the main file where the Minister/Secretary schedules the meeting.

There are several hundred such processes that can be easily identified, spanning over the range of functions performed by the Secretariat. Each process or a sequence of processes needs to be critically reviewed to identify the scope of automation.

While undertaking such an exercise, it would be possible to identify several areas where processes are simplified, or redundancies eliminated. This will involve necessary reengineering of the business processes in the Secretariat. In the past, any attempt at business automation in the Secretariat, has been to replace existing systems, as is where is with digital systems. The Commission recommends that the Business Process Reengineering (BPR) of the Secretariat is long overdue. For this, the services of a few world class BPR experts may be sourced for a period of two to three years. BPR Groups headed by the Secretaries can be constituted in each department under the Secretary herself. The BPR experts can work with these Groups to identify processes that can be simplified, eliminated, or replaced by better systems.

The Commission recommends that automation of the secretariat should not be done to digitise the status quo but to reflect more effective processes themselves through such an approach. This may also be linked to the Functional Review of

the Secretariat that is recommended in the earlier chapter on "Structural reforms of the Secretariat" for more optimised results (though the process of automation with BPR need not wait for the functional review to be completed).

8. Availability of Manuals, Government Books etc. online:

The Commission recommends that Manuals and Reference Books should be made available online for ease of accessibility. As has been referred to earlier in this and other Reports of the Commission, changes in various manuals through Government Orders and Instructions are often not updated in time. In some cases, e.g., Rules, which are of the nature of subordinate legislations, the amendments will require the approval of the appropriate Legislature Committee. Hence, the Commission recommends the following scheme for the online updating of such documents.

Each Document has three online views. The first would be the current document. The second online view would be the document with all the proposed amendments incorporated that are pending approval at the appropriate level (Legislative Sub Committee, Council of Ministers etc.). The third is the compilation of Government Orders issued after the last time the document was issued. These three views of the same document will be shared views of the same document via links embedded in the views. There will be one nodal officer/section in each department to whom the responsibility of a particular document is assigned and who will be in charge of the work of uploading changes as an when they occur to the document (viz. Rules, Manuals, MOP, etc., etc.),on the site.

9. e-Cabinet:

Electronic file system was implemented in Secretariat in 2014 and has since been adopted by all departments in Government. But proceedings of the Council

of Ministers are still done manually. e-Cabinet needs to be implemented in a time bound manner.

10. Integration of Various Applications of Finance Department with File Processing Application:

Many applications are developed and maintained by Finance department - SPARK, BIMS, BAMS, e-LAMS, WAMS, SCORE etc. for various purposes. [In its Report on Finance and Planning, the Commission had recommended that a few of these should ideally be in the domain of Administrative Departments and therefore Finance Department should divest themselves of the responsibility of maintaining them and hand it over to the concerned Department.] For the applications that are in the purview of Finance Department, separate User IDs are provided to login to each application creating inefficiencies in the system/processes and constraints/ difficulties for the users. There is need to integrate these applications and provide single sign on facility. These applications need to be integrated with the file processing application.

11. Mail ID for official communication:

Official mail IDs need to be provided to all officials and communications through mail mandated for official purpose. Government needs to take initiative to start its own mail system. Official mails need to be recorded for verification in future and its period of retention shall be fixed.

12. Use of Unicode font:

Unicode is almost universally accepted by computing platforms, browsers, and mobile devices. Unicode-compatible fonts are freely available for almost all the characters. However, not every device can add fonts. In Secretariat, majority of departments are using Unicode Malayalam fonts for typing. But, line departments

and other autonomous institutions, corporations, Boards, LSGIs etc. have not adopted Unicode fonts. Even the Government press is not using Unicode fonts for official publications. The Acts, Rules, Guidelines, Policies, Publications etc., forwarded to Government Press are to be retyped in non-Unicode fonts for printing. Even though Electronics & IT Department has issued directions for the use of Unicode fonts, the departments and other Governmental / Semi Government Bodies are yet to comply with the directions. Use of Unicode fonts need to be mandated in government departments, autonomous institutions, corporations, Boards, LSGIs etc.

13. Comprehensive Web Portal:

Electronics & IT Department has developed a comprehensive web portal for Government of Kerala (www.kerala.gov.in) as a common platform for websites of all government departments. E & IT Department is not promoting development of individual / independent websites for departments. However, many departments develop their own websites. These websites stand independently preventing effective communication between websites. Hence, all websites of Secretariat, Line departments and related offices needs to be developed within **www.kerala.gov.in.** i.e., the Website should have link like Government of Kerala -> Secretariat Department -> Line Department -> Offices under Line Department.

14. Integration of Tulsi Software with SPARK:

Process of recruitment is carried out by KPSC through application 'TULSI'. Applicants submit required details during registration and later KPSC verifies it. Even though all required details of a candidate are available with KPSC, these are not forwarded to the appointing authority at the time of advice due to non-integration of Tulsi with SPARK. The appointing authority has to again collect the

details from the candidate for generating PEN through SPARK. Hence, the Tulsi software of KPSC needs to be integrated with SPARK and required details of a candidate advised for appointment needs to be forwarded to the Appointing authority through SPARK to generate her PEN.

15. Electronics Service Book:

Even though SPARK has the facility to do the entire establishment matters of government officials, it is used only to generate salary bills and disburse salary. It has the facility to generate Electronic Service Book. Manual Service Book needs to be replaced with Electronic Service Book in Secretariat and line Departments and same should be integrated with the application of Accountant General.

16. Finance Department and IT Divisions:

Electronics & IT Department is the Nodal Department for giving Technical advice for IT related / e-Governance projects of various departments. After obtaining technical advice from Electronics & IT Department, Administrative Departments forward files to Finance department for financial concurrence. Finance Department is forwarding these files to Finance (IT Systems) and Finance (IT Software) for technical verification. The generalist / non technical officers in these sections again examine technical matters causing delay in taking decision. This practice needs to be discontinued and the IT Sections in Finance Department need to be abolished. Purchase of IT Hardware items needs to be brought under Electronics & IT Department. Development of application software on subjects allocated to other departments by Finance Department also needs to be discouraged. (Refer ARC's 12th Report on 'Finance And Planning' Chapter 3 Para 3.4.2)

17. Other Recommendations:

a) Provision needs to be incorporated in the e-Office platform to enter daily activities of employees for performance evaluation.

b) Adequate provision needs to be incorporated in the e-Office to monitor movement of files and performance of employees.

c) Standard templates need to be developed for easy and speedy examination of proposals and for noting. Noting pattern is systematic.

d) Services of secretariat personnel trained in work study, e-Governance etc. are not utilised properly. They are given other posts on extraneous considerations.

e) In-house training centre in P&ARD needs to be revamped to suit training needs.

f) Possibility of providing online /offline information on file tracking through VFC's with the help of Akshaya Centers needs to be explored to minimise the number of visitors to Secretariat

g) Government of Kerala portal need to be a comprehensive and professional one. All the GO's notifications rules, laws with updated amendments have to be published promptly.

h) In order to reduce the number of files forwarded to advisory departments by the administrative departments a reference desk shall be set up at the Secretariat to quickly address common issues, such as those related to KSR.

i) Empowered Committee chaired by the Chief secretary shall be formed to handle all inter departmental issues.

j)   No need of sending files to all the levels of US-DS-JS-AS-SS. The following levels shall be adopted:

Assistant > Section Officer > Under Secretary > Joint / Additional Secretary > Secretary/Minister.

Assistant > Section Officer > Deputy Secretary > Spl.Secretary / Secretary / Minister.

k)**.**   There needs to have reduction in the number of files sent to Finance Department. Items included in budget with sufficient provision need not be send to Finance Department. Monthly ceiling based on expenditure needs to be given to each Administrative Department.

l)**.**   Authority to approve LWA applications shall be delegated to lower levels/department as no value addition is done by Secretary/Minister.

m).   Time limit shall be prescribed for keeping files by Ministers/Secretaries or the Officer authorized for final decision.

n).   Issues of unequal distribution of work:

A Comprehensive work study of Government Secretariat needs to be carried out. As part of this exercise effort needs to be taken to find out the subjects which are to be handled in line departments or sub offices and are unnecessarily handled in secretariat. Structural rearrangements suggested in previous chapters, clear orders of administrative delegation of authority, financial delegation of authority and revision of Rules of Business etc. needs to be a natural outcome of this comprehensive work study. Work study wing in the proposed PG&AR Division of P&AR Department shall lead this

study by engaging a professional outside agency with experience in functioning of government systems.

o).   Considering the policy of government to make transactions paperless, all the physical records in Secretariat need to be digitized and stored separately so that it can be retrieved as and when required. As most of the departments have switched over to e-platform to process files, physical records kept in sections/ departments need to be sent to Records department. Special drive needs to be conducted to enable the departments to send the physical records to Records Department in time bound manner. Since all new files are processed electronically, the possibility of keeping files in physical form should not arise after the special drive.

p).   It is brought to the notice of the Commission that 'Park' provision in the e-Office enables hiding of files from the rest of the hierarchy and progress on 'parked files' could not be monitored before submission by the official who 'Parked' the file.

Recommendation:

The Commission recommends rollout of 'single file system' in Secretariat as well as line departments. The Commission also recommends that all the e -governance reforms suggested in this chapter needs to be considered for immediate implementation. A dedicated team of officers headed by IT Secretary with adequate representation of IT Mission, IIITMK and selected TSPs needs to be formed to study Commission's suggestions on e-Governance in detail.

CHAPTER 5

INFRASTRUCTURE AND WORK ENVIRONMENT

Kerala Secretariat is over 150 years old. Foundation stone of the Secretariat was laid by His Highness Ayilyam Thirunal, Maharaja of Travancore in 1865 and was completed in 1869. Chief Engineer of Travancore Sri. William Barton was the architect. Original structure was planned to house royal durbar hall. Foundation stone for new building was laid by then Viceroy in 1933 and was opened in 1939 by Sir C.P. Ramaswamy Aiyar, Diwan of Travancore. Second Sri Moolam popular assembly was convened in the new building in the same year. The new building was known as Huzur or 'Puthen' kacheri and was renamed as Government secretariat in 1949.Kerala Legislative Assembly was also housed in the new building from 1939 till it moved to its own premises in 1998.New structures were added to the main structure of the Secretariat - South Block in 1961, South Sandwich Block in 1971, North sandwich Block in 1974 and North Block in 1982. Secretariat Annexes I and II, situated outside main campus of the Secretariat were constructed in 1995 and 2016, respectively.

Expansion of Secretariat buildings is not based on any architectural/technical study and assessment of available/needed infrastructure requirements or even according to standards of space requirement for functional needs prescribed by the PWD. New departments are created, or new sections formed without considering space constraints/availability and are squeezed into the limited space used by existing departments/sections. Insufficiency of space continues even after relocation of some departments to Secretariat Annex I and II. Corridors and verandas of Secretariat main campus - central, south, north and sandwich blocks, continues to be congested with makeshift cabins for officers cutting off ventilation/air circulation in these buildings. Another factor that causes

worry is that these buildings are not safe when fire and rescue standards are considered.

Relocation/reconstruction/renovation of the Secretariat buildings is a critical necessity and cannot be postponed for long. The Commission recommends the following measures:

a. It is brought to the attention of the Commission that government plans to remodel the Secretariat preserving its heritage character and make it suitable for continued use. However, ARC suggests that this may not be a feasible option considering the limited space available in the present premises. Government may consider shifting the Secretariat to a new place with sufficient land, within the city limits but at least 5 Km away from Palayam and construct a new Secretariat that caters to the requirements of at least the next 50 years. Places like Kochuveli, Karyavattom, Poojappura etc., may be considered as options. The present Secretariat central building may be conserved as a heritage building with required modifications to North and South Blocks and demolition of sandwich blocks. Annex buildings could be used for housing Commissions and Statutory Authorities in the State. New Secretariat needs to be constructed on modern and futuristic lines and integrating needed ancillary facilities like staff quarters, shopping malls etc.The whole area should be developed as a planned mini township.

b. Till a decision is taken on relocation of the Secretariat the following recommendations may be considered for implementation.

   1. There is no proper signage for secretariat departments and offices. Most of the departments and sections are scattered and officers are housed in different buildings or locations, making it difficult for the public to meet

officers concerned and get their grievances redressed. Proper signage will reduce ordeal of people in the secretariat premises to locate the office they need to go to.

2. Except for the office of the Chief Minister, Chief Secretary, Finance Secretary and of late of the Home secretary, there are no specified space for offices of Secretaries and departments. Many of the departments and office of concerned Minister, Secretary are located in different buildings. Departments, sections and officers including Secretaries of a department needs to be housed in adjoining locations of the same building. Each Minister needs to be located in the same building where departments under her portfolio function. This will enhance discipline and coordination in the organisation. It is argued that file processing in IT platform does not require Ministers and those who handle the files to sit together or be located at a single building. But grievances of people necessitating personal contact will always persist whenever files in the inboxes remain unattended or delayed.

3. Haphazardly constructed and cramped cubicles in the departments/related sections in Secretariat Main Block and Annex I building create unfavourable atmosphere for work resulting in lower productivity. Sufficient space for accommodating Assistants, Section Officers, Computer Assistants and the OA is not available within the cubicles allotted to the sections. There is no space for keeping files and even for free movement. During Assembly sessions, budget period, emergencies etc. employees are required to work beyond office hours and on holidays. Government needs to provide reasonable working atmosphere in the Secretariat. Layout of the sections needs to be redrawn and sufficient space provided to ensure at least minimum working conditions for effective functioning of the employees.

4. House Keeping division of General Administration Department needs to have clear vision and understanding about infrastructure and space required for efficient functioning of a department. Lack of co-ordination of House Keeping division with Electronics & IT Department regarding civil and electrical, network cabling etc., create issues that is detrimental to ICT activities. The division entrusts electrical and civil works to agencies without intimating Electronics & IT Department resulting in the agencies dismantling structures including network cabling and causing loss to the exchequer. Meetings between House Keeping division of GAD and the department of Electronics & IT needs to be held before commencement of any civil / electrical work. Physical structures shall not be dismantled without proper consent from those affected. Better coordination between GAD (House Keeping) and Electronics & IT Departments needs to be ensured.

5. There is no structured cabling in the buildings on the main campus. The secretariat buildings present a shabby look with multiple layers of cables in the corridors/verandahs. All unused cables/wires need to be removed from the buildings and proper underground/structured duct lines installed in place of the shabby and conventional installations.

6. Secretariat Central Library and Law Library have excellent collection of books. However, both are congested without sufficient space to keep all the books and without the benefit of modern Library Management Systemsany infusion of latest tools in Library maintenance. Secretariat Central Library and Law Library needs to be modernised. Government needs to take steps to shift both the libraries to a place with sufficient space for effective functioning. Centralised air-conditioning needs to be provided forthe users'

comfort as well as for enhancing shelf life of the books. Books can be displayed in optimizer storage system. The system uses intelligent design to provide more storage in the same space without compromising aesthetics of the library. Online access of books and periodicals may be provided to members using ICT. Use of online copies can be restricted during working hours. Existing books in these libraries needs to be digitised for promoting e-reading/e-learning. In this age of internet based information flow,and referencing opportunity needs to be provided to the members to download books and read/refer according to their need/choice,

7. At present, there is no scientific waste management system in Secretariat. Health and sanitation workers of Secretariat are not professionally trained in handling waste. Plastic waste is often burned along with paper and other dry waste in a small incinerator installed in the South Block. Existing incinerator needs to be replaced with an incinerator using advanced technology and with elevated discharge/exhaust pipes. The biogas plant set up at the secretariat canteen is defunct. Leachate coming out of it opens out to the drain in the nearby road and leads to rodent infestation. The biogas plant needs to be maintained properly. The proven 'Thumburmoozhy' model waste management of biodegradable waste or any other successful model maybe set up at a suitable location in the secretariat campus. Above all Green Protocol declared by the government needs to be strictly implemented in the Secretariat.

8. "Proper arrangements to be made for visitors to meet officers." (recommendation of 1st Administrative Reforms Committee, Government of Kerala – 19-8-1968). But even today there are no proper arrangements for visitors to meet officers despite several initiatives, including setting up

of visitors' facilitation centres based on recommendation of 3rd ARC. Visitors Facilitation Centres (VFCs), as the name suggests was setup as front office and helpdesk for the visitors. It was envisaged that these centres would provide information sought by visitors after collecting it from the officers concerned. Where there are constraints/difficulties in collecting such information, visitors are allowed to go over to the Section/meet the officer concerned. As the visiting time is from 3.00 pm visitors have to wait at the VFCs itself. Comfortable seating, fan and drinking water facilities were to be arranged in all the VFCs. But most of the envisioned arrangements have not been provided and gradually enthusiasm shown in the initial period has diminished. Visitors' Facilitation Centers have become 'token dispensing' (entry pass) counters. Officials deployed to these stations are neither trained nor accustomed to public relations. They function as any other unit in the secretariat. There is no one accountable to ensure that services of the Visitors' Facilitation Centers are people friendly and cater to the requirement. The five to six Assistants/Office Assistants and the section officers and the ancillary staff including the police personnel are wasting their time and energy for futile exercise of token dispensing.

It is noticed that only 30 to 40 percent of the visitors are presently using VFCs and that too for getting entry pass. Majority of visitors enters the Secretariat campus using political or bureaucratic contacts. Most of the visitors who approach VFCs desire to visit the section or officer concerned in person and discussissue of their concernas they believe that only such personal interaction would be effective in conveying their grievances and get redress. Therefore, it may be advisable to keep VFCs as places for visitors to wait comfortably till permitted entry time and allow them to keep

their belongings safely till their return. Adequate waiting area, with proper seating, facilities like TV, Newspapers, well maintained toilets etc., may be provided for the public, especially for the disabled, senior citizens etc. who visit the Secretariat for various purposes. It is essential to provide drinking water facility to the visitors.

VFCs need to provide visitors information about name, location and other required information to assist visitors to locate department/ section/ officer. There is no need to restrict entry to, after 3.00 pm. Government needs to consider allowing entry of visitors at any time during office hours. If the number of visitors to a particular section or officer is high, VFC can regulate entry suitably after contacting the section or officer concerned. Availability of officers, Secretaries and ministers and time of appointment shall also be fixed by VFCs after getting approval of concerned offices/officials. VFCs need to provide legends and proper directions in writing to visitors to find a particular section or office in the Secretariat. VFCs may also function as Call Centres for providing general information about the Secretariat, contact numbers of officers and sections, availability of officers and ministers etc., when contacted by public over phone or through e-mail etc. In the interests of ensuring security, no access other than through VFC system should be permitted. In the case of VIPs, there should be facility in the office of the Protocol Officer to issue emergency passes through the same system used in the VFC.

9. Visitors to the secretariat include people who are weak, old aged and persons with disabilities. Secretariat with its sprawling buildings is a major challenge for the above group of people. Even though they manage to reach the VFCs, further movement from building to building is a major hurdle.

Hence there is an urgent need for equipping VFCs to provide information concerning their petition/ complaints etc. In the rarest of occasions when they want to move from one building to another in the secretariat, they need to be given access to wheelchair and battery operated/electric vehicles.

10. Parking is a major issue in all urban centres. This is true in the case of Secretariat also. During working days secretariat premises are overcrowded with vehicles of secretariat employees and other official vehicles. Vehicles of other departments and of visitors add to the chaos. This situation needs to be remedied urgently. Parking space, either over ground or underground needs to be provided inside or in the vicinity of the campus.

11. A large part of the area in the corridors and verandas are built up with cabins of officers of various ranks. Unscientific partitioning coupled with poor design prevents proper ventilation and has converted secretariat buildings into unhealthy work environments, not conducive for productive work. Most of the fans installed are not energy efficient. Energy consumption can be reduced if Centralized Air Conditioning System with split options is implemented throughout the Secretariat. ARC recommends conduct of requisite energy audit of connected load and the scope of installing centralised air conditioning in the Secretariat. Government also needs to take action for use of solar energy for the secretariat buildings as part of its energy policy.

12. Proper waiting areas for visitors on official business, and for the public needs to be provided. Waiting area needs to be provided outside conference halls/ committee rooms. Necessary provision for recharging Laptop/mobile phone, minimum work space, facility for net browsing and printing documents, drinking water etc. also needs to be provided in these waiting

areas. These facilities may be earmarked strictly for visiting dignitaries and precautions need to be taken to ensure the area is not used as resting places for the employees.

13. Hostel and Quarters facility for Secretariat staff is essential especially in view of roll out of punching system. Government may draw out a project for constructing flat complexes for Secretariat staff through salary deduction scheme. 2&3 BHK flats can be constructed and allotted to the staff. In addition, separate hostels also may be constructed and allotted to the staff on rental basis. Transport facilities may be provided from these facilities to the Secretariat, so that it will reduce the dependence on private traffic and thereby the pressure on the parking requirements and reduce congestion on the roads too.

14. There is no need to change rooms of Minister and minister's office every time a new ministry takes charge. There needs to be permanent/earmarked office space for Ministers and Secretaries. As far as possible, Administrative Departments, Sections, Officers' cabin and office of Ministers and Secretaries may be adjacent to each other.

Recommendation:

ARC recommends that the suggestions given above for improvement of infrastructure and working environment in the Secretariat may be adopted.

CHAPTER 6

OTHER RECOMMENDATIONS

1. Most of the work for framing Special Rules of any department is done in the Secretariat. Yet the Secretariat has no Special Rules of its own till now. Absence of special rules tends to create anomalies in service matters including cadre structure. Government needs to take time bound action to frame special rules for the secretariat to ensure transparency in service matters of secretariat employees.

2. Quota and by-transfer appointments to various cadres in Secretariat cause erosion in quality of employees. Therefore, promotions from Section Officer to Under Secretary need to be based on qualifying tests. This may be entrusted to KPSC. Employees selected for lateral entry to the service shall be mandated to pass competency test conducted by Kerala Public Service Commission.

3. Subordinate legislation, Project evaluation, preparation of audit replies, Budgetary processes like preparation of budget proposal, Plan preparation and objective evaluation of schemes, Supplementary Demand for Grants, Re-appropriations, Additional authorisation etc., are the other major areas, where average Secretariat Assistant has limited knowledge or awareness. Special attention needs to be given to these areas while preparing training plans for Secretariat staff. ARC is of the view that the training centres under Finance department (Centre for Training in Financial Management – CTFM) and P&AR department shall be merged and an in-house training centre in line with P&AR department's training centre be reestablished in the Secretariat campus.

The concepts and objectives behind the P&ARD training centre shall be adopted with addition of the objectives of CTFM. All the training needs elaborated above except Induction trainings and refresher trainings shall be conducted in the proposed in-house training centre in the Secretariat campus. Induction trainings and refresher trainings shall continue with the IMG.

4.   Induction as well as in-service trainings is to be imparted compulsorily to all officers in the Secretariat based on a training calendar that should be drawn up for an employee. The Phase I to Phase V training provided by the Department of Personnel and Training for IAS officers can be a reference model. In the case of selection posts, advance training could be given to officers included in the select list before promotion. Secretariat staff must be given training on new schemes of projects along with line department staff. Comprehensive training plan shall be developed for the Secretariat based on Training Needs Analysis (TNA) by IMG which has adequate expertise in the subject. Immersion visits shall be made a part of the induction training, to assist employees to understand what is expected of them. Structured training programmes needs to be prepared for Special Secretaries and Secretaries and shall be conducted by organizations of international or national repute.

5.   Deputation to foreign service shall be with the consent of the employee. Other deputations on administrative exigencies or to cadre posts shall be on seniority basis. The junior most person shall be sent first. Such deputations shall be for a maximum period of 3 years and minimum of one year. The only exception to this rule of seniority is when a job needs specific or specialized skills that a particular officer might possess. Such

exceptions shall be made only after careful evaluation by the Secretary of both the lending and receiving departments or by the concerned Secretary if the lending and receiving departments are the same.

6.   Confidential Assistants could be re-skilled and posted as Office Managers. Nomenclature of the post may also be changed accordingly.

7.   Difficulty in retrieving records in the wake of e-Office roll out is an issue that needs to be addressed urgently. Digitised records of disposals are not readily available online. Steps shall be taken to resolve this problem.

8.   ARC suggests that the post of Computer Assistant needs to be a common pool. Assignments for typing/ data entry shall be send to the Common Pool for processing and return. An online system of job queuing, and work assignment should also be developed. Supervisors shall ensure prompt action in all matters/ assignments entrusted to common pools.

9.   Gazetted Officers and NGOs in Secretariat are members of a single union. This system is against basic principles of administration/civil service and Kerala Government Servants Conduct Rules. ARC recommends that this issue needs to be addressed by the Government immediately as it adversely affects the morale/efficiency in supervisory duties/responsibilities of senior officers in the Secretariat. Government needs to take steps for formation of separate unions for Gazetted and Non gazetted officers to improve efficiency of the Secretariat employees.

10.   It is a fact that work distribution among various sections, seats and departments in Secretariat is unequal.Functional review suggested earlier in this Report is relevant in this regard. The following related points are worth reiterating. Work study of all departments including

Law and FD will enable assessment of workload and procedural issues in all seats, sections and departments. Comprehensive review of work done in the Secretariat needs to be carried out through professional agencies/institutions with sufficient experience in government systems and process re-engineering in government. Discussions need to be held with Secretariat employees and organisations before implementation of the recommendations. Based on the recommendations or outcomes of the above said study and review, the government secretariat needs to be restructured to meet present and future needs of the State. Taking the report as a basis government needs to identify and list out items of work that are not necessarily be done in Secretariat and works that needs to be done in the Secretariat. This may be done by appointing a Committee of Secretaries with representation of service organisations. The redistribution or process reengineering of secretariat functions shall be effected only after such a pruning and adding exercise.

11. Employees entering Secretariat Service needs to serve in a department for a minimum period of five years in various capacities -from Assistants to Under Secretaries, and on promotion to Deputy Secretary she shall opt for a particular area of work of her own choice. Posts in Secretariat above the level of Deputy Secretary needs to be bundled together based on the nature of job. Suggested bundling may be: Service Matters; Plan, Programmes & Projects; Accountability, Inspections & Grievance redress; Legal Matters; Procurement& Purchase; Regulations& Enforcement etc. Government may, as far as possible, ensure that promotional postings are done accordingly.

12. **The employees shall first be posted at the Panchayat level, and later through the Taluk level offices and district level to the State Secretariat. This shall be done as field placement as part of Induction training of Assistants in Secretariat. Induction training shall be for a period of six months as in-service training. Institutional training will be completed in first three months and the remaining three months at different offices of various levels as suggested above. This will ensure that employees possess adequate knowledge regarding the ground level operations as well as issues of the general public.**

13. **ARC recommends formation of an Empowered Committee chaired by the Chief Secretary to resolve inter-departmental issues. Convener should be the Secretary of the concerned department. Secretaries of Finance, Planning, Revenue, Environment and newly created Programme Implementation and Monitoring department maybe members of the Committee.**

14. **Systems for review and monitoring are not functioning properly. To ensure prompt implementation of government decisions/ instructions/orders effectiveness of existing systems need to be assessed. Monthly review of functioning of line departments needs to be held regularly by Secretary of AD, preferably through VC. HoD and senior officers of the Directorates and Officers of the AD shall attend the monthly review meeting. Follow up actions on the decisions and deliberations shall be monitored by designated section in the AD. Outcome or Minutes of the meeting shall be made available to the Minister concerned.**

15. **Special Secretaries need to be capable to hold independent charge of any department, irrespective of what tenure is left for them in their cadre. The post of Special Secretary should be filled up only with competent officers selected from among the Additional Secretaries through a rigorous selection process by the KPSC.**

16. **Government needs to study the current system of posting Confidential Assistants, typists, driver-cum-OA and consider pooling their services for more effective utilisation.**

17. **Officers from Deputy Secretary and above are given one Confidential Assistant for taking dictation and proper management of files in the office. With the advent of ICT enabled file management in Secretariat CA post has become under- utilised. Typists (Computer Assistants) are a vanishing category as employees are expected to use electronic file processing that includes drafting and approving. The conventional system of attaching one typist to one section may be replaced with an independent pooling system for the major departments and combined pooling system for comparatively smaller departments. Services of driver-cum- OA may also be assigned through pool-based assignment of duties**

18. **As per KCS (CC&A) Rules all HODs needs to forward quarterly consolidated reports on disciplinary proceedings to the Secretariat for review and further action. But that procedure is not followed at present. Absence of timely review and feedback result in increase in the number of appeals / reviews at Secretariat. Coordination of the consolidated quarterly reports at the level of Vigilance Department may be strengthened by examining such details based on various provisions**

specified in KCS (CC&A) Rules and Manual for Disciplinary Proceedings. Secretariat Departments may consolidate the reports of the departments under their administrative control and forward the same to Vigilance Department who in turn will review the issue and issue directions to the concerned. Proper training may be given to those employees who are positioned in Vigilance Department.

19. Authority for issuing administrative sanction up to Rs. 10 crores shall be delegated to the Heads of the Departments and above Rs. 10 crores to the Secretaries, after placing the matter before the Departmental Working Group. Representative of Finance Department needs to attend all meetings of Departmental Working Group. Decision of the Working Group shall be final. Further file movements to FD, SPB etc., may be dispensed with as was envisaged in the original design of the Working and Special Working Groups.

20. Unnecessary routing of files to Finance Department needs to be limited and financial authority for release of funds to be delegated to the Secretaries of Administrative Departments.

21. Project Schedules prepared through the available software based on modern scheduling technique (Program Evaluation Review Technique (PERT) / Critical Path Method (CPM)) should also be approved along with administrative sanction for project implementation.

22. The administrative control of SPARK, MEDICEP, SCORE, VEELS etc. needs to be handed over to the respective Administrative Departments. It will help Finance Department to concentrate more on aspects of

Financial Management like resource mobilisation, rationalisation of expenditure, amortisation and debt servicing, budget, etc.

23. At any point in time, there would a significant number of proposals send by the State Government to various Ministries in GOI that would be pending. Some of these are discussed in the MPs conferences held periodically by the Chief Minister and the MPs are given necessary information including past correspondence etc. to help them follow up the same. The Kerala House also functions as a mechanism to follow up cases in the various Ministries – but mostly on request from the Secretaries. However, there is no systematic method of following up such proposals.   It is felt that the monitoring of project proposals pending with GOI can be more effectively done by constituting a separate cell placed under the proposed Programme Implementation& Monitoring Department in the Secretariat.

CONCLUSION

All reforms of state administration need to start from the secretariat as reforming the secretariat will have far reaching impact on all other arms of governance. Any effort at reforming other agencies of government without implementing needed reforms in the Secretariat will remain a futile exercise. The first principle of 'Right to Service' is people centered delivery of services. The Commission has suggested several reform measures across various sectors in its earlier reports for ensuring people centered service delivery. Recommendations in this report are intended to accelerate the process through reforming the apex body of state administration.

" – in the last analysis good administration has its foundations in the integrity and efficiency… sturdy independence, and the devotion to duty not only of the civil servants, but of those that compose the government; of members of the Legislative Assembly, and indeed, of the people as a whole. Democracy is one of the most difficult types of Government to work. It cannot until and unless all parts of it work in unison, are imbued with the same ideals, and also with a deep respect for one another. Without these no reforms will succeed; with these none may even be necessary. What is really required in the context of building up of a welfare state is not administrative reform but administration; not productivity councils but production; not management associations but management; and not an increasing flow of words but plain, hard, honest work."

2nd ARC, Government of Kerala

Proposed Scheme for restructuring of Secretariat on 'Functional' basis

Here, the Commission is discussing a novel idea of ***functional reorganization of Secretariat***. In the functionally reorganized Secretariat, there will be *'**Administrative Units'**(AUs) and '**Specialised/Consultative Units** (SUs).Entire Secretariat will be divided as such. Concept behind this functional reorganization is that while '*Administrative Units'* focuses on various administrative matters of individual field departments/ institutions/ agencies as presently being done, the '*Specialised Units/ Consultative Units'* views every matter referred to them through a holistic perspective of the whole State. It is presumed that the proposed SUs will have all the updated data and information specific to that specialisation and also the allied/related sectors. File flow from field department to Administrative Unit to Specialised/ Consultative Unit and back is a process of '*Particula*r *to Whole'*. This is a paradigm shift from the present style of departmentalism and compartmentalism to holistic and converged governance and will be conduce for joined up functioning of departments.

For example, '*Plan& Budget' Administrative Unit* under Agriculture Department in Secretariat approaches a plan or budget proposal forwarded from Agriculture field department from the perspective of that particular department. Whereas '*Specialised Unit/ Consultative Unit' of 'Plan & Budget'* approaches the proposal from the perspective of entire plan & budget of State of Kerala. In this process, Administrative Unit of Plan& Budget under Agriculture department will have access to data pertaining only to agriculture and the Specialised Unit/ Consultative Unit to all the data related to agriculture and allied sectors like animal husbandry, fisheries, dairy etc. This will assist agriculture department to finalise proposals from the perspective of the whole State. Specialised Unit/ Consultative Unit of Plan& Budget will function as a repository of all data and *a convergence point in agriculture and allied sectors'* development and governance. This functional

restructuring ensures consultation with other departments for advice/ remarks to be function specific and not subject specific.

Distribution of work among various departments, sections and seats in Secretariat is done on the basis of subjects or sub-subjects. For example, Revenue (E) Section is dealing with establishment matters of Survey and Land Records department and matters related to Survey and Boundaries Act. There are 3 seats in Revenue (E) section. Establishment matters excluding disciplinary action but including service matters of non.gazetted officers is allotted to E1 seat whereas E2 seat is allotted disciplinary action of all officials in S&LR Department. Though Revenue (E) section is generally meant to deal with establishment matters, E3 seat is allotted with papers on Survey and Boundaries Act, Transfer of Registry act etc. There is no logic in the distribution of subjects. Only criterion is more or less equal distribution of work in the section instead of functional distribution of work. In Functional division, work allocation is to be based on functions. Functional components –subjects dealing with service (Kerala Public Services Act, KSR,KS&SSR, KCS&CCA Rules, etc.), establishment (post creation, continuance sanction, office management, budget etc.) accountability (audit, internal vigilance, inspections), petitions, matters of legislative assembly including LAIs and Committees , legislation , subordinate legislation, project proposals, plan formulation, management of vehicles, land assignment, land acquisition, land management, environment protection, purchase of stores, lease – rent- mortgage related matters, project appraisals (infrastructure, industrial, others), housing, roads, buildings, bridges, survey and boundaries, transfer of registry, power and energy, budget , funds, expenditure, resources, etc.etc. (not exhaustive)may be the Specialised/Consultative Units in General Administration, Finance and Law departments in Secretariat.

Those who enter Secretariat service will be transferred at specific intervals/ tenure as may be decided, among various Administrative Units and Specialised Units. And, when an officer reaches higher echelons in service, she will be competent and skilled with balanced knowledge in public administration.

The following illustrations attempt to explain the concept and mode of file processing in the reorganised scenario of Secretariat. List of proposed Administrative Units and Specialised/ Consultative Units and illustrations to explain the concept, based on four selected probable scenarios of proposals or communications from field departments to Secretariat are given.

Scenario 1 - A Plan proposal from the Head of Department of Agriculture Department

Director of Agriculture forwards a proposal suggesting implementation of a comprehensive programme/ project for transforming agriculture as livelihood for a family. Name of project is 'Agriculture- A complete Livelihood'. The project is intended for assuring reasonable livelihood through agriculture by aligning all forward and backward linkages - soil test, manure/ fertilizer supply, labourers, providing agricultural implements, exploring possibility of goat rearing/ piggery/ poultry etc., marketing facilitation, financial support, warehousing facilities, chilling plants, fodder, medicines and treatment etc. All the agricultural produces/ commodities from vegetables to cash crops are covered under the project. Involvement of LSGIs, various departments, cooperatives, Horticorp, VFPCK and such other stakeholders are envisaged. It is proposed to be implemented as a pilot project in Kottayam district. Suggested period of project is 5 years from 2020-21. Total cost of the project excluding salary of permanent staff but including other recurring expenses will be 100 crores.

The proposal needs to contain the following details. (It is presumed that the proposal is in digital template and the file from HoD itself is in 'single file system' as recommended by ARC in its 3rd report 'Personnel reforms'.

Why the proposal? (Issues or problems to be addressed and background for the suggestion)

Summary of the proposal (In 1-2 paragraphs)

Whether a Feasibility study has been conducted, If yes, attach the Report. If no, why.

Whether a DPR is prepared, If yes, attach DPR. If no, Why.

Target group of beneficiaries.

Number of families/ persons covered under the project.

Whether any similar running projects/ programmes in the department.

Is there an 'Activity Calendar' for the project?

Implementing agency/ department.

Mode/ method of implementation

Other stakeholders including departments/ agencies and their roles and responsibilities in the project to be specified in detail.

Non- government stakeholders

Proposed organisational set up.

Whether any legal issues involved.

Whether all the statutes and regulations have been considered. Specify relevant Acts, Rules, Regulations.

Whether Environmental Impact Assessment has been done, If yes, result.

Probable hitches in implementation. How to address.

Whether any bidding, contracts or agreements needed. Details.

Expected outcome of the project in terms of economic and social development, employment generation- direct and indirect, asset creation in beneficiary families, social assets, quality of life etc.

Which are the *Functional Components* involved: Post creation/ deployment, procurement, legislation, Vehicles, Funds, Audit etc.

A check list of above items and attached documents.

After the proposed reorganisation office sections in secretariat will be the Front office/Tapal section of the Administrative Department. In the above mentioned case the proposal in digital file format is received in the office section in Agriculture Department in Secretariat. Every communication whether it is a plan proposal, disciplinary action, service matter etc., shall have unique code numbers for easy

identification of category of the file/ communication. Say, the above case has nomenclature '0000-AGRI-02-00-2020'. Here, 0000 will denote the file number, AGRI denotes Agriculture department, 02 is the code for 'Plan proposal' based on Main functional component for sending the file to Specialised Units/Consultative Units, if needed and 2020 is the year. Immediately on receipt the Office section sends the file to 'Plan& Budget' section under Agriculture Administrative Unit(AU) as it bears the code 02. 'Plan& Budget' section in Agri AU verifies the checklist and starts examination of the file. Functional component analysis need be done first. In the case under reference there are four functional components – Plan and Budget, Procurement, Project Evaluation and Service Matters. There is inbuilt mechanism to facilitate dividing the main digital file in to as many sub files as possible/needed. Therefore, 'Plan & Budget section in Agri AU divides the file in to 4 sub-files and simultaneously sends to the concerned Specialised Units (SU) handling the functional components. Each sub-file needs to specify the aspect on which the concerned SU is to offer its remarks/ concurrence. (Where there are more than one Section in a particular SU, such Specialized Units in Secretariat shall be allotted SU numbers viz SU-1, SU-2, SU-3 etc). When the file reaches a specific Specialised Unit, that unit will incorporate SU number concerned in the file nomenclature shown as 4th '00'. Meanwhile it is possible to seek remarks of other stakeholder departments under the AU itself. Every AUs and SUs will have its own hierarchical levels for file examination.   After careful examination with a holistic perspective, SUs will offer their remarks and send back the sub-files to 'Plan and Budget Section' in Agri AU. Now the Plan and Budget section in Agri AU is in a better position to examine the proposal with all the views and remarks of SUs and decide whether the proposal is eligible for inclusion in the Plan or any changes are needed or to reject the proposal. The same file with government decision will be send back to the HoD. If the proposal is eligible for inclusion in the plan, the Proposal (not file) will again be forwarded to 'Plan and Budget' Specialised Unit for onward transmission to State Planning Board as part of Plan preparation process.

Scenario 2- **An infrastructure development project proposal from Transport Department.**

This is an arising proposal from the Administrative Unit of Transport department in Secretariat. The proposed project is to establish a Multi modal Transport Terminal at Vytilla, Kochi. The idea was initiated originally by the political executive and an SPV for this purpose is set up already. The SPV is 'Vytilla Mobility Hub society' (VMHS). VMHS is under direct control of Administrative Department of Transport in Secretariat. A Feasibility study has been carried out by VMHS with the help of M/s Kitco Ltd. Total project cost is rupees 700 crores. Feasibility Report has been forwarded to Transport Department in government by VMHS for approval.

The proposal should invariably contain the following details. (It is presumed that the proposal is in digital format and the file from VMHS itself is in 'single file system' as recommended by ARC in its 3rd report ' Personnel reforms').

Why the proposal? (Issues or problems to be addressed and background for the suggestion)

Year of Feasibility Report.

Executive Summary of the project .Attach the Feasibility Report.

Whether a DPR is prepared, If yes, attach DPR. If no, Why.

Social and economic benefits of the project.

Business Model of the project.

Whether any similar projects implemented in the State.

Is there an 'Activity Calendar' and Time Lines for the project?

Implementing agency/ department.

Other stakeholder departments/ agencies and their roles and responsibilities in the project to be specified in detail.

Non- government stakeholders

Proposed organizational set up.

Whether any legal issues involved.

Whether all the statutes and regulations have been considered. Specify relevant Acts, Rules, Regulations.

Whether Environmental Impact Assessment has been done, If yes, result.

Probable hitches in implementation. How to address.

Whether any bidding, contracts or agreements involved. Details.

Expected outcome of the project in terms of economic and social development, employment generation- direct and indirect, social assets, quality of life etc.

Which are the *Functional Components* involved: Post creation/ deployment, procurement, vehicles, Funds, Audits, Project Evaluation, Conveyancing etc.

ROI or IRR of the project.

Source of Funds- Budgetary, Extra- budgetary like KIIFB, Multilateral funding, PPP etc.

Whether preliminary consultations have been made with Stakeholder agencies/ departments etc. Result thereon and reservations, if any.

Whether land is required. If yes extent and source.

Whether rehabilitation of people is involved; if so, cost.

Whether construction of buildings or other permanent structures required. If yes, cost of construction.

Source of natural resources like sand, aggregate, stone etc.

Whether Technological applications are involved. If yes, whether available with government, If not how to acquire technology.

Whether Machinery needed, Source and availability.

Whether Power supply is available; If not alternatives.

Force majeure situation in construction phase

A check list of above items and attached documents.

Here, in the above mentioned case, the proposal in digital file format is received in the Front Office cum Tapal section in Transport department in secretariat. Every communication whether it is plan proposal, disciplinary action, project proposal,

service matter, or the like, needs to have unique code numbers for easy identification of category of the file/ communication. Say, the above case has the nomenclature '0000-TRANS-03-00-2020'. First '0000' will denote file number, TRANS denotes Transport department, 03 is the code for project proposal, 4th '00' is for denoting Specialised Unit based on main functional component.(every Specialised Unit will be denoted by a two digit number) and 2020 is the year of proposal. Immediately on receipt the Front Office/Tapal section sends the file to 'Plan and Budget 'Section under Transport Administrative Unit (AU) as it bears the code 03 (All project proposals and other proposals for inclusion in Plan shall be handled in 'Plan and Budget' Section. 'Plan and Budget section in Transport AU verifies the checklist and starts examination of the file. First of all, a Functional Component analysis need be done. In the case under reference there are six functional Components viz, Plan and Budget, Procurement, Project Evaluation, Infrastructure- Buildings, Environment and Funds. There is inbuilt mechanism to facilitate dividing the main digital file in to as many sub files as possible/needed. Therefore, 'Plan and Budget section in Transport AU divides the file in to 6 sub-files and simultaneously sends to concerned Specialised Units (SU) handling above said Functional Components. Each sub-file needs to specify the aspect on which the specific SU needs to offer remarks/ concurrence. 'Funds' SU may exam the proposal on the possibility of using extra budgetary resources instead of budgetary provision , 'Project Evaluation' SU in Programme Implementation and Monitoring department (proposed) could analyse the project on financial requirement, sustainability and revenue streams and 'Procurement' SU examine aspects of procurement of services such as consultancy and procurement of bidding entities etc. In the meanwhile, it is also possible to seek remarks of other stakeholder departments under the AU itself or with other stakeholder AUs. Every AUs and SUs have its own hierarchical levels for file examination. After careful examination with holistic perspective SUs will be in a position to offer their remarks and send back the sub-files to 'Plan and Budget Section in Transport AU. 'Plan and Budget section in Transport AU' is now in a better position to examine the proposal with the views and remarks of

SUs and decide whether the proposed project is technically feasible and economically viable for inclusion in the forthcoming Plan, or any changes needed, or to reject the proposal. The same file with government decision will be send back to VMHS . If the proposal is to be included in the plan the Project Proposal (not file) will again be forwarded to 'Plan and Budget' Specialised Unit for onward transmission to State Planning Board as part of Plan preparation process.

Scenario 3- **A WP (C) from High Court / OA from KAT.**

XXXX in Public Works Department, while working as Overseer Grade-I, was promoted to the post of Assistant Engineer during 2010. Her probation in the cadre of Assistant Engineer has not been declared so far. Though she had not passed the necessary departmental tests, on completion of 25 years of service and attaining the age of 50 years she submitted application for declaration of probation before the Chief Engineer. Since her probation was not declared several of her juniors were promoted as Assistant Executive Engineer, whereas she was not considered by the DPC (Higher) for promotion to the post of Assistant Executive Engineer. Several representations filed before the Chief Engineer remained unattended. In the circumstance she filed OA before the Kerala Administrative Tribunal with a prayer to direct the respondents (Ist respondent - Chief Engineer and 2nd respondent - Secretary to Government, PWD) to consider her for selection and appointment to the post of Assistant Executive Engineer in the ensuing DPC.

In this case Office Section of the P&ARD sends copy of OA received from the Registrar, KAT to respective AU in P&AR Department which deals with the Service Matters of Public Works Department. On receipt of the same AU will check the following aspects in consultation with Chief Engineer, PWD within a fixed time.

Send communication to the GP (Advocate General in the case of HC) for defending the case on behalf of Government.

Whether any action or orders of Government has been challenged. If not CE, PWD will be entrusted to file Counter Affidavit on behalf of government also.

Prepare Statement of Facts ensuring inclusion of the following points

Reason for delay in declaration of probation/ eligibility for declaration of probation

Whether disciplinary action/vigilance case is pending against the officer

Whether she was suspended from service, if so, was the period regularised

If disciplinary action is finalised check the duration of punishment

If she is eligible to be considered in DPC her position in the Seniority list

Consultation with Specialised Unit for clarifying rule position

Send Statement of Facts to Law Department for scrutiny

Send it to the Advocate General's office

Filing of reply Statement

Scenario 4 - Disciplinary proceedings against a State Service Officer in Rural Development department.

Under Rule 13 of the Kerala Civil Services (Classification, Control and Appeal) Rules, 1960, Government shall delegate to concerned authorities imposition of penalties specified in Section 11 of the Kerala Civil Service (Classification, Control & Appeal) Rules, 1960. Notification is required specifying the disciplinary authorities. The officers who process and take decisions should be familiar with disciplinary rules, procedures and connected orders and circulars. Ignorance and negative attitude are major reasons for delay in processing files on disciplinary proceedings. Proposals/ recommendations for disciplinary proceedings may originate from the following entities.

1. Vigilance Department
2. Commissionerate of Rural Development Department
3. Finance Inspection Wing

4. Store Purchase Department
5. Courts
6. Commissions like Human Rights Commission, Women's Commission etc.
7. LSGD

Any authority which moves the disciplinary authority to institute disciplinary proceedings shall conduct preliminary enquiry as may be necessary to ascertain whether *prima facie* grounds exist for disciplinary action. For example, government decided to initiate disciplinary proceedings against a BDO based on the report / recommendation from the above said authority/authorities. The proposal is first received in P&AR (RD) Department (through tapal section)- the Administrative Unit which processes service matters of BDOs. The department concerned should meticulously examine the report / recommendation in detail and specify the following information:

Who is the alleged officer

Designation and address of alleged officer.

What is the allegation.

Date/period of commission of the alleged act.

Whether the officer retired from service or not.

Date of superannuation of the alleged officer.

Whether the allegation is grave or not.

Preliminary enquiry report with statement of the alleged officer and witnesses.

Service details of the alleged officer.

Suggestion as to whether minor or major penalty.

Whether the alleged officer is under suspension

Details of previous disciplinary action (s)/punishment (s) awarded.

If relevant details are not available, the proposal for disciplinary action needs to be returned to the authority which forwarded it for prompt resubmission after rectifying defects. Or else, proposal shall be submitted for taking orders from the

competent authority. Since the disciplinary authority of BDO is the government, in the absence of specific delegation of powers the matter needs to be brought to the notice of the CM or Minister concerned for taking decision in instituting disciplinary action. The competent authority (minister in charge of P&ARD) shall specify in writing whether action needs to be initiated for major or minor penalty. On getting orders, further steps shall be taken in accordance with the Kerala Civil Service (Classification, Control & Appeal) Rules,1960 and Manual for Disciplinary Proceedings. The P&AR (AU) Dept should ensure that, if disciplinary action for major penalty (Reduction to a lower rank in seniority list or to a lower post or time scale or to a lower stage in the time scale, Recovery from pay, withholding of increment with cumulative effect, Compulsory retirement, Removal from service, Dismissal etc.) is warranted, the entire records connected with the case needs to be sent to KPSC along with letter seeking advice as required under R.20 and R.21 in Part I of the Kerala Public Service Commission Rules of Procedure. In cases where such records cannot be furnished / or should be withheld in public interest, report or information justifying it shall be furnished to the Commission. It shall be the duty of the P&AR (RD) Dept to consult Vigilance Department if the disciplinary action was initiated based on recommendation of the Vigilance Department. After completing procedures and formalities, with the orders of the CM/Minister, final orders on penalty is issued by the Secretary in charge of the P&AR (AU) Dept. The P&AR (AU) Dept needs to complete the entire process within 90 days.

Files (manual/digital) on disciplinary proceedings needs to be routed in the following manner.

Office Section- Administrative Unit (AU) of RD Department in P&HR Division in P&AR Department – Specialised Unit (SU) of Service Matters - Administrative Unit (AU) of RD Department in P&HR Division - Secretary (LSGD) - Minister (LSGD)/ CM and back to AU.

The AU in P&HR Division needs to maintain necessary registers prescribed in the Manual for Disciplinary Proceedings for proper follow up action and for future reference.

Prerequisites for Functional file processing:

All proposals/ communications/ files need to be classified in to specific categories and code numbers given. This code numbers will be same throughout the state. e.g., Service matters- code- 01, Project proposal- code-02, Funds-code- 03, Progress report- code-04, Periodical reports- code-05, Grievance redress- code-06, Audit-code-07 Establishment matters- code-08 etc.

Probable functional components involved in various scenarios and categories shall be identified and code numbers given. e.g., Plan& Budget-01, Purchase of Vehicles-02, Post Creation-03, Service Rules-04, Funds-05, Public Grievance-06, Project Evaluation-07,Legislation-08, Suits-09, Expenditure control-010, Funds-011, Building construction-012, Vehicles-013, Budget-014, IT& e-Governance-015 and so on.

Specialised Units (SUs) will be created based on the total number of functional components mentioned above - total number of functional components and the number of proposed Specialised Units will be same.

As far as possible, SUs may be placed as is done at present. SUs Legislation, suits etc. will continue in Law Department, Budget, Expenditure Control, Funds etc., in Finance Department, and Service Rules, Vehicles, Purchase, Plan and Budget, Work Study, etc. will be in different Administrative departments. SUs of Project Evaluation, Accountability, etc. may be placed under Planning Department and Public Grievance& Administrative Reforms Division respectively, but staffing of these SUs, except law department could be from Finance and General Administration on a 50:50 basis

Recommendations Related to Government Secretariat in Other Reports.

Sl. No	Recommendations in Brief	Reference
1	*Civil servants of Kerala shall be categorized into six levels;* **Supporting Staff:** Drivers, Office Attendants, Attenders, Lift operators, Sweepers and other similar employees. **Cutting Edge:** Lower Division Clerk, Upper Division Clerk, Typists, Confidential Assistants, Village Assistants, Head Clerks, Village Officers, Village Extension Officers and similar positions. **Supervisory:** Junior Superintendants, Deputy Tahsildars, Extension Officers in Rural Development Department, Assistant Section Officers, and similar positions. **Lower Management:** Senior Superintendants, Section Officers, Block Development Officers, Sales Tax Officers, Taluk Supply Officers and equivalent posts . **Middle Management:** Assistant Directors, Under Secretaries, Deputy Collectors, Deputy Directors, officers of KAS etc **Senior Management:** Sr. KAS officers, Joint Directors, Additional Directors, Directors (Non.IAS), Deputy Secretaries, Joint Secretaries, Additional Secretaries, Special Secretaries (Non.IAS), and similar positions .	Report-'Capacity Development of Civil Servants Kerala' Chapter- 9 Paras: 9.2.1 to 9.2.6

2	ARC recommends formation of a Training Division in the State, similar to Department of Personnel and Training (DoPT) of Government of India, to implement, coordinate, monitor and handhold STP and streamlining of capacity development initiatives. Training Division in P&AR Department will act as the Secretariat of the State Training Council (Refer Chapter VII).	Report-'Capacity Development of Civil Servants Kerala' Chapter- 9 Paras: 9.10
3	The formation of KAS is a landmark change that could bring a paradigm shift in the administrative system of Kerala. Officers recruited to KAS should be capable to meet the new challenges of the present administrative environment. KAS officers should be given sufficient opportunities for capacity development through intensive training in various disciplines. Commission recommends that the pattern of training of IAS officers shall be adopted for training KAS officers. (Refer Chapter VIII)	Report-'Capacity Development of Civil Servants Kerala' Chapter- 9 Paras: 9.16
4	There shall be co-ordination in deputing officers of various departments for training courses in institutions outside Kerala. Deputation for such trainings may be coordinated by Training Division in P&AR Department in consultation with Heads of concerned departments. Any training course outside the purview of Induction and Phase Trainings shall be with prior approval of Training Division in P&AR Department. Expenses in this connection shall also be met by State Training Council from the proposed Training Fund of the State.	Report-'Capacity Development of Civil Servants Kerala' Chapter- 9 Paras: 9.17.4

5	Proposed Training Division of P&AR Department shall draw up an exchange programme of trainees and trainers among select prominent Training Institutions in India.	Report-'Capacity Development of Civil Servants Kerala' Chapter- 9 Paras: 9.17.5
6	Rules under the Kerala Public Services Act, 1968 shall be reviewed and clarity brought in about the departments/ organisations that come within the purview of the Act.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-1 Para- 1.4
7	A separate wing or mechanism shall be constituted in P&ARD for formulation and speeding up the processes related to special rules. Framework for drafting special rules shall be prepared by P&ARD outlining broad principles for formulation of special rules. All special rules framed in the government shall conform to this mandate in its form and substance.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-1 Para- 1.14 (ii)
8	Government shall consider constituting a Consultative Committee with representatives from KPSC, departments and P&ARD for framing Special Rules and amendments.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-1 Para- 1.14(iii)

9	The officials in the P&AR Department shall be given training based on the modules developed on cadre management and review as they are given the responsibility for prescribing norms for formulation and evaluation of personnel policies in the Government, cadre review, cadre strength assessment and framing rules for fixing the cadre strength. It shall be ensured that the trained personnel serve in the P&AR Department for a minimum period of 5 years.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-2 Para- 2.8(iv)
10	On the basis of the training received P&AR Department shall guide each department to formulate broad guidelines for cadre management. These guidelines on management of cadres shall be implemented by the respective departments.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-2 Para- 2.8 (v)
11	As a result of work study or cadre review there may be instances of excess or insufficient staff in a particular department or post. Excess staff so identified shall be redeployed to departments or posts where there is insufficiency in their cadre, without affecting their seniority and service benefits in the parent department. Their functional control shall be transferred to the new department while all other service matters rest with the parent department. All these arrangements of redeployment shall be coordinated by P&AR department.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-2 Para-2.8 (vii)

12	Lack of human resource planning is a major issue in the recruitment process. P&AR Department shall ensure that all departments prepare a human resource plan based on the goals of the department. Periodic work study will facilitate effective human resource planning. It is recommended that departments should undertake work study at least once in 10 years. It should be a continuous process. In the age of digital administration, work-study may be automated through integrated data manipulation taking into account the government policies, budgeting, programme implementation, resources and cause and effect management. This can be done through professionally qualified and authorised external agencies, if required.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-2 Para-2.19 (i)
13	*To simplify the file processing system in the state, following recommendations are made:* a) A single digital file processing application shall be developed for Secretariat, departments, autonomous institutions, local bodies and other offices under Government. b) There shall be a single number for each file from its origin to its closure, e.g. a file generated in Village office with number xxx will have the same file number till final decision/closure. c) Instead of sending letters for getting remarks, clarification, concurrence, etc. the same file shall be sent to higher offices, till its final decision/closure. d) There should be a provision to retain a copy of the file in a repository to view the file for	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-5 Para-5.14 (iv)

	future references by the departments who offered remarks/advice. e) After final decision/closure, the file shall be preserved in a digital archive for retrieving for future use, by the respective offices. f) The disposed files shall be made available online for public view for ensuring transparency in governance. This may lead to reduction in RTI applications.	
14	Personal staff of Ministers, who are from outside the governance system, shall be given training on major acts, rules and procedures that govern government functions. All members of the personal staff shall also be given orientation in the respective roles of the political executive and civil service.	Report-'Personnel Reforms- Civil Service In Kerala' Chapter-5 Para-5.22(iii)
15	ARC recommends that Government may create a Project Financing& Management Cell in the Planning Department. • Proposals for infrastructure development projects before inclusion in the budget needs to be referred to this Cell for exploring the possibility of implementing the projects through extra budgetary resources or through adoption of other business models. The Cell shall be capacitated to evaluate Technical Feasibility, Financial Viability, Socio-economic Benefits etc., of the projects. The Cell shall have the services of financial, legal, project management experts selected from government departments/institutions based on transparent criteria, on deputation for 3 to 5 years. • This Cell shall have the responsibility to develop, update and maintain Infrastructure Master Plan for	Report- Public Infrastructure: Development & Management Chapter-5 Para- 5.8

	Kerala. • The proposed Project Financing Cell in Government will act as coordinating mechanism for Finance Department, KIIFB, State Planning Board and Administrative Departments in Government.	
16	Finance Inspection (Technical) Wing has Civil, Mechanical and Electrical engineers. Services of Electronics and IT engineers are also required by the department. The Commission finds it a genuine requirement and recommends to government to fill this gap	Report- 'Accountability & Public Grievance Redress Mechanisms in Government' Chapter-2 Para-2.5 (x)
17	Inspection wings that are attached to various departments/sections/wings of government-CTE, Finance Inspection Wing from the Finance Department, Administrative Vigilance Cell from P&ARD and Inspection wing of the Stores Purchase Department, needs to be detached from these departments to form an independent mechanism for effective functioning of the Inspection mechanisms. This will allow obtaining a holistic view of the issues to be addressed irrespective of issue being financial, technical or administrative. Other important benefit of a separate mechanism is that it can free LSGIs from too many audits and inspections by multiple agencies. The team under this mechanism shall inspect the case/ issue and assess the cause and suggest corrective mechanisms. ARC recommends that government needs to institute a study, preferably by an external agency for setting up a unified mechanism for inspections.	Report- 'Accountability & Public Grievance Redress Mechanisms in Government' Chapter-2 Para-2.5 (xii)

| 18 | A web portal may be developed by the Electronics & IT Department for managing the entire process of approval from design to hosting of web / mobile applications of departments. A high-level committee (team) headed by Director, KSITM , as suggested in the transformation plan submitted by KSITM may be constituted to consider requests for development of web / mobile applications of departments. Persons with expertise in technology, government process reengineering, programme management and related domains along with persons with hands on implementation experience in e-Governance projects, needs to be included in the committee. The committee shall ensure architecture, compliance to standards and guidelines, interoperability, deduplication with existing applications in the state and common applications proposed or available in e-Gov App store of Govt. of India. The projects shall also be evaluated for Government Process Reengineering (GPR), incorporation of best practices, optimisation of infrastructure requirements and value for money. The committee needs to meet at least once in a month or more frequently as required, and pending requests for development of applications cleared in each month. If any department develop applications without approval of the above committee, neither domain name to be allocated nor hosting be permitted in the State Data Centre. Stringent action may also be taken against the Head of the Department/ office who developed the application without approval of the above committee. | Report- 'e-Governance for Better Governance' Chapter-1 Para- 10 (4) |

19	Government needs to ensure that sufficient number of personnel with required skills and qualifications are available in all areas related to e-Governance. Electronics & IT Department should be entrusted with the responsibility to empanel and make available technically qualified human resources to departments based on their need/requirement.	Report- 'e-Governance for Better Governance' Chapter-1 Para- 10 (22)
20	All employees need to be encouraged to take up long and short term courses related to IT on the model adopted by Rajasthan Government as part of Capacity Building exercises for deployment of e-Governance in the state. As per the scheme of the Rajasthan Government fees for approved IT courses are reimbursed to employees along with an incentive of 25 percent in case the examination is cleared in first attempt. Government of Kerala may adopt this model for the State and may fully or partially reimburse course fee on successful completion of relevant/approved courses.	Report- 'e-Governance for Better Governance' Chapter-1 Para- 10 (26)
21	Process re-engineering and resultant changes in the day-to-day business of departments are corollaries to implementation of e-Governance projects. While framing methodology for work study government needs to consider the above aspects. Present conventional methodology adopted by Personal & Administrative Reforms Department (P&ARD) for conducting work study needs to be reinvented and the possibility of adopting appropriate IT tools for making work study more scientific needs to be explored/evolved. An inhouse technical team may be constituted and necessary training may be imparted for the team to conduct the work study.	Report- 'e-Governance for Better Governance' Chapter-1 Para- 10 (30)

22	Electronics & IT Department needs to initiate the process of migrating applications of departments running on co-located servers to cloud / virtualised platforms at SDC. Dedicated infrastructure may be allowed only if the application is critical and extra security needed. For this Departments shall take specific approval of E & IT Department with valid reasons substantiating why the application cannot be hosted in cloud platform. Without specific approval of E & ITD, co-located servers shall not be permitted in SDCs.	Report- 'e-Governance for Better Governance' Chapter-2 Para- 1(2)
23	At present, there is no disaster recovery mechanism for majority of applications. Data replication of certain applications are carried out from SDC to NDC. Hence, establishment of 'Far and Near' recovery centre is needed for ensuring data security and service continuity in the advent of a disaster. Electronics & IT Department needs to prepare Business Continuity Plan and Disaster Recovery infrastructure needs to be built for all critical applications at the earliest.	Report- 'e-.Governance for Better Governance' Chapter-2 Para- 1(3)
24	The Commission recommends that a professional unit comprising of statisticians, experts in newer technological tools of Machine Learning and Artificial Intelligence needs to be set up in the Budget/Planning Divisions of the Finance Department. Alternatively, such a unit may be recruited in the Kerala Statistical Institute and placed exclusively at the disposal of the Budget/Planning Division in the Finance Department. The service of this Unit shall be made available to other departments for preparing estimates of their budgets too.	Report- 'Finance & Planning' Chapter-3 Para-3.3.8 (1)

25	The Commission recommends that Finance Department/State Planning Board needs to communicate a definite allocation that a department can receive against a major/minor Head of Account. It will be for the department/institutions to develop spending plans and draw up the targets to be achieved within this 'firm' amount. The firm gross allocations can be pegged at (say) 90% of the Budget Estimate in the current year or at a specified level determined by the Finance Department. The 'firm' amounts, or allocations shall be specified by the Finance Department at the MINOR head in the hierarchy of Major Head-Sub Head-Minor Head-Detailed Head-Object Head. Departments/ Institutions preparing the budget shall be given complete autonomy to allocate the 'firm' amounts at the Minor Head level across lower levels heads (Detailed and Object Heads).	Report- 'Finance & Planning' Chapter-3 Para-3.3.8 (2)
26	The extent of takeover of functions of Administrative Departments over the years it is instructive to look at the different IT applications that are designed and management by Finance Department. Today Finance Department administers nearly twenty three Web Applications. The six items shown in Category IV Table 8 (**1. Legislative Assembly Constituency – Asset Development Scheme (LAC-ADS) 2. Vehicle Management and Location Tracking System (VEELS) 3. Education Loan Repayment Support Scheme (ELRSS) 4. State Confidential Reporting and Reviewing**	Report- 'Finance & Planning' Chapter-3 Para-3.4.2

system (SCORE) 5. Medical Insurance for State Employees and Pensioners (MEDISEP) 6. Chief Minister's Distress Relief Fund (FUNDS) [Functions that fall exclusively in the domain of Administrative Departments], have no business to be retained in the functional domain of the Finance Department. The Commission recommends that these software need to be transferred to Information Technology Department for maintenance and the concerned Administrative Department(s) for using them without delay.

In Category III (Payroll functions and benefits management), Service Functions (Service and Payroll Administrative Repository of Kerala (SPARK)) need not be administered by Finance Department. In fact, these should be handed over to the concerned Administrative Departments or the General Administration/Personnel Departments. This is also required for development of good personnel management practices over time with capacity building. The approach to bring personnel functions of the State under Finance Department is certainly wrong and bad administrative practice.

At present, Finance Department has a system of making other departments issue their Administrative Sanction on the portal maintained by Finance Department. The Commission recommends that the module on Administrative Sanction system (in ELAMS) needs to be delinked from the ELAMS system and put fully in the domain of Administrative Departments. The Commission also recommends maintenance of the module itself be

	handed over to Information Technology Department. The Commission recommends that Finance Department need to withdraw from the systematic appropriation of administrative functions and reverse, without delay the administrative creep that has happened over the decades.		
27	Even though Government of Kerala can be proud of an arsenal of IT tools developed in the departments of Finance /Information Technology to control different aspects of Budgeting/Planning, no effort has been made to develop a planning and scheduling tool, as outlined above. As discussed subsequently, such a tool will become a sine qua non for budgetary reform and improving budgeting practices in the State Government. The Commission recommends that an IT based, Web Based solution needs to be developed for planning and scheduling. Such a platform (Web Portal for Estimation and Scheduling) needs to contain provisions for estimating the cost of various components of a scheme/project, as required. The following items should invariably be covered under the platform designed for the above: - Infrastructure - Human Resources - Establishment Charges - Beneficiary Schemes (e.g., welfare payments, unemployment assistance etc.)	Report- 'Finance & Planning' Chapter-3 Para-3.3.8 (3)	

	This platform should be linked to a Scheduling Software to capture timelines of cash flows required for the project/scheme. A host of choices of Scheduling Software are available ranging from Open Source to Proprietary tools (e.g., ZOHO, Microsoft Projects, Primavera etc.) in the market.	
28	Budget Allocation & Monitoring System (BAMS) is an online computerised system to distribute budget and authorise expenditure. BAMs need to be slightly re-engineered to make it accessible to the Administrative Departments and Chief Controlling Officers, for effecting re-appropriations (without having to wait for concurrence of Finance Department). In other words, control of the reappropriation procedure needs to vest completely with the Administrative Secretariat.	Report- 'Finance & Planning' Chapter-3 Para-3.4.5 (1)
29	Rule 84(2) of KBM needs to be removed and Administrative Departments and Chief Controlling Officers given powers to reappropriate funds between Minor Heads, within one year of implementing Recommendation 1.	Report- 'Finance & Planning' Chapter-3 Para-3.4.5 (2)
30	For ensuring that Finance Department will not have to contend with any unexpected challenges to maintain liquidity, to begin with, for Non Plan components prior concurrence of the Finance Department needs to be obtained where reappropriation is more than 25% of the total allocation in that Major Head or the amount reappropriated from a single Major Head exceeds Rs.10 crore.	Report- 'Finance & Planning' Chapter-3 Para-3.4.5 (4)

31	In consonance with the transition recommended by the Commission to Principle-based Regulation (away from Rule-based Regulation), and the fact that those items account only for a miniscule portion of the Expenditure Budget of the State, total flexibility needs to be given to the Secretaries of the Administrative Departments in the following items: a) Wages b) Materials and Supplies c) Travelling Expenses d) Maintenance e) POL f) Rents-rates-taxes Secretaries of the Administrative Departments need to be able to justify deviations made and its reasonableness. These deviations need to be noted and recorded in the portal for issue of Administrative Sanction (See earlier recommendation). Needless to say, autonomy given to the Administrative Departments will impose a higher degree of accountability from them.	Report- 'Finance & Planning' Chapter-3 Para-3.4.5 (5)
32	Issuing of administrative sanctions for schemes and projects need to be a pre-budget exercise. Administrative sanctions need to be issued in a standardised format, clearly indicating objectives, phasing, physical and financial targets, performance indicators, review mechanism etc.	Report- 'Finance & Planning' Chapter-4 Para-4.7 (25)
33	Present system of Working Group for issuing Administrative Sanctions needs to be reviewed. Guidelines shall be prepared for all schemes and must convey details of the scheme including objective, target, mode of implementation,	Report- 'Finance & Planning' Chapter-6 Para-6.17 (6)

	selection criteria of beneficiaries, time period of implementation and district wise break up etc. Working Group may examine only new schemes and existing schemes with change in components and cost.	
34	1. Codes and Manuals needs to be simplified. It should be made easy to understand and user friendly. 2. Since Malayalam is the official language of the state, Codes and Manuals needs to be translated at least to Malayalam. Government may take steps to ensure that the Codes and Manuals are available in Malayalam. 3. A number of amendments including modification of the existing rules, additions and deletions etc. are issued from time to time. It may not be feasible to revise the Codes and Manuals whenever an amendment is issued. But government needs to consider periodical revision of Codes by incorporating modifications/ amendments issued by government from time to time, at least once in a year. 4. Work pertaining to timely revision of Codes and Manuals may be entrusted to a separate Section/ Wing constituted for the purpose. The system needs to be of permanent nature.	Report- 'Finance & Planning' Chapter-10 Para-10.3
35	Delegation of financial powers needs to be on the basis of annual financial transaction carried out by a department, nature of duties and functions to be performed, number of vehicles owned by it etc. There is no justification in giving the same delegation to departments	Report- 'Finance & Planning' Chapter-10 Para-10.4 (1)

irrespective of budgetary support available. A department having a total budget provision of Rs. 1 crore (both Plan and Non Plan) and a department having a total budget provision of Rs. 5 crore cannot be treated alike. The delegation to be given to the Director of Public Instruction and the Director General of Police may not be the same as the duties and functions of these two Departments differ. Delegation for the repairs and maintenance of vehicles to be provided to the departments like Police, Excise, Forest, Public Works, Health and family Welfare etc. may need to be higher than those of other departments considering special nature of duties of these departments. The number of vehicles owned by these Departments is comparatively high. Delegation given for purchase of plant and machinery, equipment etc. need not be same for all the Departments. Most often Medical and Public Health department have to procure high end equipments on emergency basis. If the Department is not given proper delegation, procurement of life saving equipments will be delayed. Hence, delegation to be given to departments of like nature should be sufficient to meet emergency requirements. Departments like Chief Chemical Examiner, Drugs Controller, and State Forensic Laboratory etc. needs to be included in the orders on delegation of financial powers and they should be given separate delegation considering the special nature of works to be performed by them.

| 36 | Separate delegation may be given to Major and Minor Departments. Segregation of Major and Minor Departments may be on the basis of the annual financial transaction of a Department. In the matter of purchase of stores, Heads of Departments are classified into 3 Groups:

Group I- Heads of Departments who usually purchase stores worth Rs. 1 crore or more in a year.

Group II- Heads of Departments who usually purchase stores worth between Rs. 20 lakh to Rs. 1 crore a year.

Group III- Heads of Departments who usually purchase stores worth below Rs. 20 lakh a year.

In the same manner, all the Heads of Departments may be classified into separate groups on the basis of the annual financial transaction of each Department, considering budgetary support (Plan & Non Plan).

As per the Rules of Business, Finance Department is the authority to issue orders on delegation of financial powers. But the present practice is that the Finance Department issues delegation of financial powers of the Heads of Departments whereas the delegation of powers to the subordinate officers are issued by the Administrative Department concerned on the basis of the decision taken in the meeting of the Empowered Committee consisting of the | Report- 'Finance & Planning'

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Para-10.4 (6) |

| | nominee of the Finance Department. Many Administrative Departments issue delegation of financial powers contrary to general orders issued by the Finance Department. This needs to be avoided. The procedure proposed in Government Circular No. 8/94/Fin. Dated 3 1-01-1994 needs to be followed and orders issued by the Finance Department should be in supersession of all orders in force on the subject.

In the interest of facilitating expeditious decision making and implementation of schemes, government needs to consider substantial enhancement in financial powers of Administrative Departments and Heads of Departments. This is essential for speedier implementation of schemes at the beginning of the financial year itself. | |

ANNEXURE 2

DEPARTMENTS IN GOVERNMENT SECRETARIAT-SECTIONS AND NAMES

Sl. No	Secretariat Department	Sections	Count
1	AGRICULTURE	Agriculture (PS) Department	13
		Agriculture (FARMS) Department	
		Agriculture (PA) Department	
		Agriculture (AGRI) Department	
		Agriculture (IFA) Department	
		Agriculture (EA) Department	
		Agriculture (PU) Department	
		Agriculture (EB) Department	
		Agriculture (OS) Department	
		Agriculture (NCA) Department	
		Agriculture (PB) Department	
		Agriculture (WTO) Department	
		Agriculture (PPM Cell)	
2	ANIMAL HUSBANDRY	Animal Husbandry (G) Department	5
		Animal Husbandry (F) Department	
		Animal Husbandry (E) Department	
		Dairy Development Department	
		Animal Husbandry (OS) Department	
3	AYUSH	AYUSH (A) Department	2
		AYUSH (B) Department	

4	BACKWARD CLASSESS DEVELOPMENT	BCD (A) Department	3
		BCD (B) Department	
		BCD (OS) Department	
5	COASTAL SHIPPING & INLAND NAVIGATION	CSIN (OS) Department	2
		CSIN(A) Department	
6	CO-OPERATION	Co-Operation (OS) Department	5
		Co-Operation (A) Department	
		Co-Operation (B) Department	
		Co-Operation (C) Department	
		Co-Operation (PS) Department	
7	CULTURAL AFFAIRS	Cultural Affairs (OS) Department	4
		Cultural Affairs (A) Department	
		Cultural Affairs (B) Department	
		Cultural Affairs (C) Department	
8	ELECTION	Election (General) Department	4
		Election (Equipment) Department	
		Election (Accounts) Department	
		Election (OS) Department	
9	ELECTRONICS & INFORMATION TECHNOLOGY	E & IT (A) Department	5
		E & IT (B) Department	
		E & IT (C) Department	
		E & IT (CELL) Department	
		E & IT (OS) Department	
10	ENVIRONMENT	Environment (OS) Department	3
		Environment (A) Department	
		Environment (B) Department	

11	FINANCE	Finance (Planning B) Department	123
		Finance (CSFC-B) Department	
		Finance (XI PRC-B) Department	
		Finance Stationary Department	
		Finance (Pension C) Department	
		Finance Streamlining Department	
		Finance (CSFC-A) Department	
		Finance (Public Undertaking D) Department	
		Finance (Budget Wing-B) Department	
		Finance (Accounts B) Department	
		Finance PRISM	
		Finance (NPS) Department	
		Finance (Budget Wing A1) Department	
		Finance (H&L-A) Department	
		Finance (PF) Department	
		Finance (Estt – D) Department	
		Finance (Internal Audit – A) Department	
		Finance(SSFC-A) Department	
		Finance (PB-B) Department	
		Finance (DFIS) Department	
		Finance (PSA) Department	
		Finance (Rules B) Department	
		Finance (Public Undertaking B) Department	
		Finance (Industries & PW A) Department	
		Finance (Admin B) Department	
		Finance (Inspection Technical) Department	
		Finance (CTFM) Department	

	FINANCE	Finance (GIS) Department	
		Finance (Public Undertaking A) Department	
		Finance (Loans) Department	
		Finance (ACCTS- A) Department	
		Finance (Pension B) Department	
		Finance (Industries & PW B) Department	
		Finance (INF) Department	
		Finance (Budget Wing C) Department	
		Diarizing Unit Finance	
		Finance (Estt – C) Department	
		Finance (SIT) Department	
		Finance (Edn C) Department	
		Finance (FUNDS) Department	
		Finance (BD&GB) Department	
		Finance (Edn A) Department	
		Finance (PRU) Department	
		Finance (LABOUR) Department	
		Finance(Infrastructure) Department	
		ACCMDTN, FIN-Accommodation Finance	
		Finance (IW-H) Department	
		Finance (FBS-B) Department	
		Finance (HBA) Department	
		Finance (Budget Wing H) Department	
		Finance (ITSF) Department	
		Finance (PWC) Department	
		Finance (PAC) Department	
		Finance (Public Undertaking C) Department	

	FINANCE	Finance (HEALTH -A) Department	
		Finance (IW-G) Department	
		Finance (SFC-A) Department	
		Finance (RMC) Department	
		Finance (PRC-B) Department	
		Finance (SFC-B) Department	
		Finance (G.I.M.C) Department	
		Finance (IW-J) Department	
		Finance (FBS-A) Department	
		Finance (Edn B) Department	
		Finance (HEALTH -B) Department	
		Finance (Estt. B) Department	
		Finance (Budget Wing-F) Department	
		Finance (IW-E) Department	
		Finance (Ways And Means II) Department	
		Finance (PRC-C) Department	
		Finance (Budget Wing K) Department	
		Finance (PB-A) Department	
		Finance (Budget Wing E) Department	
		Finance (FTSC) Department	
		Finance (SSFC-B) Department	
		Finance (Agri B) Department	
		Finance (Cash)	
		Finanace (NTPL) Department	
		Finance (SFC-C) Department	
		Finance (Agri C) Department	
		Finance (Budget wing G) Department	
		Finance (Internal Audit – B) Department	

		Finance (Planning A) Department	
		Finance (H&L-B) Department	
		Finance (Budget Wing J) Department	
		Finance (Special Audit) Department	
		Finance (Records Digitisation)	
		Finance (Pension A) Department	
		Finance (IW-F) Department	
		Finance (NC-B) Department	
		Finance (IS) Department	
		Finance (SSFC-C) Department	
		Finance (Exp. A) Department	
		Finance (IW-B) Department	
		Finance (PRC-D) Department	
		Finance(HEALTH INSURANCE)	
	FINANCE	Finance (Agri A)	
		Finance (SS 1) Department	
		Finance (IW-K) Department	
		SPARK	
		Finance (PAC-B)	
		Finance (Admin C) Department	
		Finance (IW-D) Department	
		Finance (IW-A) Department	
		Finance (PB) Department	
		Finance (SS 2) Department	
		Finance (Rules A) Department	
		Finance (ARC) Department	
		Finance (SS 3)	
		Finance (NC-C) Department	
		Finance (Budget Wing D) Department	

	FINANCE	Finance (Budget Wing A) Department	
		Finance (CSFC-C) Department	
		Finance (PRC-A) Department	
		Finance (Welfare Wing) Department	
		Finance (XI PRC-A) Department	
		Finance (Exp. C) Department	
		Finance (NC-A) Department	
		Finance (DEVELOPMENT) Department	
		Finance (Admin A) Department	
		Finance Dispatch	
		Finance (Exp. B) Department	
12	FISHERIES & PORTS	F & P (OS) Department	7
		F&P (A) Department	
		F&P (B) Department	
		F&P (C) Department	
		F&P (D) Department	
		F&P (PS) Department	
		F&P (E) Department	
13	FOOD , CIVIL SUPPLIES & CONSUMER AFFAIRS	Food & Civil Supplies(A) Department	7
		Food & Civil Supplies(B) Department	
		Food & Civil Supplies(C) Department	
		Food & Civil Supplies(D) Department	
		Food & Civil Supplies (OS) Department	
		Consumer Affairs Department	
		Food & Civil Supplies (PS) Department	
14	FOREST & WILDLIFE	Forest & WL (OS) Department	8
		Forest & Wild Life (A) Department	
		Forest & Wild Life (B) Department	
		Forest & Wild Life (C) Department	

		Forest & Wild Life (D) Department	
		Forest & Wild Life (PS) Department	
		Forest & Wild Life (E) Department	
		Forest & Wild Life (F) Department	
15	GENERAL ADMINISTRATION	GA (OS) Department	53
		GA (SW) Department	
		GA (FFPB) Department	
		GA (BW) Department	
		GA (CE Cell) Department	
		GA (MW) Department	
		GA (FFPA) Department	
		GA (ECA) Department	
		GA (Cdn) Department	
		GA (Accts P) Department	
		GA (ECB) Department	
		GA (Accts E) Department	
		GA (OS2) Department	
		GA (Accts A) Department	
		GA (Accts B) Department	
		GA (Accts C) Department	
		GA (Accts D) Department	
		GA (Accts G) Department	
		GA (Accts H) Department	
		GA (Accts J) Department	
		GA (Accts K) Department	
		GA (Accts M) Department	
		GA (Accts N) Department	
		GA (Accts R) Department	
		GA (HKC A)Department	

		GA (HKC B) Department	
		GA (PS) Department	
		GA (Ser A) Department	
		GA (Ser C) Department	
		GA (Ser D) Department	
		GA (Ser E) Department	
		GA (Ser H) Department	
		GA (Spl B) Department	
		GA (Spl E) Department	
		GA (CR Cell) Department	
		GA (CS Petition Cell) Department	
		GA (Computer Cell)	
		CMPGRC	
		GA (Pol) Department	
		GA (SR) Department	
		GA (SS) Department	
		GA (SC) Department	
		GA (SCL) Department	
		GA (AR) Department	
		GA (Cash)	
		VFC- North	
		GA (SR Annexe 2)	
		Attendance Monitoring Cell, GAD	
		VFC South	
		VFC Annexe 1	
		GA (IBMC)	
		GA (AIS-A) Department	
		GA (AIS-C) Department	

16	GENERAL EDUCATION	General Education (A) Department	20
		General Education (B) Department	
		General Education (D) Department	
		General Education (E) Department	
		General Education (F) Department	
		General Education (G) Department	
		General Education (H) Department	
		General Education (J) Department	
		General Education (K) Department	
		General Education (L) Department	
		General Education (M) Department	
		General Education (N) Department	
		General Education (P) Department	
		General Education (R) Department	
		General Education (S) Department	
		General Education (T) Department	
		General Education (U) Department	
		General Education (SC) Department	
		General Education (PS) Department	
		General Education (OS) Department	
17	HEALTH & FAMILY WELFARE	H&FW (A) Department	14
		H&FW (B) Department	
		H&FW (C) Department	
		H&FW (E) Department	
		H&FW (F) Department	
		H&FW (G) Department	
		H&FW (M) Department	
		H&FW (P) Department	

		H&FW (S) Department	
		H&FW(FW) Department	
		H&FW(H) Department	
		H&FW(K) Department	
		H&FW (PS) Department	
		H&FW (OS) Department	
18	HIGHER EDUCATION	Higher Education (A) Department	12
		Higher Education (B) Department	
		Higher Education (C) Department	
		Higher Education (D) Department	
		Higher Education (F) Department	
		Higher Education (G) Department	
		Higher Education (H) Department	
		Higher Education (J) Department	
		Higher Education (L) Department	
		Higher Education (P) Department	
		Higher Education (K) Department	
		Higher Education (OS) Department	
19	HOME	HOME (A) Dept	19
		HOME (B) Dept	
		Home (F) Dept	
		Home (H) Dept	
		HOME (OS) Dept	
		HOME (C) Dept	
		HOME (D) Dept	
		HOME (E) Dept	
		HOME (G) Dept	
		HOME (J) Dept	
		HOME (K) Dept	

		HOME (L) Dept	
		HOME (M) Dept	
		HOME (SSA) Dept	
		HOME (SSB) Dept	
		HOME (SC) Dept	
		HOME (PS) Dept	
		HOME (Attestation) Dept	
		HOME (N) Dept	
20	HOUSING	Housing(OS) Department	4
		Housing (A) Department	
		Housing (B) Department	
		Housing (PS) Department	
21	INDUSTRIES	Industries (H) Department	12
		Industries (A) Department	
		Industries (K) Department	
		Industries (PS) Department	
		Industries (B) Department	
		Industries (C) Department	
		Industries (F) Department	
		Industries (D) Department	
		Industries (J) Department	
		Industries(OS) Department	
		Industries (E) Department	
		Industries (G) Department	
22	INFORMATION & PUBLIC RELATIONS	I&PR (OS) Department	9
		I&PRD (A) Department	
		I&PRD (B) Department	
		I&PRD (C) Department	
		I&PRD (D) Department	

		I&PRD (E) Department	
		I&PRD (F) Department	
		I&PRD (G) Department	
		I&PRD (H) Department	
23	LABOUR & SKILLS	Labour (OS) Department	13
		Labour & Skills (D) Department	
		Labour & Skills (E) Department	
		Labour & Skills(S) Department	
		Labour & Skills(J) Department	
		Labour & Skills (C) Department	
		Labour & Skills(F) Department	
		Labour & Skills(B) Department	
		Labour & Skills (A) Department	
		Labour & Skills (G) Department	
		Labour & Skills (R) Department	
		Labour & Skills (H) Department	
		Labour & Skills (PS) Department	
24	LAW	Law (OS) Department	36
		Law (KLBF) Department	
		Law (Opinion E) Department	
		Law (Nodal) Department	
		Law (Legislation D) Department	
		Law (Legislation E) Department	
		Law (Opinion D) Department	
		Law (Legislation A) Department	
		Law (Legislation B) Department	
		Law (OLPC) Department	
		Law (Legislation G) Department	
		Law (Monitoring Cell) Department	

		Law (Legislation H) Department	
		Law (Legislation I) Department	
		Law (Leg Publication) Department	
		Law (Administration II) Department	
		Law (Conveyancing Cell) Department	
		Law (Library) Department	
		Law (Suits II) Department	
		Law (H) Department	
		Law (PS) Department	
		Law (Opinion G) Department	
		Law (LAD Spl) Department	
		Law (Legislation F) Department	
		Law (Administration I) Department	
		Law (Inspection) Department	
		Law (Legislation C) Department	
		Law (Opinion F) Department	
		Law (Suits III) Department	
		Law (Suits I) Department	
		Law (Spl Cell) Department	
		Law (Records) Department	
		Law (Translation (OS) Department	
		Law (Translation (Kannada))	
		Law (Translation (Tamil))	
		Law (Accounts) Department	
25	LOCAL SELF GOVERNMENT	LSG (EU) Department	25
		LSG (IB) Department	
		LSG(DA) Department	
		LSG (OS) Department	
		LSG(EM) Department	

		LSG(FM) Department	
		LSG(ERA) Department	
		LSG (DD) Department	
		LSG (EW) Department	
		LSG(ERB) Department	
		LSG (RA) Department	
		LSG (RB) Department	
		LSG (PS) Department	
		LSG (RC) Department	
		L (AA) Department	
		LSG (AB) Department	
		LSG (AC) Department	
		LSG (RD) Department	
		LSG (DB) Department	
		LSG (EPA) Department	
		LSG (DC) Department	
		LSG (EPB) Department	
		LSG (IA) Department	
		LSG (EWA) Department	
		LSG (EWB) Department	
26	MINORITY WELFARE	Minority Welfare department	1
27	NORKA	NORKA(OS) Department	3
		NORKA (A) Department	
		NORKA (B) Department	
28	PARLIAMENTARY AFFAIRS	PA(OS) Department	3
		PA(A) Department	
		PA(B) Department	

29	PERSONNEL & ADMINISTRATIVE REFORMS	P&AR (OS) Department	28
		P&AR(AR 5) Department	
		P&AR(AVC V) Department	
		P&AR(AR 6) Department	
		P&AR(AR 2) Department	
		P&AR(AR 14) Department	
		P&AR(AVC II) Department	
		P&AR(AVC VI) Department	
		P&AR(Adv. A) Department	
		P&AR(AR 11) Department	
		P&AR(OL 2) Department	
		P&AR(OL 1) Department	
		P&AR(AVC III) Department	
		P&AR(AR 12) Department	
		P&AR(AVC IV) Department	
		P&AR(AR 3) Department	
		P&AR(RULES) Department	
		P&AR(AR 1) Department	
		P&AR(Adv. C) Department	
		P&AR(AR 10) Department	
		P&AR(PS) Department	
		P&AR(AR 7) Department	
		P&AR(AR 13) Department	
		P&AR(AR 4) Department	
		P&AR(AR 9) Department	
		P&AR(AVC I) Department	
		P&AR(AR 8) Department	
		P&AR(Adv.B) Department	

30	PLANNING & ECONOMIC AFFAIRS	Plg&EA(F) Department	9
		Plg&EA(CC) Department	
		Plg&EA(BPE) Department	
		Plg&EA(B) Department	
		Plg&EA(A) Department	
		Plg&EA(P) Department	
		Plg&EA(D) Department	
		Plg&EA(CPMU) Department	
		Plg&EA(RKI) Department	
31	POWER	Power (OS) Department	5
		Power(B) Department	
		Power(PS) Department	
		Power(C) Department	
		Power(A) Department	
32	PUBLIC WORKS	PW(OS) Department	10
		PW(B) Department	
		PW(H) Department	
		PW(A) Department	
		PW(E) Department	
		PW(PS) Department	
		PW(F) Department	
		PW(G) Department	
		PW(C) Department	
		PW(D) Department	
33	REVENUE	Revenue(OS) Department	26
		Revenue (A) Department	
		Revenue (B) Department	
		Revenue (C) Department	
		Revenue (D) Department	

		Revenue (E) Department	
		Revenue (F) Department	
		Revenue (G) Department	
		Revenue (H) Department	
		Revenue(K) Department	
		Revenue (L) Department	
		Revenue (N) Department	
		Revenue (P) Department	
		Revenue (R) Department	
		Revenue (S) Department	
		Revenue (T) Department	
		Revenue (U) Department	
		DM (TRP-CELL) Department	
		Revenue (Devaswom) Department	
		Revenue (DRF-A) Department	
		Revenue (DRF-B) Department	
		Revenue (SC) Department	
		Revenue (PS) Department	
		Revenue (DRF-C) Department	
		Revenue (DM) Department	
		Revenue (M) Department	
34	SAINIK WELFARE	SW Department	1
35	SCIENCE & TECHNOLOGY	S&TD (A) Department	2
		S&TD (OS) Department	
36	SCHEDULED CASTES & SCHEDULED TRIBES DEVELOPMENT	SCSTD (G) Department	10
		SCSTD (F) Department	
		SCSTD (A) Department	
		SCSTD (OS) Department	
		SCSTD (PM) Department	

		SCSTD (E) Department	
		SCSTD (PS) Department	
		SCSTD (C) Department	
		SCSTD(B) Department	
		SCSTD(D) Department	
37	SOCIAL JUSTICE	SJ (OS) Department	6
		SJ(B) Department	
		SJ(A) Department	
		SJ(D) Department	
		SJ (E) Department	
		SJ (C) Department	
38	SPORTS & YOUTH AFFAIRS	S&YA(A) Department	3
		S&YA(B) Department	
		S&YA (OS) Department	
39	STORES PURCHASE	SP(A) Department	5
		SP(OS) Department	
		SP(B) Department	
		SP(IW(I)) Department	
		SP(IW(II)) Department	
40	TAXES	TAXES (A) Department	11
		TAXES (B) Department	
		TAXES (C) Department	
		TAXES (D) Department	
		TAXES (E) Department	
		TAXES (F) Department	
		TAXES (G) Department	
		TAXES (H) Department	
		TAXES (OS) Department	
		TAXES (PS) Department	
		TAXES (J) Department	

41	TOURISM	Tourism (OS) Department	4
		Tourism(B) Department	
		Tourism (A) Department	
		Tourism(C) Department	
42	TRANSPORT	Transport (OS) Department	5
		Transport (A) Department	
		Transport (B) Department	
		Transport (C) Department	
		Transport (D) Department	
43	VIGILANCE	Vig(A) Department	6
		Vig (B) Department	
		Vig (C) Department	
		Vig (D) Department	
		Vig(E) Department	
		Vig(OS) Department	
44	WATER RESOURCES	WR (OS) Department	11
		WR (WS-C) Department	
		WR (MI) Department	
		WR (G&P) Department	
		WR (MP) Department	
		WR (WS-B) Department	
		WR (GW) Department	
		WR (PS) Department	
		WR (ISWC) Department	
		WR (IR) Department	
		WR (A) Department	

ANNEXURE 3

SUMMARY REPORT OF SEMINAR ON SECRETARIAT REFORMS

EXECUTIVE SUMMARY

1. Background

In India, the Secretariat of a state is considered to be the repository of power and authority, as it plays a vital role in the policy formulation on all matters of state administration. It is entrusted with the preparation as well as review, both physical and financial, of the plan schemes, and with the formulation of principles of procedures and financial control. It also does the correspondence work with the Central government as well as other states and coordinates the implementation of the instructions/ recommendations. As the Secretariat of a state government forms the agency that handles all the matters related to the enactment of rules, regulations and relaxation of existing rules/orders, it is of paramount significance to study the ways in which the performance of the same could be improved so as to increase efficiency and effectiveness of the state administration. It is in this backdrop that the Administrative Reforms Commission had decided to take up "Secretariat Reforms" as an important area of study.

2. The Seminar

The Government of Kerala has set up the Administrative Reforms Commission (ARC) to study various issues in governance and to suggest reforms to make the public services more public-centered, efficient, effective, equitable, affordable, accountable, sustainable and accessible to all. The Commission organized a Seminar on Secretariat Reforms on March 19, 2019, at the Mascot Hotel, Thiruvananthapuram, to harness valuable inputs for development of appropriate reform measures pertaining to the State Secretariat.

Smt. Sheela Thomas (Member Secretary, ARC) welcomed the speakers, other dignitaries/participants and members of the Commission to the seminar and she briefed everyone regarding the activities of the Commission so far. She highlighted the importance of appropriate Secretariat reforms in ensuring the adequacy of the reformation of the administration system as a whole. She added that as the administrative centre of the state, the changes/absence of change in the Secretariat can influence the reform measures being implemented at all other levels of public administration, and therefore, the Commission had given prime importance to the formulation of reform measures pertaining to the State Secretariat. She urged everyone to participate wholeheartedly in the seminar and to provide with valuable suggestions for developing appropriate Secretariat reform measures.

Sri. V. S. Achuthanandan (Chairman, ARC) in his presidential address opined that even though the elected representatives along with the government officials together form the government in a democracy, it could be observed that the Secretariat employees form the backbone of the public administration in the state. He underlined that it is essential to have an efficient Secretariat in the State for delivering various government services to the general public. He said that, since formation of the state of Kerala, there had been significant increase in the number of administrative departments and a proportionate increase had been recorded in the number of employees as well. He remarked that the activities of the State Secretariat have expanded so much that there is even a lack of proper coordination between the Secretariat and the government departments/directorates. The activities of the Secretariat are yet to be fully digitalized. He added that the procedural guidelines such as, the Stores purchase Manual, the Secretariat Manual, etc. should be revised periodically, and a mechanism shall be set up to evaluate the performance of the Secretariat. He said that appropriate reform measures are to be developed for the Secretariat with regards to its organization structure, usage of information technology, reorganization of the departments,

grievance Redressal mechanism, etc. He urged the participants to express their views regarding the Secretariat Reforms.

Shri. K. V. Eapen (Secretary, Department of Administrative Reforms and Public Grievances (DARPG), Government of India) in his keynote address observed that the Secretariat Reforms, which is being studied by the Commission as a corollary to the Personnel Reforms, has considerable contemporary relevance as these reform measures could have an impact on the governance in the state. He informed that the Secretariat Reforms in India could be traced back to the administration under Lord Curzon, the youngest viceroy in India. He also cited the comments in the Paul H. Appleby report on the Public Administration in India. He remarked that in India, the Central Secretariat has only a limited role in the citizen centric services and that the dominant role lies with the State Secretariat and the local bodies at the decentralized level. He lauded the State administration system for being the role model for other states in the country as regards the initiatives in various sectors, such as health, education, rural infrastructure, women empowerment and decentralization. He wished that Kerala may come up with laudable efforts in the Secretariat reforms as well.

He observed that while reducing the no. of secretariat departments as per the recommendations of the third ARC in the state, there would be ten secretariat departments under the Principal Secretaries and 40 divisions under the Secretaries/Special Secretaries. Such a reduction shall be done carefully weighing the efficiency and the work load existing in the current administration system. Merger of multiple departments shall be based on the carefully examined recommendations to avoid disruption. He added that ICT, especially e-governance and m-governance, is envisaged to play a pivotal role in the administration, the rapid technological changes, particularly in machine learning and artificial intelligence, would mandate future ready governance with the public administration being agile and nimble. He recommended that the reform measures should be guided by the findings of the previous reports, but

should not be bounded by the recommendations of the same. He also suggested that the establishment matters in all departments shall be transferred to the P&AR department. An Empowered Committee (EC) shall be formed by the Chief Secretary to handle all inter departmental issues.

He iterated that the implementation of e-office in the Government of India has been a success and was instrumental in effective management. He also added that while implementing the e-office in the state secretariats, it would be beneficial if referral departments, such as finance department, accept proposals only through e-office, thus creating an impetus for other departments for moving on to e-office. He also stated that there are several guidelines to be followed and that these shall be streamlined, revised and converted into a single concise set of guidelines. He promised the assistance of DARPG for the implementation of such reform measures.

Shifting focus to the similar studies conducted earlier, he cited the report of the second Administrative Reforms Commission of GoI, headed by Shri. Veerappa Moily, whereby the Commission had made recommendations regarding the functioning of state secretariats. The commission had examined the procedural delays in the functioning of the departments and had recommended internal reorganization, process reengineering, simplification of government processes and recasting the manual of office procedures. Several other measures are also proposed by the Commission in the foresaid report to make the administration system efficient, responsive and citizen friendly. He remarked that the findings of the report could be highly beneficial in developing appropriate reform measure for the State Secretariat. He concluded mentioning about certain policy initiatives of DARPG for good governance. DARPG will soon bring out a report on the National e-Services Development Assessment to assess the Central Ministries, State and Union Territories regarding the depth of the e-governance service delivery. He noted that the improvements in citizen charter in the Ministry of External Affairs and Central Board of Direct Taxation had resulted in

significant decrease in the public grievances. Mentioning about the studies initiated by DARPG regarding betterment of e-governance service delivery in the state, he added that these studies would result in a transformed level of implementation within the state. He wished all success to the endeavors of ARC.

Shri. K. Jayakumar (Former Chief Secretary to Government of Kerala and Director, IMG), in his speech, commented that all relevant aspects are being covered in the concept paper developed by ARC. He remarked that the real problems associated with the Secretariat system could be really seen only from the outside of it. He said that the Secretariat system is lacking responsiveness and that there is urgent need for timely and appropriate responses. He also added that, in many instances, even if a response is made, it is found to be inadequate/inappropriate/irrelevant. He stated that a change in the responsiveness of the state Secretariat could only be brought about through proper training of the personnel. He said that there is a trend among the Secretariat employees not to take appropriate actions on various matters, as they are afraid to take the responsibility. There should be systemic efforts to ensure that this tendency is being corrected. Eliminating that fear would mean that the administration system will be much more productive, showcasing a multifold increase in efficiency.

Regarding the delegation of powers in the Secretariat, he said that the current system of delegation of powers do not seem to put any trust in the subordinates, as a frugal approach is being taken in the revision of such powers. Adequate powers shall be delegated at various levels and such delegation should also imply the consequent responsibilities. He stated that the Secretariat had been trying to concentrate the powers at the central level, and that, in an era of decentralization, the Secretariat had built two Annexes to accommodate the increasing manpower at the State level.

He added that various programmes of the government are not implemented by the Secretariat staff, but by the field level officers who directly interact with the citizens. He emphasized on the fact that whenever clarifications are sought from the Secretariat

by the field level implementing agencies/Special Purpose Vehicles, the Secretariat had always been not able to appreciate the urgency of the required agency. This happens because the Secretariat is not able to share the anxiety and agony of the field level officers. This has to be changed.

Further, he made remarks regarding the measures for ensuring the accountability. He said that a change in attitude of the employees is much more urgent than the e-governance itself, and that training could be instrumental in bringing out changes in the attitude of the government employees. He also commented that there is a lack of appropriate mechanism for penalizing inaction of the employees. Appropriate penal provisions are to be devised for passivity. If there is delay in putting up a file beyond a point, the file will naturally disappear, because the person will be held accountable for the same. He also expressed his concern regarding the ways to spot the procedural delays after implementing e-governance, as currently the files pending on the table of an officer could be considered as indication of the procedural delay in action. However, with the implementation of e-governance, this could not be possible.

Dr.K.M.Abraham (Former Chief Secretary to Government of Kerala and CEO, Kerala Infrastructure Investment Fund Board) said that it was one of his early wishes to computerize the Secretariat system. He remarked that the quality of the employees entering into service in the Secretariat is high compared to employees in other sectors. He informed that around 1.5 % of the population is part of the bureaucracy here, whereas the same is 3% in China and 9 % in United States of America. He said that the Secretariat is one system in government that is almost devoid of financial corruption. However, he expressed his concern regarding the patronage system existing in the system. If an employee is handling a file important for the political party he/she supports, then that file will be processed without any delay. On the other hand, if the same does not belong to the political party he/she supports, significant delay will creep in the processing of that particular file. Therefore, if unfair play is to be

considered as an index of corruption, then the most corruption in the state happens within the Secretariat. He added that in many instances, the Vigilance system had been misused for political vengeance.

He stated that in order to implement the reforms properly, there shall be measures to reward the hard working employees within the secretariat. He added that the hard working employees, who tend to work even late night, are not being rewarded. He said that the Secretariat system is able to function because of these employees. He commented that the Secretariat reforms could be implemented only when there will be an initiative to reforms pertaining to both performance and processes. He talked about the seven reform measures that were early developed, but not put into practice. The first among them was regarding the simplification of rules. 241 programmes were evaluated analyzing their objective as well as outcome. As a measure, an independent audit was mandated for evaluating the performance of the administrative department in the Secretariat.

The second item was regarding a service delivery policy. In order to measure service delivery standards, two options were used. Public Expenditure Tracking System and Quantity Service Delivery Survey. The third item was the Performance based Systems in Civil Services. Another one was regarding Functional Review. In certain divisions of the administration system, the additional manpower required could easily be acquired, whereas in other divisions, deploying additional manpower in proportionate to the increase in job functions is very difficult. A simplified regular functional review mechanism shall be set up at the Secretariat. The outcome measurement will include, increasing the number of disposals by 50 percent over two years, 100 percent compliance in work distribution as per work study forms, 100 percent compliance in file disposal and time notes, bringing the percentage of no. of policy files referred to non-policy files referred to a ratio of 90:9:1. Another important aspect of the measures developed was the development of an all-inclusive training plan. He said that there is

a political vested interest within the administration system favoring adhocism. There is a need for a mechanism for rewarding the high performing employees in the system. Currently, the only provision is that of a Confidential Report (CR). As per the existing rules, this Confidential Report could also be read by the employee for whom the senior officer has written it. In addition to this, a tendency to write the CR on the basis of political alliance. This, in turn, nullifies the very objective of the CR. There should be a provision to review why an employee is given very high/low review score, and such a system would ensure a stability in the performance review mechanism. Then, considering the averages of the scores obtained over a considerable time period would provide a clear picture regarding the performance of the employee. He concluded with the remark that, as per his views, the Secretariat reforms could not be effectively implemented with the present organization structure. He also recommended the enactment of Civil Services Performance Act, similar to those in Australia or New Zealand, which shall have at least three (out of five) members with distinguished international or national eminence. Measures need to be taken to convert the Appellate authority, for performance evaluation, an independent body. He also informed the audience that the seventh reform measure in the MGP was Monitoring of ARC reforms with fast track implementation. As the same was not materialized, he also recommended the drafting of the acts, by-laws and guidelines for each recommendation put forward by the Commission.

Shri. S. M. Vijayanand (Former Chief Secretary to Government of Kerala and Chairman, Centre for Management Development) remarked that a research on public administration could prove how the performance of the Secretariat had declined since the seventies. Another important concern is the authority to take decisions in various divisions of administration without knowledge about the respective department. Authority without responsibility and accountability is yet another problem encountered by the system. The political parties are having a huge influence in the operation of the Secretariat. Also, there is a unity in divisions to be observed in the Secretariat, which

also possesses significant sabotaging capacity. He also commented that the unions are enjoying considerably high powers in the State compared to other states. There are no norms regarding the appointment/reallocation of PAs, drivers, etc., for Secretaries. These matters are mostly decided by the unions. He also mentioned about the tendency to domesticate various measures being implemented in the Secretariat, citing the example of e-attendance that has not gathered its full potential yet. A mechanism needs to be incorporated for ABC classification of the files being processed in the Secretariat. He also said that at least the physical rearrangement of the Secretariat is urgently needed, if not the complete modernization of the system integrating the Minister, Department and the visitors. Also, employee motivation could be easily brought about by ensuring that the placements are made exercising the existing placement norms, and not based on the recommendations of the unions. Standard delegation of powers have to be developed. He also discussed about the outcomes of sending the required files from the parent departments directly to Secretary or Minister. The e-office comes with the provision to monitor each and every file being processed, but the same is being subjected to domestication. As of now, the special decisions of the Cabinet are not being implemented in a timely manner, and therefore, an appropriate monitoring mechanism needs to be incorporated within the e-office. Also, the subordinate legislations are not enacted over time, especially Special Rules.

Social Audit has been mandated in National Food Security Act, Right of Persons with Disabilities Act and MGNREG Act, and CAG has published standards for the conduct of Social Audit. The Supreme Court also had directed for Social Audit of Juvenile Justice Act and Construction Workers' Welfare Fund. A Social Audit of the Secretariat also needs to be conducted. He also informed that the ARC under the chairmanship of Shri. E. K. Nayanar had recommended for the conduct of a participatory work study for Secretariat, after reducing the staff strength of the Secretariat. Functional mapping and regrouping of the departments are also important. He also highlighted that significant time is being wasted for transfers and postings and that the same should be

as per the prevailing norms. P&ARD shall be made responsible for the transfers and postings. In order to bring professionalization within the present system, the amendments shall be made with respect to the tenure of the employees at any department, induction including attachment, guest officer system, citizen charter, service delivery act, role of Minister's Office, performance and accountability indicators. He also pointed out that the arrears in the special recruitments are not properly dealt with the bureaucracy.

Shri. Rajan N. Khobragade (Principal Secretary, AYUSH Department) started his presentation citing the example of the immersion visit by the officials of Taxes department to the Attappady, as the indirect taxes are being paid by every citizen in the same fashion. If such causes are found to be essential, then the same need to be institutionalized. He also informed that all the new recruits in the department are made to visit Attappady or Wayanad. Regarding the implementation of e-office, he said that no software is perfectly implemented and that updates are required on a regular basis for rectifying the mistakes. All software will have problems at the time of inception, will mature at the later stages and finally will get settled. He cited the example of GST Information System as an example. He said that MGP has succeeded, as the LSGD had took it forward and currently the birth and death registration as well as certification has been computerized. Phenomenal transformation had taken place as a result of that and as an ease of situation has taken place for the public, therefore, in turn, the MGP could be considered to have met its objective. He also cited the achievement of the state for being the first state in India to provide wages for the NREG workers through banks. Kerala also has the panchayat-wise database of latent TB patients. He remarked that the surveillance mechanism in the state is developing and data pertaining to various aspects are being collected by various departments. Shifting the focus to the capacity building, he added that there are no structured programmes for newly appointed Secretaries or Special Secretaries. There is an urgent need for structured programmes to be conducted by organizations of national or international repute so

that every aspect of the duties and responsibilities entrusted with the Secretaries could be performed effectively and efficiently.

He also pointed out that there is a kind of classification taking place in the system whereby certain departments are being considered to have more importance than others, as a result of certain external elements. This has to be avoided. He added that mandating a one page report of the Secretary regarding performance/suggestions with respect to the department to the Chief Minister shall help in conveying the ideas pertaining to the department without being filtered at any level. He also recommended for the formation of a Project Management Unit under the CM, so that the unit could manage 3-5 projects under each department, setting priorities.

Smt. Poornima G. K. (Finance Department) enquired whether participation in a set of training programmes could be mandated before completion of the probation period. Replying to the question Shri. C. P. Nair said that the training programmes are required at every levels, during induction as well as promotion. The Commission also replied that a detailed report has been given to the Government of Kerala regarding the capacity building of civil servants.

Shri. P. S. Sreekumar (Former Special Secretary to Government of Kerala) said that the Rules of Business is considered as the holy book for the Secretariat employees, but the same has not been updated since 2007. He added that several employees had retired from Secretariat even without seeing the Rules of Business. He cited the example of cases where Agriculture department issued orders related to Paddy Wetland Act, where the same had to be issued by the Revenue department. Measures shall be taken to update the Rules of Business. He mentioned that in the PR it is given that once a paper is received by an Assistant, it should be put up within 5 days. He added that the parking provision in the e-office enables to literally hide the file from the rest of the administration system and the progress on it could not be monitored before it is being put up by the respective personnel. Therefore, e-PR Register shall be formed. Also,

while implementing Right to Service Act, the Secretariat has been avoided. Regarding the recruitment of employees for Secretariat, he stated that the currently employees for Secretariat, Public Service Commission, Local Fund Audit Board, Advocate General's Office are being recruited jointly, and that specialized recruitment shall be conducted for recruiting employees for Secretariat, given the nature of the works to be handled. As regards the induction training, he said that pre-induction training should be provided to all the employees. He suggested that a basic training for 15 days just after the induction will help the employees to understand the nature of work better and subsequent advanced level training could be given on a later stage. He said that probation should be avoided for Section Officer and higher posts. However, mandatory trainings should be given to them.

As regards the Rules of Business, he said that the document should not be held confidential and should be published on the government website. The document should also be updated as the same was not updated since 2007. He also remarked that currently items not mentioned in the agenda of Rules of Business are also being sent to the Cabinet. Amendment shall be made to include the necessary items in the agenda. He also said that the influence of employee unions in the posting of employees should be limited to certain departments, as the same in the core departments could adversely affect the functioning of the government. He also noted that establishment matters of the National Savings is done in the Finance department, and that of AG's office is done at Law department. He commented that the all establishment matters should be brought under the P&AR department. Delegation of powers should be strictly implemented. He also indicated that the first ARC had suggested that once a scheme has been included in the budget, the file need not again be given to the Finance department. The matter shall be addressed by the respective Minister or Secretary or other officials of the department through proper delegation of powers.

Shri. Mathew Jose (Former Additional Secretary to Government of Kerala and Faculty, IMG) said that in order to avoid the earlier entry to top level of administration by personnel, entering into service through lateral entry, it should be mandated that they need to complete 5 years of probation period or need to clear the test conducted by the Public Service Commission. He also said that during the service, a staff entering into service as Assistant shall give his service for at least five years in a department, and once being promoted as Deputy Secretary or similar posts, he/she should continue at the same department, so that the system will be able to produce sector experts. He also informed the participants that the provisions already exists for a Gazetted Officer to take disciplinary action against his sub ordinates. He remarked that the political heads should be able to give confidence to these officers to initiate disciplinary action. The software engineers entrusted with the development of the e-office are not consulting the experts in the field. This shall be changed. He also stated that most of the employees do not know about the Conduct Rules issued by the Government, and that the same should be provided to the employees along with the appointment and a preliminary test shall be conducted for them prior to enrollment.

Shri. Deepu S. S. (Secretary, Kerala Secretariat Employees Association) said that in the last three years around 20,000 field level posts were created in the state, whereas only 20 posts were added to the staff strength of the Secretariat. Therefore, it could be considered that the growth in the manpower in the Secretariat was essential. He also indicated that in many instances, multiple files have to be started at the Secretariat for addressing a single issue. However, the provisions for retrieving background data pertaining to the issues being addressed is still limited. As a result of this, when assembly queries are repeated, the same procedure needs to be followed multiple times for the same issue. Provisions shall be incorporated for proper data retrieval and conservation. The training programmes should be mandated at every level. Recently, in a meeting of the Secretaries to the Government, it has been observed that the e-office system is not suitable for the service delivery mechanism in Kerala, and

therefore, decision has been made to purchase an apt software, along with its source code. Various bodies are functioning for improving the IT related service delivery under various departments of the government. However, there is a lack of convergence among these bodies.

Shri. K. Ellangovan IAS (Principal Secretary, Industries Department) referred to the book "Dynamic Governance", written by the professors of Singapore University. The book argues that the governments come with the assumption that a set of procedures will be fit for all situations, and presents the integration of the changes in society, ecosystem, etc., with the governance. He stressed on the fact that over time the population to be addressed by the government will increase, technological disruptions will occur and the expectations of the target group will also change in proportionate to the change in household income. He remarked that the bureaucracy should know the needs of the people and should operate with a fair degree of commitment. While fine tuning at the upper echelons of the administration takes place through academy trainings, the lower level officers recruited through the Public Service Commission do not receive proper orientation programmes. He said that owing to the absence of well-defined roles and responsibilities, the employees work based on the goals set by themselves. This tendency, over time, had caused the duties and responsibilities to shrink. He pointed out that as the files are being put at first by the Assistants, lack of knowledge pertinent to the subject can cause distortion of facts as the files pass through various levels, and consequently this affects the quality of decision making. Precise writing, induction training and de-layering are key aspects to be considered. Further, he drew attention to the fact that the no analysis of the incoming files is carried out at the office section and suggested that in such a situation it would be better to direct the file to the concerned Assistants from the tapal section itself.

He also described the increasing trend within the system to provide higher grades in the ACR for all employees. There has to be a provision for accurate review of the

employees and providing higher grades shall be reviewed. As regards with the decision making, he informed that the ease of decision making will be inversely proportional to the scrutiny to which the decision will be subjected to. Even though the state is top ranked with regards the social indicators and Public Administration, in the case of Industrial Entrepreneurship and ease of business, the state is ranked 18 in the country. In Telangana/Andhra Pradesh, the percentage of the decisions subjected to scrutiny either by media or judiciary is far less compared to the percentage of the decisions scrutinized in Kerala. He stated that along with the reforms in the Secretariat, measures are to be adopted to review the agencies that would be scrutinizing the decision making process. Only after that the employees will be able to take appropriate decisions without fear.

As per the Rules of Business, Standing Orders are to be issued by the Minister regarding the delegation of Powers to the concerned Secretaries. Only then these Secretaries will be able to delegate their powers accordingly to the lower levels of the administration. He concluded with remarks regarding the increasing number of instances when certain cases not eligible for assistance under particular schemes or programmes are considered as special cases for provision of assistance. He noted that those decisions do not have any legal sanctity and taking into account the increasing number of such cases, it needs to be highlighted that it should be considered appropriate to amend the Rule/Act, instead of considering several files as special cases. He also stressed on the need for the citizen-government to be technologically driven. He also remarked on the state's achievement in transforming the grievance and licensing platforms into online, which ensures transparency and time bound decision making. More than 18 departments have completed the ICT for their functioning. He also spoke about the importance of participatory governance in the context of Kerala. He said that the gap between the expectations and reality should be constantly monitored by way of dynamic governance, with the usage of technology. He said that

the Japanese way of training evaluation should be done, whereby the evaluation of knowledge level of the participants is done before and after the training session.

Dr. R. Ram Mohan (Professor, IMG) started his presentation mentioning about the competency framework for civil servants, prepared for the Department of Social Justice, Scheduled Castes Department and Kerala Police. Based on the findings of the study, he remarked that employees at different levels of these departments did not had clarity regarding their roles and responsibilities. He said that the discussions with the officials at different levels revealed that the officers are executing their work on trial and error method. He added that the competencies required for the employees at the Secretariat could be pre-determined. The study had derived several core competencies and prioritized them. These could be used for recruitment, training and for providing incentives. As regards the decision making process, he added that defining the roles and responsibilities for each cadre is important and that a focused functional review is important. The competency has to be clearly defined so as to independently evaluate the performance of the civil servants. The evaluation, however, should not be conducted by a body controlled by the government.

Shri. C. Chandran (Former Principal Secretary to Government of Kerala) expressed his views regarding how the public assess the efficiency of the government. He noted that the bureaucracy, in most cases, could not meet the achievable target, pre-determined by the bureaucracy itself. As regards the public, this will be considered as an inefficiency of the bureaucracy. He highlighted that public are raising complaints to the MLAs, MPs, Ministers, Secretaries, etc., but not to the regional offices of the respective departments. This could be considered as an indication of abdication of responsibility on the part of the government officials.

Adv. D. B. Binu (RTI Activist) presented his views regarding the functioning of Secretariat and associated reform measures. He mentioned about an incident, whereby the regularization of Smt. P. K. Aminath was delayed for 15 years even though the

orders were passed for the implementation of the same. Reply to the RTI filed indicated that the officials in the Secretariat are not taking decisions on the files and are playing safe. He added that even though the decentralization of powers is the agenda of the government, in practice, centralization of powers is taking place. He also observed that the financial assistance given to the Scheduled Tribes, under various welfare schemes, could be easily taken care of in the district offices. But these issues are usually addressed directly by the Minister. He hoped that proper legislation will be enacted regarding the tenure of the government officials in a particular department. He commented that in the present scenario, the secretariat employees could continue to underperform with feeble capability due to the absence of appropriate performance evaluation mechanism. He opined that the Secretariat should not have been avoided from the Right to Service Act, as the files related to the Chief Minister's Disaster Relief Fund, Grievance Redressal Cell, notary applications, etc., could be applicable. He also said that the making Business Rules available to the public will not affect the administration system in any manner, and that it should not be treated as a highly confidential document.

Shri. S. Subbaiah (Former Principal Secretary to Government of Kerala) commented that the reforms imply eradication of abuse/misuse and reorganization/renovation of the existing system. Kerala is one of the states with fully organized administrative system even before the country attained independence. He said that it is important to understand the need for the reforms first. In the traditional approach, the existing structure of the system, the delays in the service delivery, the available public facilities/infrastructure, etc., are examined. Yet another approach could be used in developing reform measures for the Secretariat. The Constitution had listed out the responsibilities of the Union and the States and the division of labour between the two entities. There are 97 items in the Union list, 66 items in the State list, 47 item in the concurrent list and, in addition to these, 29 items as per the 11th and 12th schedules.

He added that after the 73rd and 74th amendments, the responsibilities pertaining to the development departments are to be given to the local self-government departments. However, out of the total 31 departments mentioned in the prevailing Secretariat Manual, 16 of them are development departments. These departments shall be removed from the Secretariat and the responsibility shall be entrusted with the LSGIs. He remarked that so far the constitutional rights of the public were taken away from them by keeping these departments at the Secretariat. Regarding the various levels at the Secretariat, he remarked that in the era of IT and AI, there is no need for numerous levels ranging from Assistant Section Officer to the Secretary. He said the number of levels shall be limited to three. He said that the bottom level shall collect the files in the e-office and shall put up to the concerned higher official, who in turn may give his comments. The Secretary shall take a decision as per the Rules of Business. He stated that the major files pending in the Secretariat are various petitions from the local public. He said that, as the public administration has been decentralized, these petitions shall be given for review of the grama sabhas. The first level scrutiny of the petitions shall be done by the grama sabhas, which shall be conducted more frequently as it directly affects the interests of the local public. Grama Nyayalayas shall be implemented throughout the state and the petitions not resolved by the Grama Sabhas shall be within the purview of Grama Nyayalayas. The matters that could not be dealt with by the Grama Nyayalayas shall be handed over to the judiciary.

He highlighted that Kerala is the one and only state to have completed panchayat level resource mapping. He added that, in a similar fashion, an updating of the panchayat-wise resources and a socio economic survey could provide ground level data, which could be easily accessed at various levels. He also said that as per the information from National Informatics Centre, computerization has not been completed in all the departments, and that once all departments complete the computerization process, ground level data could be easily prepared. As regards recruitment, he indicated that instead of recruiting officials for Secretariat system state-wide, the same shall be at

Panchayat level, with career advancements ranging through Block and District Panchayats to the Secretariat. Such officers entering the Secretariat service shall be the first level Secretariat officers and they will have adequate knowledge regarding the ground level operations as well as issues of the general public. He concluded stating that the constitutional rights of the public should be established in the state by transferring the development departments to the local government, the levels of decision making shall be reduced and that petitions shall be handled at the local level itself. He also highlighted that as per the Rules of Business, the Secretary should fix the delegation of powers for the department in consultation with the incumbent Minister. But the same is not being followed. He also added that core departments should have a research wing and that provision shall be made to channelize new projects through the research wing. As per the Secretariat Manual, the visiting time is fixed from 3 pm to 5 pm, for meeting the officers at Under Secretary level or above. This time has to be mandated.

Shri. S. U. Rajeev (Private Secretary to Minister, Labour and Excise) said that in order to effectively generate outcome from Secretariat, with Ministers to part-time employees, the Political Executive has to play a vital role. The Political Executive could initiate as well as necessitate the decision making process. He said that the amendment of Rules of Business and the proper delegation of powers shall be carried out in six months and that the Commission shall make recommendations supported by sound and time-bound methodology. Regarding the visitors' facilitation centre at the Secretariat, he remarked that the centre has been degraded as a pass issuing authority. Appropriate measures shall be suggested by the Commission to make the centre provide the services accordingly.

He added that scanning of the petitions received is currently in practice. Mailing the same to the concerned head of the department shall result in the mitigation of delay in communication. He remarked that the employees are being taught to put up files with

negative remarks or statements, and that proper training should be given to employees so as to provide the benefits to the public within the limits of existing rules and regulations. The file drafting shall be made objective instead of descriptive. Checklists shall be used for various purposes instead of descriptive files. An evaluation has to be done to assess whether the IAS officers are able to perform their duties and functions satisfactorily. Currently, the Secretaries are overloaded and therefore proper delegation of powers should be implemented. In certain departments with very few sections, such as AYUSH, Parliamentary Affairs, Housing Science and Technology, etc., a Secretary need not be deployed and the charge shall be delegated to an Additional Secretary or Special Secretary. A guideline has to be prepared regarding which files to be sent to Finance and Law departments. He also added that the Finance department has developed a tendency of not taking the adequate action even though the same has been passed in the legislative assembly, on petty issues. Review meetings should be conducted on regular (weekly or bi-weekly) basis. He also commented that the restructuring of the Secretariat is important. He also said that tiny quarters at various places owned by the government shall be converted into comfortable residential complexes for the Secretariat employees.

Shri. John Britto (Former Special Secretary to Government of Kerala) remarked that enforceability had been an issue with the reports related to reform measures. Currently, expert groups are formed for harnessing various ideas related to Secretariat reforms. However, when it comes into implementation of the reform measures suggested, it would depend on whether an objective analysis was done. If the reform measures are based on the live data collection through surveys, and technically supported by suitable data analysis, the acceptability of the same would be 100 percent. Usage of techniques such as Cost Benefit Analysis and SWOT analysis also are beneficial. Such a dynamic report comprising the foresaid aspects could not be rejected by the Government. He stated that instead of passively suggesting that a professional agency shall be entrusted with the comprehensive and thorough study of the Secretariat, solutions for the

problems identified through the statistical data obtained would be more beneficial. As regards the manuals followed at the Secretariat, he said that these documents need to be updated on a regular basis. He also discussed about the discrepancies in the general rules and disciplinary rules.

Smt. Poornima G. K. (Finance Department) mentioned that not all the Secretariat employees have indifferent attitude towards work and that in many cases favourable solutions could not be given to the petitioners as doing so will be against the rules and regulations. As a result of this, the petitioners tend to file repeated petitions to the Secretariat, as was the case with Smt. P. K. Aminath whose petition was rejected by the Finance department several times.

Shri. S. Biju (General Secretary, Kerala Secretariat Staff Association) opined that even though the prerequisite qualification for Secretariat Assistant post is any degree, as is the case with IAS officers, Sub Inspector in Kerala Police, etc., the Secretariat employees are not in receipt of training of similar intensity. He also stated that the examination pattern for the Secretariat posts shall be made a combination of both objective and descriptive types. As regards the work study of the Secretariat, he added that the work assessment shall be done by P&AR department and the excess staff shall be reallocated so as to meet the opportunities arising at the Secretariat.

Shri. Mathew Jose (Former Additional Secretary to Government of Kerala and Faculty, IMG) said that in order to ensure accountability of the employees, a provision shall be incorporated in the e-office to daily enter the activities performed by the employee on the particular day. Instead of fixing delegation of powers every time a Minister takes charge, a standardized delegation of powers shall be passed and thereby Rules of Business shall be amended. He opined that before the implementation of e-office, efforts shall be initiated to make all the employees well aware of the mechanism. Incentives shall be given to the employees for undergoing trainings and

further increments shall be given at the submission of relevant training completion certificates from recognized agencies such as C-DIT.

Smt. Shibi (Section Officer, Industries (J) Department) stated that restructuring of the Secretariat should not imply downsizing of the same. Regarding the huge number of files pending in the Secretariat, she said that many of them could have been resolved by the line departments, and that the same has been forwarded to the Secretariat due to their lack of adequate knowledge. A reference desk shall be started at the Secretariat, for addressing such common needs, such as issues related to KSR, for the line departments. She also mentioned about the problems encountered by the Secretariat staff due to server going down. She also noted that the software used in the Secretariat is being changed frequently and is causing problems to the staff. Another aspect to be addressed urgently is the unequal distribution of work. She hoped that the council appointed for studying the unequal distribution of work will come up with appropriate solutions for the problem. She emphasized on the need for a mechanism to monitor the outcome/improvement occurring in the performance of employees, as a result of the training received.

Shri. Anilkumar (PA to the Chairman, ARC) said that in addition to the lack of inter departmental coordination, the coordination among various officers within the department is also diminishing. He cited the example of a file being delayed for one and a half months due to the lack of coordination between the officials within a department as regards the hindering of development activities by the Finance department, he said that the department had rejected the proposal for District Jail at Malampuzha, approved by the Cabinet, two times stating that the proposal is lacking clarity regarding staff pattern. He concluded requesting the Commission to consider intra-departmental coordination as well as reverse operation of files as important concerns.

Shri. Pramod V. R. (Administrative Officer, Legal Metrology Department) stated that the implementation of e-office had not simplified things, and that only benefit is with regards to the transportation of files. He also said that, in his view, the quality of the file processing also has deteriorated. He mentioned that the Government policy is the usage of open source software and that current software is designed to work on Windows platform, and is resulting in several issues, such as crashing of the server.

Shri. Sivakumar V. (Assistant Section Officer, General Education (U) Department) emphasized on the frequent transfers taking place in the Secretariat. A tenure shall be fixed for the service of employees before being transferred. Another suggestion was to make the field level experience compulsory for the employees. Employees shall work in their respective department for a limited period of time and shall study the activities as well as issues of the department. Thirdly, an Expert Group shall be formed for each department. This Expert Group could rectify the issues and doubts for the employees and could improve the operational efficiency of the system.

Shri. Ramanath (Section Officer, P&AR Department) spoke about the need to recheck the list of registers to be maintained as e-office has been implemented now. He said that removing the usage of unwanted registers would provide the employees more time to concentrate on their work.

Shri. K. Sudevan (General Secretary, Kerala Secretariat Pensioners' Welfare Association) said that the facilitation centre operating in the Secretariat should be made as the Public Information Office again. He also said that with regards to the information being furnished by the government, strict action must be taken against the employees who furnish false details on behalf of the government.

Smt. Bala Devi (Section Officer, Science and Technology Department) stated that in addition to finding faults in the Secretariat system, aspects of talent management, career planning, skill identification, business process management, HR deployment,

adequacy of the infrastructure facilities, the impact of political environment, need for compassionate employment scheme, reasons for lateral appointments, proper performance evaluation, etc., also need to be considered. She added that currently the number of files handled forms the basis for determining the level of performance. The real contribution to the work, physical as well as mental, is not being considered. Further she deliberated on the work studies conducted by the P&AR department and said that the Secretariat employees do possess sufficient degree of professionalism to identify the faults by themselves.

She added that the employees at the state Secretariat are ready to work at the field level of the respective departments. She iterated that the Secretariat need proper organization structure, proper transfer and posting norms, awareness regarding the Rules of Business, Secretariat Instructions, Financial Code, and that these documents shall be made public as well as readily available in e-office. Regarding the tendency to send each and every file to the Finance department, she said that in several instances they have to answer the questions regarding the decisions taken on various matters and that instructions are being given even from the Secretary level to send the files to Finance department for remarks.

Smt. Neela Gangadharan (Member, ARC) in her concluding remarks quoted that the Secretariat is a complex mechanism as it is highly political and bureaucratic. Adequate database is required to support the recommendations being put forward. She also said that almost all the recommendations discussed regarding the capacity building has been submitted to the Government by the Commission. She mentioned about the tendency of the Secretariat to leave the decision making, in certain matters, to the Courts. Regarding the fixation of tenure, she cited a recent judgment of Madras High Court whereby for appointment as DGP even six month is sufficient. Moreover, the human factor is what matters the most. The quality, empathy, compassion, devotion and motivation of the employees are the real aspects as regards the administration. She

pointed out that the Commission will do an objective evaluation of the issues being identified. She thanked all the participants for their whole hearted participation.

Shri. C. J. Suresh Kumar (Under Secretary, ARC) gave vote of thanks for all the participants on behalf of the Commission and requested everyone to chime in additional suggestions, if any, in written or digital format.

3. Key Recommendations from the Presentations

The major recommendations put forward by the speakers are as follows:

- The reform measures being developed should be guided by the findings of the previous studies, especially the findings of second Administrative Reforms Commission of GoI, but not bound by those recommendations.

- The patronage system existing in the system shall be forestalled.

- A proper service delivery policy shall be prepared.

- A simplified functional review mechanism shall be set up at the Secretariat.

- Functional mapping and regrouping of the departments have to be done.

- Civil Services Performance Act shall be enacted and an independent Appellate Authority shall be set up for performance evaluation, consisting of members with distinguished international or national eminence.

- A mechanism shall be incorporated for ABC classification of the files being processed at the Secretariat.

- Mandating a one page report of the Secretary regarding the performance/suggestions with respect to the functioning of the department shall help in conveying the ideas without being filtered at any level.

- A Project Management Unit shall be set up the Chief Minister's Office, so as to manage the projects under various departments by setting priorities.

- The Rules of Business shall be updated as early as possible.

- A convergence shall be made among the various agencies under the government for improving the IT related service delivery.

- Adequate consideration shall be provided to review the agencies that would be scrutinizing the decision making process.

- The practice of providing benefits considering certain cases as special cases, without any legal sanctity, shall be dissuaded. Instead, appropriate amendments shall be made to the rules and regulations.

- A competency framework shall be prepared for the Secretariat and the core competencies derived could be used for recruitment, training and providing incentives.

- The Secretariat shall be brought under the purview of Right to Service Act.

- The development departments decentralized by GoI shall be removed from the Secretariat and associated duties and functions shall be entrusted with the LSGIs.

- The number of hierarchical levels at the Secretariat shall be reduced accordingly.

- The influence of employee unions should be permitted in the decision making processes in the core departments.

- A research wing shall be set up in the core departments and the new project proposals shall be initiated through these research wings.

- Efforts shall be initiated to make the facilitation centre operating at the Secretariat perform its intended functions properly.

- A guideline has to be prepared regarding the type of files to be sent to the Finance and Law departments.

- A standardization of the delegation of powers shall be done.

- In order to reduce the number of files being forwarded by the departments, a reference desk shall be set up at the Secretariat to quickly address the common issues, such as those related to KSR.

- The reverse operation of files as well as lack of intra-departmental coordination shall also be considered.

- An Expert Group shall be formed for each department for resolving various technical issues in a time bound manner.

- Aspects such as talent management, career planning, skill identification, HR deployment, adequacy of the infrastructure facilities, impact of political environment, proper performance evaluation mechanism, also shall be considered.

- Efforts shall be initiated to encourage the decision making by Secretariat itself, rather than leaving it to the judiciary.

- An Empowered Committee shall be formed by the Chief secretary to handle all the inter departmental issues.

- A Social Audit of the Secretariat shall be conducted.

- The petitions shall be dealt with by the Grama Sabhas, and those petitions not resolved by the Grama Sabhas shall come under the purview of Grama Nyayalayas.

- All guidelines should be streamlined, revised and converted into a single concise set of guidelines.

- Referral departments such as Finance department should mandate proposals only through e-office so as to create an impetus to completely move on to e-office.

- Provision for data retrieval and conservation need to be incorporated in the e-office.

- A provision shall be incorporated in the e-office platform to enter the daily activities of the employees for performance evaluation.

- Systemic efforts should be initiated to address the tendency of employees not to take appropriate actions. Training activities aimed at behavioral change shall be provided.

- Appropriate penal provisions need to be devised for penalizing passivity.

- Adequate provision shall be incorporated in the e-office to monitor the movement of files as well as the performance of employees.

- The establishment matters related to all departments must be handled by the P&AR department.

- A mechanism shall be developed to review the high performance ratings given to the employees.

- Appropriate norms shall be developed for all cadre regarding posting/reallocation.

- As regards the lateral entry to the service, such employees shall be mandated to complete a higher period of probation or shall pass the competency test conducted by the Kerala Public Service Commission.

- Employees entering into Secretariat Service shall serve a department for a minimum period of five years and once being promoted to Deputy Secretary level shall continue at the same department so as to produce experts in the field.

- The Conduct Rules shall be provided to the new employees and a preliminary test shall be conducted prior to the enrollment.

- The employees shall first be deployed at the Panchayat level, and shall be later promoted through the Block as well as District levels to the State Secretariat. These officers shall form the first level Secretariat officers. This will have ensure that employees possess adequate knowledge regarding the ground level operations as well as the issues of the general public.

- Specialized recruitment, combining objective and descriptive mode, shall be conducted for recruitment of the employees for Secretariat.

- An all-inclusive training plan shall be developed for the Secretariat.

- Immersion visits shall be made a part of the induction training, so as to help the employees understand what is expected of them.

- Structured training programmes are to be prepared for the Special Secretaries and Secretaries, and shall be conducted by organizations of international or national repute.

- Japanese way of evaluating the employees before and after the training shall be adopted.

- In addition to the recommendations being put forward, efforts related to the drafting of associated rules and regulations would be more beneficial.

- The reform measures proposed should be backed by adequate statistical data analysis.

LIST OF PARTICIPANTS

Sl. No.	Name	Designation with Address
1	Shri. K. V. Eapen	Secretary, Department of Administrative Reforms & Public Grievances, Government of India
2	Shri. K. Jayakumar	Former Chief Secretary & Director IMG
3	Shri. S. M. Vijayanand	Former Chief Secretary & Chairman, CMD
4	Dr. K. M. Abraham	Former Chief Secretary & CEO, KIIFB
5	Shri. K. Ellangovan IAS	Principal Secretary, Industries Department
6	Shri. Rajan N. Khobragade	Principal Secretary, AYUSH
7	Shri. S. Subbaiah IAS Rtd.	Principal Secretary (Rtd), Government of Kerala
8	Shri. C. Chandran IAS Rtd.	Principal Secretary (Rtd), Government of Kerala
9	Shri. John Britto	Special Secretary Law (Rtd)
10	Shri. S. U. Rajeev	Private Secretary to Ministry of Labour & Excise
11	Shri. P. S. Sreekumar	Special Secretary (Rtd)
12	Adv. D. B. BInu	RTI Activist
13	Dr. R. Ram Mohan	Professor, IMG
14	Shri. Subin Kairal S.	Deputy Secretary
15	Shri. G. Jose	Additional Secretary (Rtd) & IMG Faculty
16	Shri. S. Suresh Chandran	Additional Law Secretary (Rtd)

17	Shri. K. V. Thomas	Additional Secretary (Rtd)
18	Shri. V. V. Moidunni	Additional Secretary (Rtd) & IMG Faculty
19	Shri. T. P. Babu	Additional Secretary (Rtd)
20	Shri. K. B. Bahuleyan	Additional Secretary (Rtd)
21	Shri. Mathew Jose	Additional Secretary (Rtd) & IMG Faculty
22	Dr. S. Raja Sekhar	Additional Secretary (Rtd) & IMG Faculty
23	Shri. Raveendran C.	Assistant Section Officer Home (E) Department
24	Shri. Sivakumar V.	Assistant Section Officer General Education (U) Department
25	Smt. Poornima G. K.	Finance Department
26	Shri. S. D. Pillai, IA&AS	
27	Shri. Pramod V. R.	Administrative Officer, Legal Metrology Department
28	Shri. Najeeb	Joint Secretary
29	Shri Jagadees D.	Deputy Secretary
30	Shri. Ashwin Aravind	Senior Grade Assistant, GA (SC) Department
31	Shri. T. A. Rajasekharan	SEAK
32	Shri. K. Vijayakumaran	Additional Secretary (Rtd)
33	Shri. Anoop	Additional Secretary, Finance
34	Shri. Gopa Kumar Nair B.	Joint Secretary, Power Department

35	Shri. Ramanath	Section Officer, P & ARD
36	Shri. K. Sudevan	General Secretary, Kerala Secretariat Pensioner's Welfare Association
37	Deepu S. S.	KSEA
38	Shri. T. Sreekumar	General Secretary, KSA
39	Shri. T. I. Ajaya Kumar	General Secretary, KS Sangh
40	Shri. S. Biju	General Secretary, Kerala Secretariat Staff Association
41	Smt. Shibi	Section Officer, Industries (J) Department
42	Smt. Bala Devi	Section Officer, Science & Technology Department
43	Shri. P. Michael Vethasiromony	Rtd ACS
44	Nanchalloor Sasikumar	Secretary, KSEA

List of various Secretariat Departments & Field Departments/Institutions

1. <u>Agricultural Department</u>

Sl. No.	Department/Institution
1.	Agricultural Development & Farmers Welfare Department
2.	Soil Survey & Soil Conservation Department
3.	Kerala Agriculture University
4.	National Mission on Oil Seeds and Oil Palm (NMOOP)
5.	Farm Information Bureau
6.	State Level Nodal Agency for Watershed (NWDPRA)
7.	Paddy Board
8.	Oil Palm Indian Ltd.
9.	National Horticultural Mission
10.	Trivandrum Rubber Works
11.	Horticulture Products Development Corporation
12.	State Warehousing Corporation of Kerala
13.	Kerala State Coconut Development Corporation
14.	State Farming Corporation of India
15.	Nadukkara Agro Processing Company
16.	Kerala Pineapple Mission
17.	Kerala Land Development Corporation
18.	Kerala Agro Industries Corporation
19.	Kerala Agro Machinery Corporation
20.	Kerala Debt Relief Commission
21.	KERAFED

22.	NABARD
23.	Sahasra Sarowar Project
24.	Ponnani Coal Development Agency
25.	Thrissur Coal Development Agency
26.	Onnattukara Development Agency
27.	Indian Council For Agricultural Research (ICAR)
28.	Zonal Agricultural Technical Training Centre
29.	Tribal Resettlement And Development Mission, Kerala
30.	State Agricultural Prices Board
31.	Malabar Marketing Committee, Kozhikode
32.	Rubber Board
33.	Bio Fertilizer Laboratory
34.	Parasite Breeding Stations
35.	Bio Control Lab
36.	Kerala Centre for pest Management
37.	National & State Medicinal Plant Board
38.	Kerala Land Use Board
39.	Vegetable & Fruits Promotion Council Kerala (VFPCK)
40.	Small Farmers Agri Business Consortium (SFAC)
41.	Kerala State Seed Development Authority
42.	Spices Board

2. <u>Animal Husbandry Department</u>

Sl. No.	Department/Institution
1.	Animal Husbandry Department
2.	Dairy Development Department
3.	Kerala Veterinary University

4.	State Institution for Animal Deceases, Palod
5.	Institute of Animal Health & Veterinary Biological, Palod
6.	Animal Deceases Control Project Office, Thiruvananthapuram
7.	Special Livestock Breeding Programme Office, HQ. Trivandrum.
8.	Central Hatchery, Chengannur
9.	Kerala Live Stock Development Board
10.	Kerala State Poultry Development Corporation
11.	Kerala Feeds Limited
12.	Meat Products of India
13.	Animal Welfare Board
14.	Kerala State Veterinary Council
15.	Indian Veterinary Council
16.	Livestock Farms
17.	Institute of Animal Health & Veterinary Biological, Palod
18.	Kerala Cooperative Milk Marketing Federation (MILMA)

3. Ayush Department

Sl. No.	Department/Institution
1.	Ayurveda Medical Educational Department
2.	Homeopathy Directorate
3.	Homco
4.	State Medicinal Plant Board
5.	Pharmaceutical (IM) Corporation (Oushadhi)
6.	Kerala State Co-operative Pharmacy
7.	Kerala Ayurvedic Studies & Research Society, Kottakkal
8.	Aathurasrama Homeo Medical College

9.	Dr. Padiyar Memorial Homeopathic Medical College
10.	Sree Vidyadiraja Homeopathic Medical College
11.	Government/Aided/Self finance Ayurveda, Homeo Sidha Medical Colleges.

4. **Backward Communities Development Department**

Sl. No.	Department/Institution
1.	Backward Classes Development Department
2.	Backward Classes Development Corporation
3.	Kerala State Commission for Backward Classes
4.	Kerala State Pottery manufacturing marketing & Welfare Development Corporation
5.	Kerala State Development Corporation for Christian Convert and Recommended Communities

5. **Coastal Shipping & Inland Navigation Department**

Sl. No.	Department/Institution
1.	Kerala Shipping & Inland Navigation Corporation Ltd. (KSINC)

6. **Co-operative Department**

Sl. No.	Department/Institution
1.	Co-Operative Department
2.	State Co-Operative Bank

3.	District Co-Operative Banks
4.	Primary Co-Operative Rural Development Banks
5.	Primary Co-Operative Societies
6.	Farmers Co-Operative Societies
7.	Scheduled Caste/Scheduled Tribe Co-Operative Societies
8.	Farming Co-Operative Societies
9.	Service Co-Operative Societies
10.	Rural Co-Operative Societies
11.	Urban Co-Operative Societies
12.	Marketing Co-Operative Societies
13.	Tourism Co-Operative Societies
14.	Co-Operative Service Examination Board
15.	Kerala State Co-Operative Tribunal
16.	Consumer Fed
17.	Rubber Mark
18.	Rubco
19.	Raidco
20.	Kerala State Co-Operative Election Commission
21.	Cooperative Arbitration Courts
22.	Kerala State Co-Operative Ombudsman
23.	Kerala State Co-Operative Union
24.	Kerala State Co-Operative Employees Welfare Board

7. Ciltural Affairs Department

Sl. No.	Department/Institution
1.	Directorate of Culture

2.	Directorate of Archeology
3.	Centre for Heritage Studies
4.	Kerala Museum
5.	Museum and Zoo Department
6.	State Archives Department
7.	Vylopilli Samskrithi Bhavan
8.	State Institute of Languages
9.	Kerala State Institute of Children's Literature (KSICL) (Balasahithya Institute)
10.	The State Institute of Encyclopedic Publications
11.	Kerala Book Marketing Society
12.	Malayalam Mission
13.	Vasthu Vidya Gurukulam
14.	South Zone Cultural Centre
15.	Kerala Kalamandalam
16.	Kerala Shithya Academy
17.	Kerala Lalithkala Academy
18.	Kerala Sangeetha Nataka Academy
19.	Kerala Folklore Academy
20.	Mahakavi Moyinkutty Vydar Academy
21.	Bharath Bhavan
22.	Thulu Academy
23.	Kerala Poorakali Academy
24.	Kerala Urudu Academy
25.	Kerala State Film Development Corporation
26.	Kerala State Chalachitra Acadeamy

27.	Kerala State Cultural Activist Welfare Fund Board
28.	Konkany Sahitya Academy
29.	Jawahar Bala Bhavan

8. Election Department

Sl. No.	Department/Institution
1.	Office of the Chief Electoral Officer

9.   Environment Department

Sl. No.	Department/Institution
1.	Department of Environment and Climate Change
2.	Kerala State Bio-diversity Board
3.	Kerala State Pollution Control Board
4.	State Wetland Authority Kerala
5.	State Environment Impact Assessment Authority
6.	Kerala Coastal Zone Management Authority
7.	Water Appellate Authority

10. Fisheries & Port Department

Sl. No.	Department/Institution
1.	Fisheries Department
2.	Port Department

3.	Harbour Engineering Department
4.	Hydrographic Survey Department
5.	Matsya Fed
6.	Kerala Fisheries Technical School
7.	Kerala Fisherman Welfare Board
8.	Kerala Fisherman Welfare Corporation
9.	Kerala Inland Fishing Development Corporation
10.	Fisheries Stations
11.	Kerala Fishermen Debt Relief Commission
12.	Kerala Coastal Area Development Corporation
13.	Agency for Development of Aqua Culture (ADAK)
14.	State Fisheries Management Advisory Committee
15.	Kerala University of Fisheries & Ocean Studies (KUFOS)
16.	Kerala Aqua Ventures International Ltd (KAVIL) – Aqua Technical Park
17.	Harbor Management Society
18.	Fish Farmers Development Agency (FFDA)
19.	Brackish Water Fish Farmers Development Agencies (BFFDA)
20.	Society for Assistant to Fisher Woman (Vanitha Bank)
21.	Kerala Maritime Board
22.	Vizhinjam International Sea Port Ltd (VISL)
23.	Kerala State Maritime Development Corporation(KSMDCL)
24.	Vallarpadam International Container Transshipment Terminal
25.	Kochin Port Trust
26.	State Fisheries Management Society

11.   Food, Civil Supplies & Consumer Affairs Department

Sl. No.	Department/Institution
1.	Civil Supplies Department
2.	Consumer Affairs Department
3.	Legal Metrology Department
4.	Supplyco
5.	Council for Food Research & Development (FCRD), Konni

12.   Forest and Wild Life Department

Sl. No.	Department/Institution
1.	Forest & Wild life Department
2.	Kerala State Wood Industries
3.	Kerala State Board for wild life
4.	Central Board of Forestry
5.	Kerala forest Development Corporation

13. General Administration Department

Sl. No.	Department/Institution
1.	Government Secretariat

14. General Education Department

Sl. No.	Department/Institution
1.	Directorate of General Education (DGE)
2.	Directorate of Higher Secondary Education (DHSE)
3.	Directorate of Vocational Higher Secondary Education (DVHSE)
4.	State Council of Educational Research & Training (SCERT)
5.	State Institute of Educational Management & Training (SIEMAT)
6.	State Institute of Educational Technology (SIET)
7.	Kerala Infrastructure & Technology for Education (KITE) (IT@School)
8.	D.D.E Offices
9.	D.E.O Offices
10.	A.E.O Offices
11.	Pareeksha Bhavan
12.	District Institute of Educational & Training (DIET)
13.	Kerala Mahila Samakhya Society
14.	Rakshtreeya Madhyama Siksha Abhiyan, Kerala (RMSA)
15.	Sarva Siksha Abhiyan

15. Health & Family Affairs Department

Sl. No.	Department/Institution
1.	Health Services Department
2.	Medical Education Department
3.	Drugs Control Department
4.	Kerala University of Health Sciences
5.	Dental Council of India

6.	Kerala State Aids Control Society
7.	Kerala State Blood Transfusion Council
8.	National Rural Health Mission (NRHM)
9.	Comprehensive Health Insurance Agency of Kerala (CHIYAK)
10.	Sree Chithra Institute of Medical Sciences & Technology
11.	Kerala Medical Science Corporation
12.	Regional Cancer Centre, Thiruvananthapuram
13.	Malabar Cancer Centre
14.	Directorate of Radiation Safety
15.	Karunya Benevolent Fund
16.	Child Development Centre, Kerala
17.	Cochin Cancer & Research Centre
18.	Public Health Training Schools
19.	State Health Centre, Neyyattinkara
20.	Red Cross Society of India
21.	Kerala Health Research And Welfare Society (KHRWS)
22.	Institute of Mental Health & Neuro Science (IMHANS)
23.	Public Health Laboratory
24.	Nursing Council of Kerala
25.	Pharmacy Council of India
26.	State Family Welfare Board

16. Higher Education Department

Sl. No.	Department/Institution
1.	Collegiate Education Department
2.	Technical Education Department

3.	Entrance Commission
4.	Printing Department
5.	Stationary Department
6.	University of Kerala
7.	Mahatma Gandhi University
8.	University of Calicut
9.	University of Kannur
10.	Thunchathezhuthachan Malayalam University
11.	Dr. APJ Abdul Kalam Technical University
12.	KUSAT
13.	Sree Sankara Sanskrith University
14.	National University of Advanced Legal Studies (NUALS)
15.	Kerala State Centre for Advanced Printing & Training (C-APT)
16.	Kerala Books & Publications Society (KBPS)
17.	Kerala Council for Historical Research (KCHR)
18.	K.R. Narayanan National Institute of Visual Sciences & Arts
19.	Center for Continuing Education Kerala (CCEK)
20.	Science & Technology Museum, Kerala
21.	Lal Bahadhur Sasthri Centre (LBS Centre)
22.	Institute of Human Resources Development (IHRD)
23.	Additional Skill Acquisition Programme (ASAP)
24.	Rakshtriya Uchthar Siksha Abhiyan (RUSA)
25.	Law College, Thiruvananthapuram/Eranakulam/Trissure/Kozhikode
26.	Office of the NCC Deputy Director
27.	State Central Library
28.	Library Council, Kerala
29.	Higher Education Council, Kerala
30.	NCC Cell Kerala

17. <u>Home Department</u>

Sl. No.	Department/Institution
1.	Police Department
2.	Department of Prison & Correctional Services
3.	Department of Fire & Rescue
4.	Department of Prosecution
5.	Kerala Police Housing Construction Corporation Ltd
6.	Chief Chemical Examiner
7.	Subordinate Judiciary

18. <u>Housing Department</u>

Sl. No.	Department/Institution
1.	Kerala State Housing Board
2.	Kerala State Nirmithi Kendra
3.	Housing Commissioner

19. <u>Industries Department</u>

Sl. No.	Department/Institution
1.	Industries & Commerce (D & C) Department
2.	Directorate of Handloom, Textiles

3.	Kerala Bureau of Industrial Promotion (KBIP)
4.	Public Sector Restructuring and Internal Audit Board
5.	Khadhi &Village Industries Board (KVIB)
6.	Coir Development
7.	Mining & Geology
Public Sector Undertakings	
1.	Kerala Minerals & Metals Ltd
2.	Kerala State Drugs & Pharmaceuticals Ltd.
3.	Malabar Cements Ltd
4.	Travancore Cements Ltd
5.	Travancore Kochin Chemical Ltd
6.	Travancore Titanium Products Ltd.
7.	Kerala State Minerals Development Corporation
8.	Kerala Electrical & Allied Engineering Company Ltd
9.	United Electrical Industries Ltd
10.	Traco Cable Company Ltd
11.	Transformers & Electricals Kerala Ltd
12.	Kerala Ceramic Ltd
13.	Kerala Clays & Ceramic Products Ltd
14.	Metals Industries Ltd
15.	SAIL-SCL Kerala Ltd
16.	Steel Industries Kerala Ltd
17.	Kerala Automobile Ltd
18.	Steel & Industrial Forgings Ltd
19.	Autocast Ltd
20.	Seetha Ram Textiles Ltd
21.	Kerala State Textiles Corporation Ltd

22.	Malappuram Co-Operative Spinning Mills Ltd
23.	Quilon Co-Operative Spinning Mills Ltd
24.	Kannur Co-Operative Spinning Mills Ltd
25.	Trissure Co-Operative Spinning Mills Ltd
26.	Alappy Co-Operative Spinning Mills Ltd
27.	Kerala State Co-Operative Textile Federation Ltd (TEXFED)
28.	Trivandrum Spinning Mills Ltd
29.	KELTRON
30.	KELTRON Electro Ceramic Ltd
31.	KELTRON Component Complex Ltd
32.	Forest Industries (Travancore) Ltd
33.	Kerala State Industries Development Corporation Ltd (KSIDC)
34.	Kerala State Industrial Enterprises Ltd(KSIE)
35.	Kerala State Small Industries Development Corporation
36.	KINFRA
37.	Handicrafts Development Corporation
38.	Kerala State Bamboo Corporation
39.	Kerala State Handloom Development Corporation
40.	Kerala Artisans Development Corporation
41.	KELPAM
42.	HANTEX

20. <u>Electronics & IT Department</u>

Sl. No.	Department/Institution
1.	Kerala State IT Mission
2.	Infopark Kochi

3.	Technopark Kazhakkoottam
4.	Cyberpark Kozhikode
5.	Indian Institute of Information Technology (IIITM-K)
6.	C-Dit
7.	ICT Academy
8.	Kerala Startup Mission
9.	State Data Centre

21. Information & Public Relations Department

Sl. No.	Department/Institution
1.	Media Academy
2.	Tagore Theatre
3.	Indian Institute of Mass Communication, Pampadi, Kottayam

22. Labour & Skill Department

Sl. No.	Department/Institution
1.	Labour Department
2.	National Employment Service (Kerala)
3.	Factories & Boilers Department
4.	Industrial Training Department
5.	Insurance Medical Services Department
6.	Kerala Academy for Skills Excellence (KASE)
7.	Kerala Institute of Design
8.	ODEPC
9.	KILE
10.	Industrial Tribunals

11.	Industrial Courts
12.	Kerala Toddy Welfare Board
13.	Kerala Labour Welfare Fund Boards
14.	Kerala Unorganized Sector workers Welfare Fund Board
15.	Kerala Bamboo, Kattuvally, Pandanus Leaf Workers Welfare Fund Board
16.	Kerala Beedi-Sigar Workers Welfare Fund Board
17.	Minimum Wages Advisory Board
18.	State Advisory Contract Labour Board
19.	Kerala Small plantation Workers Welfare Fund Board
20.	Kerala Jewelery Workers Welfare Fund Board
21.	Kerala Thayyal Thozhilali Welfare Fund Board
22.	Kerala Motor Thozhilai Welfare Fund Board
23.	Kerala Autoriksh Thozhilali Welfare Fund Board
24.	Kerala Automobile Workers Welfare Fund Board
25.	Kerala Headload and General Workers Welfare Board
26.	Kerala Construction Workers Welfare Board
27.	Kerala Cashew Workers Relief & Welfare Fund Board
28.	Kerala Abkari Workers Welfare Fund Board
29.	Kerala Shops & Commercial Establishment Workers Welfare Fund Board
30.	Kerala Agricultural Workers Welfare Fund Board
31.	Kerala Handloom Workers Welfare Fund Board
32.	Kerala Maram Kayatta Thozhilali Kshemanidhi Board

23. Finance Department

Sl. No.	Department/Institution
1.	Secretariat Finance Department
2.	Treasury Department
3.	National savings department
4.	KIIFB
5.	State Insurance department
6.	Kerala State Audit Department

24. Law Department

Sl. No.	Department/Institution
1.	Secretariat Law Department

25. Local Self Government Department

Sl. No.	Department/Institution
1.	Panchayat Department
2.	Urban Affairs Department
3.	Rural Development Department
4.	Town & Country Planning Department
5.	Kudumbashree Mission
6.	KILA
7.	Ombudsman for Local Self Government Institutions
8.	Tribunal for Local Self Governments
9.	Clean Kerala Company Ltd
10.	Suchitwa Mission

26. <u>Minority Welfare Department</u>

Sl. No.	Department/Institution
1.	Minority Welfare Directorate
2.	Kerala State Minority Development Finance Corporation
3.	Kerala State Minority Commission
4.	Kerala Madrassa Teachers Welfare Fund Board

27. <u>NORKA Department</u>

Sl. No.	Department/Institution
1.	NORKA Roots
2.	NORKA Roots Attestation Centre
3.	Non-Resident Indians Commission

28. <u>Personnel & Administrative Reforms Department</u>

Sl. No.	Department/Institution
1.	Administrative Reforms Commission
2.	Kerala Administrative Tribunal
3.	Institute of Management in Government

29. <u>Parliamentary Affairs Department</u>

Sl. No.	Department/Institution
1.	Institute of Parliamentary Affairs (INPA)

30. <u>Planning & Economic Affairs Department</u>

Sl. No.	Department/Institution
1.	Statistics Department
2.	Kerala State Land Use Board
3.	Kerala State Remote Sensing & Environment Centre
4.	State Planning Board

31. <u>Power Department</u>

Sl. No.	Department/Institution
1.	Kerala State Electricity Board Ltd
2.	Kerala State Power & Infrastructure Finance Corporation
3.	Kerala State Electricity Regulatory Commission
4.	Energy Management Centre, Kerala
5.	ANERT
6.	Electrical Inspectorate

32. <u>Public Works Department</u>

Sl. No.	Department/Institution
1.	Public Works Department
2.	Roads & Bridges Development Corporation
3.	Kerala State Construction Corporation
4.	Kerala State Engineering Works Ltd
5.	Ashwas Public Amenities Kerala (APAK)
6.	Pratheeksha Bus Shelter Kerala Ltd (PBSKL)

7.	Kerala State Transport Project (KSTP)
8.	Roads & Bridges Development Corporation of Kerala Ltd
9.	Kerala Road Fund Board
10.	Road Infrastructure Company Kerala (RICK) Ltd
11.	Kerala Highway Research Institute

33. Revenue Department

Sl. No.	Department/Institution
1.	Land Revenue Department
2.	Survey & Land Records Department
3.	State Land Board
4.	Disaster Management Authority
5.	Travancore Devaswom Board
6.	Kochin Devaswom Board
7.	Sree Koodal Manikyam Devaswam
8.	Guruvayoor Devaswam
9.	Malabar Devaswom Board
10.	Kerala State Wakf Board
11.	Devaswam Recruitment Board
12.	Legal Metrology Department

34. Sainik Welfare Department

Sl. No.	Department/Institution
1.	Sainik Welfare Department

| 2. | Kerala State Ex-Servicemen Development and Rehabilitation Corporation (KEXCON) |

35. <u>Science & Technology Department</u>

Sl. No.	Department/Institution
1.	Kerala State Council for Science & Technology & Environment (KSCSTE)
2.	Jawaharlal Nehru Tropical Botanical Garden & Research Institute (JNTBGRI)
3.	Malabar Botanical Garden & Institute of Science (MBGIS)
4.	Centre of Science & Technology & Entrepreneurship Development (C-STED)
5.	Sreenivasan Ramanujan Institute of Basic Science (SRIBS)
6.	Achutha Menon Foundation
7.	MS Swaminathan Foundation
8.	KSoM - (Kerala School of Mathematics)
9.	STIC- Sophistication Test and Instrumentation Centre
10.	IRTC - Integrated Rural Technological Centre
11.	KFRI- Kerala Forest Research Institute
12.	NATPAC - National Transportation Planning and Research Centre
13.	IAV - Indian Institute of Advanced Virology
14.	CWRDM-Water Resources Development and Management

36. <u>Scheduled Caste & Schedule Tribe Development Department</u>

Sl. No.	Department/Institution
1.	Scheduled Caste Development Department

2.	Scheduled Tribe Development Department
3.	KIRTADS
4.	Kerala State Scheduled Caste/Scheduled Tribe Commission
5.	Kerala State Development Corporation for Scheduled Caste & Recommended Communities Ltd
6.	Kerala State Scheduled Caste/Scheduled Tribe Development Corporation Ltd

37. Social Justice Department

Sl. No.	Department/Institution
1.	Social Justice Department
2.	Women & Child Development Department
3.	Kerala Social Security Mission
4.	Protection Offices
5.	State Disability Commission
6.	Child Rights Commission
7.	NISH
8.	Kerala State Women Development Corporation (KSWDC)
9.	National Handicapped Finance Development Corporation (NHFDC)
10.	Skill Council for Persons with Disability
11.	Aganwadi Workers & Helpers Welfares Fund Board
12.	State Institute on Disabilities (SID)
13.	Vanchi Poor Home
14.	Sri Chithra Poor Home

38. Sports & Youth Affairs Department

Sl. No.	Department/Institution
1.	Sports & Youth Affairs Department
2.	Kerala State Sports Council
3.	Rajeev Gandhi Academy of Aviation Technology
4.	Kerala State Youth Welfare Board
5.	Kerala State Youth Commission

39. Store Purchase Department

Sl. No.	Department/Institution
1.	General Functions

40. Taxes Department

Sl. No.	Department/Institution
1.	Kerala State GST Department
2.	Excise Department
3.	Lottery Department
4.	Registration Department
5.	Kerala State Beverages Corporation
6.	Centre for Taxation Registration
7.	Gulati Institute For Finance & Taxation (GIFT)
8.	Kerala State Financial Enterprises

41. <u>Tourism Department</u>

Sl. No.	Department/Institution
1.	Directorate of Tourism
2.	Kerala Tourism Development Corporation (KTDC)
3.	Tourists Resorts (Kerala Ltd. (TRKL)
4.	Bekal Resort Tourism Corporation
5.	The District Tourism Promotion Councils
6.	Kerala Institute of Travel and Tourism Studies (KITTS)
7.	Kerala Institute of Hospital Management Studies (KIHMS)
8.	Responsible Tourism Mission

42. <u>Transport Department</u>

Sl. No.	Department/Institution
1.	Motor Vehicle Department
2.	State Water Transport Department
3.	Kerala State Road Transport Corporation
4.	Kerala Transport Development Finance Corporation
5.	Sree Chithira Thirunnal College of Engineering
6.	Kerala Road Safety Authority
7.	Kochi Rail Metro Rail Programme
8.	Kerala Rail Development corporation Ltd (KRDCL)

43. <u>Vigilance Department</u>

Sl. No.	Department/Institution
1.	Vigilance & Anti Corruption Bureau

44. <u>Water Resources Department</u>

Sl. No.	Department/Institution
1.	Irrigation Department
2.	Kerala Water Authority
3.	Jalanidhi (KRWSA)
4.	Ground Water Department
5.	Kerala Irrigation Infrastructure Development Corporation Ltd.

<div align="right">ANNEXURE 5</div>

INTERACTION WITH GOVERNMENT SECRETARIES/ IAS OFFICERS

1. SHRI. BISHWANATH SINHA

2. SHRI. K.ELLANGOVAN

3. SHRI. JAMES VARUGHESE

4. Dr. A. JAYATHILAK

5. SHRI. P H KURIEN

6. SMT. NIVEDITHA P. HARAN

7. Dr. RAJAN N KHOBRAGADE

8. SHRI. RAJEEV SADANANDAN

9. Dr. W R REDDY

10. SHRI. S. SUBBAIAH

11. SHRI. SUBRATHA BISWAS

ANNEXURE 6

INTERACTION WITH SERVICE / PENSIONERS' ORGANISATIONS

1. Kerala Secretariat Employees Association
2. Kerala Secretariat Staff Association
3. Joint Council of State Service Organisations
4. Kerala N.G.O Union
5. Kerala Gazetted Officers Association
6. Kerala Secretariat Association
7. Kerala Gazetted Officers Union
8. Kerala Secretariat Employees Sangh
9. Kerala Gazetted Officers Federation
10. Kerala N.G.O. Association
11. Kerala N.G.O. Sangh
12. State Employees Union
13. Kerala N.G.O Centre
14. Kerala State Service Pensioners' Association
15. Senior Citizens Service Council
16. Kerala Service Pensioners' Centre
17. Kerala Service Pensioners' League
18. Kerala Pensioners' Sangh
19. Secretariat Elders Association of Kerala
20. Secretariat Pensioners Welfare Association.