

**3<sup>rd</sup> ADMINISTRATIVE REFORMS COMMISSION**  
**RECOMMENDATIONS- ACTION POINTS**

**FIRST REPORT**

Para No.	Recommendation	Remarks
<b>Chapter 2</b>	<b>CITIZEN'S CHARTER</b>	
2.3.1	To start with, the following departments may be identified for proclaiming of Citizen's Charter: i) Civil Supplies Department ii) Revenue Department including Survey and Land Records iii) Motor Vehicle Department	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.2	In addition the following public utilities may also be selected for introducing Citizen's Charter 1) Kerala Water Authority 2) Kerala State Electricity Board	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.3	The list of departments and agencies suggested above could be expanded gradually. Within an year it has to be extended to all departments and agencies rendering services to the public.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.4	Task Forces created for each of these departments and agencies by the ARC can be asked to work out detailed Citizens' Charter for the department/agency in consultation with the Administrative Reforms Committee. The Administrative Reforms Committee has already circulated a guideline for preparing the Citizens' Charter enclosed as <b>Annexure.I</b> . The Charters would vary for each level of office as the functions performed would be different at the state, regional, district, sub-district and local levels.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.5	Illustrated Citizens' Charters for 3 departments and 2 public sector undertaking have been prepared by the Administrative Reforms Committee based on the response received from the Task Forces and are enclosed as <b>Annexures II A to II E</b> .	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

2.3.6	<p>Citizens' Charter may be introduced in all the local self-governments. Each unit has to lay down its own charter subject to general guidelines issued by the Local Administration Department. Model charters developed after field study, which can be adapted for Grama Panchayats and Municipalities, are given as <b>Annexure II F and II G</b> respectively. It is expected that this would inculcate a spirit of competition among local self Government institutions in providing services due to citizens.</p>	<p>Accepted as per G.O.(Rt) No.30/1999/P&amp;ARD dated, 21/12/1999.</p>
2.3.7	<p>Rigorous training and orientation programme may be held for the elected departments/agencies and the local governments in a cascading manner covering every important functionary within a period of three months. The Institute of management in Government (MG) could be the nodal institution for government departments and agencies and the Kerala Institute of Local Administration (KILA) could be the training institution in charge of the local self-governments, for both officers and elected representatives. These nodal institutions can interact with the Task Forces and the ARC, while chalking out the training programme.</p>	
2.3.8	<p>Typically the Citizens' Charter should cover the following points:</p> <ul style="list-style-type: none"> <li>i. The departments, agencies and local self governments would state their mission, objectives and their general policy to attain these objectives in clear simple terms and publish them and exhibiting them in all offices in the local language also. This would help each staff member of these organisations to have an idea of what his organisation stands for besides enabling the public to frame its expectations.</li> <li>ii. The standards of service in various areas covered</li> </ul>	<p>Accepted as per G.O.(Rt) No.30/1999/P&amp;ARD dated, 21/12/1999.</p>

	<p>by these organization need to be fixed. For this, the services to the citizen are to be listed out covering statutory, procedural and conventional matters. The rendering of each of these services should be qualified indicating time limits, quality levels etc. It is necessary to make this quantification within the existing framework and utilising resources, human, financial, material and technological. It is necessary to peg the levels at challenging heights. The standards have to be published and made available to potential users.</p>	
2.3.9	<p>There is need for providing information about these services and being open in their performance. It is necessary to collect the rules and instructions governing the areas of public interface and make them available freely as far as practicable in the local language. The public should be informed about accessing these services, through simple handouts, which should also indicate what remedial measures are available when certain problems arise Enquiry counters should be revitalised and restored in the Secretariat and the offices of the heads of departments/agencies. In the case of small offices, separate enquiry counters may not be necessary but a notice board indicating who should be approached for what has to be set up. Who does what in each office should be prominently exhibited in the offices implementing the charter. In the case of any one being absent, the head of office has to make substitute arrangements.</p>	
2.3.10	<p>All the offices should have a clear "queue" system for dealing with requests and applications and should strictly follow priority in disposing of applications for various services. This should also be seen to be done and transparent methods of implementation should be resorted</p>	<p>Accepted as per G.O.(Rt) No.30/1999/P&amp;ARD dated, 21/12/1999.</p>

	to so that the first come first served principle is not violated. Where emergencies and extraordinary situations exist for immediate response, a fast track mechanism needs to be designed and published, defining discretion to the maximum possible. Each case of use of discretion needs to be backed up by cogent reasoning put down in writing.	
2.3.11	It is necessary to exhibit the targets and achievements and the cost incurred by the department. Details of salary, travelling allowance, vehicle/telephone costs, other office expenditure etc. should be given office-wise.	It is necessary to exhibit the targets achievements and the cost incurred by the dept.
2.3.12	The departments/agencies implementing Citizens' Charter need to identify their consumer groups and hold periodical consultations with them-both with organized groups as well as with the general public. Question and answer sessions through the media may also be regularly done.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.13	Courteous behaviour and courteous gestures are a must in a citizen-friendly office. It would be better to state the behavioural standards in clear language and exhibit the promise of good behaviour in prominent places.	Courteous behaviour and courteous gestures may be enforced in all offices.
2.3.14	Facilities for the visiting public like drinking water, toilet, seats for waiting persons, etc. should be provided in offices wherever the number of visitors is more than 50 per day. In Offices frequented by senior citizens or disabled people separate queues and reserved facilities are necessary.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.15	There needs to be a grievance redressal procedure. This is being dealt with separately. Also transparency and right to information are larger issues which will be dealt with a length separately.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
2.3.16	The adherence to the Citizens' Charter needs to be monitored at various levels particularly through formal surveys. The achievements also need to be monitored in house and published at regular intervals.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

2.3.17	There has to be a <u>publicity campaign to spread awareness about the Citizens' Charter</u> . Spots in radio and TV, Advertisements in newspapers and other publications display at public places and written information to consumer groups and people's groups would be quite useful.															
2.3.18	There has to be an evaluation of performance by an evaluation team after one year and recognition for good performance has to be given.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.														
2.3.19	Improvements/changes have to be brought about every year based on through review.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.														
2.3.20	<p>The ARC recommends the following time limits for various activities by departments/agencies, once the decision to implement recommendations is taken.</p> <table><tr><td>(1) Constitution of task Forces</td><td>15 days</td></tr><tr><td>(2) Preparation of draft Charter</td><td>1 month</td></tr><tr><td>(3) Discussion and finalisation</td><td>1 month</td></tr><tr><td>(4) Training of trainers</td><td>1 month</td></tr><tr><td>(5) Training of others</td><td>2 months</td></tr><tr><td>(6) Operationalisation</td><td>6 months after acceptance of the recommendations</td></tr><tr><td>(7) Evaluation</td><td>6 months after Operationalisation</td></tr></table>	(1) Constitution of task Forces	15 days	(2) Preparation of draft Charter	1 month	(3) Discussion and finalisation	1 month	(4) Training of trainers	1 month	(5) Training of others	2 months	(6) Operationalisation	6 months after acceptance of the recommendations	(7) Evaluation	6 months after Operationalisation	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
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(7) Evaluation	6 months after Operationalisation															
2.3.21	For local bodies, a three-month time limit is suggested for operationalisation as they can do it quickly through mutual discussion once the basic training is given.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.														
Chapter 3	Transparency and Right to Information															
3.2.1	Now there is a lot of information which is theoretically available freely, especially relating to statutes, Government Orders, Circulars, public reports, etc. but they are hardly available to reference to the ordinary man. It is necessary to collect such relevant documents, index them and make them available for ready reference at the State Central Library as well as with the Director of Public	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.														



	Relations. The abstracts of these documents could be made in plain language and distributed on realisation of actual cost. A directory on where to find information could also be prepared and made available in all district and block/municipal centres.	
3.2.2	These documents can be published directly by the Government or through private publishers.	
3.3.3	Formerly, the practice of publishing manuals was followed in several departments, but now this practice has fallen into disuse. It is necessary to revive this practice of publishing manuals. It is suggested that manuals be updated for the departments with public interface, in particular, the following <ul style="list-style-type: none"> <li>(1) Revenue</li> <li>(2) Civil Supplies</li> <li>(3) Panchayats</li> <li>(4) Municipalities</li> <li>(5) Motor Vehicles</li> <li>(6) Public Works</li> </ul>	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.4	A time limit of one year is recommended for this updating.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.5	A subject-wise compendium of government orders has to be prepared straightaway and made available in the District Information Offices and District Libraries in the first instance. This may be extended to cover local Governments in a phased manner. It should be ensured that this is not a one-time activity. A system needs to be created for sending Government Orders regularly to the places mentioned above.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.6	Computerised facilitation centres may be set up in the three cities of Thiruvananthapuram, Kochi and Kozhikode to start with. It is understood that the Nation Informatics Centre is in the process of setting up such centres. All relevant information could be fed in such centres for easy	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

	access. The private sector could be encouraged to set up such information centres if they are willing.	
3.3.7	There has to be a regular system of suo motto publication of information. The manner and matter of such publication has to be fixed department-wise and monitored annually, preferably in the form of reports to legislature.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.8	To enable the citizen to utilise the services of a department/agency he has to be aware of the statutes governing the functioning, the procedures followed in the discharge of functions and in the remedial measures available in the event of failure to perform a function satisfactorily. This implies that the department/agency has to publicize the acts and rules governing its functioning. The various procedures to be followed for accessing of services also need to be outlined and the citizen has to be hold through printed pamphlets on the recourse he has, if any of the services are not rendered properly.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.9	For the purpose of social audit, the following information has to be published: <ul style="list-style-type: none"> <li>i. Progress of processing of applications, achievements of physical and financial targets.</li> <li>ii. Establishment costs incurred item-wise</li> <li>iii. Abstracts of expenditure of developmental works item-wise</li> <li>iv. Eligibility criteria and prioritization criteria within the eligible groups for developmental programmes</li> <li>v. Lists of beneficiaries assisted under various schemes.</li> </ul>	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.10	Different kinds of information may have to be published at the state, district and local levels. At the local levels, information has to be in sufficient detail in the case of developmental matters.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
3.3.11	There has to be a procedure for declassifying information. As a general rule, all information can be declassified after 30 years. Along with this, an archival policy needs to be	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

	formulated so that valuable documents of historical relevance are not lost to posterity.	
3.3.12	<p>There has to be a clear procedure for provision of information. This procedure could be laid down on the following lines.:</p> <ol style="list-style-type: none"> <li>(1) The kinds of information, which are available, should be listed out and published. Also, the kinds of information, which cannot be given should likewise be published.</li> <li>(2) All organisations should have an information officer. A fairly senior officer can be given additional charge of this duty where there is no set up for providing an independent officer.</li> <li>(3) There has to be a procedure for requesting for information. For scrutiny of records, it can be allowed on fixed days at fixed times, but if copies are to be supplied, actual cost may be realised and a time limit of seven days fixed for supplying the information. In local governments the information could be provided on the same day. A fixed day may be set apart for this so that people can come on that day, place their request and get the information the same day. If self addressed and stamped envelopes are provided, mailing could also be done.</li> <li>(4) If an application seeking certain information is received and it cannot be provided. It has to be rejected by an officer senior to the information officer. The rejection order should state the reasons for not giving. An appellate procedure needs to be fixed.</li> <li>(5) For ensuring right to information, legislation may be necessary. But to start with, through executive instructions it can be ensured in areas relating to developmental programmes and individual</li> </ol>	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.



	entitlement.	
<b>Chapter 4</b>	<b>Public Grievance Redressal</b>	
4.3.1	To start with it would be useful if the existing instructions on grievance redressal are collected, collated and published with the required modifications as a single set for each department/agency.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.2	Enquiry counters should be opened in all the offices having dealings with public. As far as possible the officers so selected should be volunteers and given counter duty for not more than three months at a stretch. During the period a person is manning the counter, he need not be asked to do any other work. At the same time no separate post should be created for this purpose. A working arrangement system for each office could be evolved, so as to identify the persons required every three months.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.3	The enquiry counter would have a two-fold purpose. It should be a place where all information on the activities of the department/ agency is made available to the public, preferably in a written form. Secondly, the enquiry counter should be able to give information on the current stage of the various grievance petitions. There should be a monitoring of the petitions from the counter and a facility for giving interim replies orally if approached by the petitioner. A detailed scheme is prepared to serve as a guideline for setting up of enquiry counters and given as <b>Annexure III.</b>	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.4	For the Secretariat and Collectorates, a single enquiry counter is suggested. In the case of the Secretariat an officer of the rank of Deputy Secretary could head the unit whereas in the Collectorate, a Junior Superintendent would be enough. These counters should be computerised.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.5	The enquiry counters would give proper acknowledgement and reference number on receipt of each petition, inform the petitioner of the initial action taken and indicate the probable time limit for final redressal wherever possible.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

	For different types of grievances, different types of officers should be made responsible for giving this assurance on the time limit. All petitions that cannot be finally disposed of by the initially fixed date should be assigned a new deadline and the petitioner informed accordingly.	
4.3.6	Grievance petition could either be sent by post or directly handed over to the officers. For petitions sent by post, there should be provision for attaching a self-addressed stamped envelope, in which case, the petition would be acknowledge with a reference number and with the indication of the expected time required for processing in the case. A similar procedure can be followed for petitions, which are received directly by officers.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.7	As a general rule, applications which are not public grievance, but which require a decision which needs at least 15 days time, could also be sent by post or given direct. In all such cases also acknowledgement, reference and time by which decision would be taken should be intimated. If the time limit cannot be adhered to the concerned person should be intimated and a new time limit indicated. This would go a long way in preventing grievances.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.8	All the grievance petitions for a particular department/office need to be classified subject-wise. For doing this, each department/office has to determine what constitutes a public grievance petition as far as its domain is concerned. The subject-wise classified list should be available with each dealing hand with a time limit ofr its final redressal. The head of office should be personally responsible for monitoring the redressal of grievances and taking special action on delayed cases. There should be a system of specially marking public grievance cases in the personal register. The inspecting officer should specially watch the progress of disposal of such cases and make	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

	specific entries in the running note. While submitting the personal register the dealing hand should also give a list of public grievance petitions pending for more than a fixed period of time.	
4.3.9	For monitoring complaints in officers, there should be a Nodal Officer. The officer dealing with information could double up as the Nodal Officer for redressal of complaints. He should monitor the pace of redressal of public grievances and take remedial action wherever required. He should be responsible for sending periodical reports on the progress of redressal of public grievances to the higher officers. In the case of Secretariat, Secretary, P&ARD could be the Nodal Officer, and in the case of Collectorate, the ADM could be the Nodal Officer.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.10	Each department should prepare an annual report on the type of public grievances if received, the action taken and the problems encountered, with suggestions for changes required at higher levels in policy, procedure, etc. This department agency-wise report should be submitted to the Secretary, P&ARD.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.11	There should be fixed days for meeting people in every office by the head of the office. In the case of local bodies, the elected head and the secretary should be there on such fixed days. It is suggested that for the entire State, Wednesdays could be designated as public contact days, where any member of the public can walk in and meet the head of office during office time. Consequently, Wednesdays would become no-meeting, no-tours days. If for some reason the head of office cannot be present, he should make the next senior-most officer sit in his office and receive visitors.	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.
4.3.12	At levels below the district, mass contact programmes may be received after widespread publicity through the press and local panchayats. The notice should be given at least 60 days in advance and grievance petitions collected	Accepted as per G.O.(Rt) No.30/1999/P&ARD dated, 21/12/1999.

	<p>in the Grama Panchayat/Municipal offices and forwarded to the concerned departmental officers at the district level. On the day of the mass contact programme, the petitioner should be invited and the final decision made known to him. He should be given full intimation of what has happened to his petition and if it cannot be redressed, the clear reasons for non-redressal. If more time is required it would be stated and follow up assured. In such programmes, it should be clearly specified that petitions will not be received on the spot. However, if such petitioners are received, they may be dealt with as a public grievance petition in respective offices.</p>	
4.3.13	<p>Department-specific adalats or public hearings should be held in all the districts at least twice a year. Elected representatives, clients of the department etc. could be invited and detailed interaction sessions held at least for half a day. The follow up action taken on such adalats should be reported in the next half yearly adalat.</p>	<p>Accepted as per G.O.(Rt) No.30/1999/P&amp;ARD dated, 21/12/1999.</p>
4.3.14	<p>Several organisations organise 'Neethi Melas' utilising the services of retired judges and eminent public men. Normally the organisation collects applications in advance and sends them to the concerned officers. The affected parties are invited to be present on a fixed day. The government should recognise such organisations if they are bona fide and instruct the departments to co-operate with such organisations to settle the public grievances in the Neethi Melas.</p>	<p>Accepted as per G.O.(Rt) No.30/1999/P&amp;ARD dated, 21/12/1999.</p>
4.3.15	<p>For sorting out public grievances, which have a law and order implication, regular special mass contact programmes attended jointly by the District Collector and Superintended of Police should be held Taluk-wise once in a month. The procedure followed in the mass contact programme can be followed here also with the proviso that petitions are to be given to the Police Station or to the Village Office or to both. The kind of</p>	<p>Accepted as per G.O.(Rt) No.30/1999/P&amp;ARD dated, 21/12/1999.</p>

	<p>grievance dealt with in such mass contact programmes should be made clear in advance. It is felt that, boundary disputes, disputes relating to pathways, harassment of weaker section, etc. could be sorted out in such joint programmes, in which all officers of the respective departments would be personally present and the reports discussed in various joint counters manned by Collector/Superintendent of Police/RDO/Deputy SP/Tahsildar/Circle Inspector. The Excise department could also be involved in this programme. In tune with the guidelines given as <b>Annexure IV</b>, a circular will have to be issued by the Government for operationalising the programme.</p>	
<b>Chapter 5</b>	<b>Decentralisation and Administrative Reforms</b>	
5.2.1	<p>For public grievances concerning Grama Panchayats, Block Panchayats and Municipalities, grievance redressal committees could be set up at the district level under the District Collector. And for grievances concerning Corporations and District Panchayats similar committees could be set up at the state level under the Secretary, Local Administration. The composition of the committees could be as follows:</p> <ol style="list-style-type: none"> <li>1) District level Committee <ul style="list-style-type: none"> <li>District Collector</li> <li>District Planning Committee expert member</li> <li>Deputy Director of Panchayats</li> <li>Regional Joint Director</li> <li>Assistant Development Commissioner</li> <li>District Examiner of Local Funds</li> </ul> </li> <li>2) State Level Committee <ul style="list-style-type: none"> <li>Additional Chief Secretary – Chairperson</li> <li>Secretary (Local Administration)</li> <li>Secretary (Rural Development)</li> <li>Chief Technical Examiner</li> </ul> </li> </ol>	



	Director of Local Fund Audit	
5.2.2	These Committees could verify facts through any officer they deem appropriate for the purpose and sort out matters with the local governments through advice; but if the grievance cannot be settled through advice and dialogue, the matter has to be referred to Government for statutory remedies.	
5.2.3	To sort out public grievances relating to implementation of public works, technical audit panels may be constituted at the district level and State level consisting of technical experts of outstanding credibility. These panels could look into specific complaints and their reports acted on by the committees mentioned earlier following the same procedure.	
5.2.4	The local bodies require a public grievance redressal system in cases where the grievances are directly given to them. Here the recommendations given in chapter 4 would mutatis mutandis apply.	
<b>Chapter 6</b>	<b>Monitoring</b>	
6.2.1	The Administrative Reforms Committee itself should be empowered to monitor the implementation of the accepted recommendations as long as it exists. The departments/agencies should interact with the Administrative Reforms Committee even during the operationalisation phase, so that perspectives could be clarified and necessary modifications brought about. Once the operationalisation phase is over, the ARC would monitor its initial impact.	
6.2.2	Monitoring system may be set up at the Government level, by creating an empowered team of officers headed by an officer of the rank of Additional Chief Secretary. The Secretary P&ARD could be the Secretary of this Committee and the files relating to the operationalisation and monitoring of the accepted recommendations are to be	

	maintained in the Personnel and Administrative Reforms Department. This team may include Secretary (GAD), Secretary (Finance), Secretary (Revenue), Secretary (LAD), two Heads of Department and two District Collectors.	
6.2.3	<p>Government may form a compact social audit panel consisting of eminent non-officials of unimpeachable integrity and general acceptability. The composition could be as follows:</p> <p><b>Chairperson</b></p> <p>Retired Judge of the Supreme Court or retired Chief Justice of High Court.</p> <p><b>Members</b></p> <ul style="list-style-type: none"> <li>i. One Minister</li> <li>ii. Leader of Opposition</li> <li>iii. One non-governmental activist</li> <li>iv. One retired civil servant</li> <li>v. One academician</li> <li>vi. One management expert</li> <li>vii. One lawyer</li> <li>viii. One journalist.</li> </ul>	
6.2.4	This group should be finalised by the Government in consultation with the Leader of Opposition. Every effort should be made to have unanimity of choice so that the panel has very high credibility. Due representation should be given to women in this panel. The efficacy of the system would primarily depend on the integrity and status of the members.	
6.2.5	This impartial high level body may visit offices and institutions including local bodies, interact with officials and citizens, gather information regarding the implementation of administrative reforms and offer their comments on the impact of the reforms with suggestions for improvement. The panel should not be burdened with	

	the task of taking any follow up action. It should have mainly a role of a moral guardian.	
6.2.6	The social audit panel need not have a full-fledged office and establishment. An officer of the rank of Additional Chief Secretary can assist the Committee by providing the necessary secretarial and logistic support. The minimum staff required could be found by redeployment and placed under the Additional Chief Secretary. It would be appropriate if the Chairman and members of the social audit panel work as volunteers and accept only a fee, fixed by Government from time to time, per day of actual work performed by them. However, it should also be ensured that the entire expenses incurred by them in connection with the work of the panel should be borne by government. The Chairman of the panel should be empowered to decide the reasonable necessities of the panel. As the panel is expected to have high moral authority, government need not equate them with any functionary of government.	
6.2.7	The panel should be empowered to decide its own procedure and there is no need to lay down a set pattern for functioning of the panel. The system would basically rely on the pre-eminence of the panel by virtue of its respectability and public acceptability.	
6.2.8	The social audit panel has to prepare half-yearly reports on the matters they have studied and assessed. They are free to assess the performance of offices and officers either as a group or individually. The reports of the panel should be placed with the action taken report in the legislature within 45 days of receipt. If the assembly is not in session, it should be laid in the house in the first week of the next session.	

## SECOND REPORT

Para No.	Recommendation	Remarks
Chapter 1	Nil	
Chapter 2	<b>ATTENDANCE MONITORING SYSTEM</b>	
2.22	<p>The Committee feels that instead of attempting to introduce attendance recording systems throughout the Secretariat. A phased approach may be adopted: and an <b>interconnected computer network may be installed immediately for the Secretariat Annexe at Palm lands. It is suggest that Attendance monitoring system may be introduced in this building in the first phase. Along with this a computerised file monitoring system elaborated in part II of this report can also be introduced in this building. This may be considered as a pilot project and its effectiveness monitored for a period of six months. In the meantime computer networking of the other blocks may be completed and the file tracking as well as attendance monitoring system could be extended to cover these blocks as well, as soon as the networking is completed. The Annexe building with restricted entry and exit points is logistically ideally suited for such a pilot project. It may also be possible to introduce a different work culture in this new office premise.</b></p>	<p>Accepted as per G.O.(MS) No.26/1999/P&amp;ARD Dated, 14/12/1999.</p> <p>1. Description of the System. The system will consist of the following:</p> <ul style="list-style-type: none"> <li>i. Identification Card (Punching Card) for each employee.</li> <li>ii. Recorder units at entry/exist points</li> <li>iii. A Centrally computerised system interconnecting recorder unit net work.</li> </ul> <p>2. Operational details: Each employee will be provided with an</p>
2.23	<p><b>Simultaneously the attendance monitoring system alone be immediately introduced in this offices of two heads of departments namely DPI office and DHS office and atleast three Civil Stations, namely, Thrissur, Kannur, and Kollam so that the entire offices in the Civil Station complex are covered. The system may be implemented in the Collectorate, Thiruvananthapuram also immediately. Since these offices do not have large establishments like the Secretariat, it would be sufficient to have only two or three recorder units per office, which can be connected to a personal computer. Elaborate computer networking would not be required in the office</b></p>	<p>identification card (Punching Card). A recorder unit will be kept at every entry/exist point. The employees have to insert the punching card in the recorder unit whenever he enters office and goes out of the office. The recorder unit will identify the person and adds access time and date etc., to the data.</p>

	<p>of heads of departments and district offices, computer networking and would not be required. In the offices of heads of departments and district offices, computer networking and would not be required. In the offices of heads of departments and district offices, computer networking and online file monitoring can in any case only be introduced in a phased manner and hence one need not wait for computer networking to be in place before the attendance monitoring system can be put in place. This can be done immediately and the investment per office would around Rs.2.5 Lakhs at the maximum.</p>	<p>If the recorder unit has not registered a swipe out, it can be presumed that the employee would be in his seat.</p> <p>Out-put of the various attendance recorder units would be collected and carried to the centralised computer system. The information would be consolidated in the centralised computer system.</p>
2.24	<p>Along with introducing the system to cover the entire Secretariat, the attendance monitoring system may be extended to all the offices of the head of departments and other important district level offices, which have high public interaction, in the second phase.</p>	<p>3. Phasing of implementation:</p> <p>Instead of attempting to introduce the system throughout the Secretariat, a phased approach will be adopted, as follows:</p> <p><b>First Phase</b></p> <p>i. Attendance Monitoring System(Punching)</p> <p>will be introduced in the Secretariat Annexe in the first phase. For this purpose an interconnected computer network will be installed immediately at the Secretariat Annexe. This will be a pilot</p>



project and its effectiveness will be monitored for a period of 6 months.

ii. Simultaneously, the punching system will be immediately introduced in the offices of two heads of department viz. DPI office and DHS Office.

iii. The system will also be introduced immediately at three Civil Stations at Thrissur, Kannur and Kollam and also in the Collectorate, Thiruvananthapuram.

#### **Second phase**

i. In the meantime, computer networking in other blocks of Secretariat will be completed. As soon as the networking is completed the system could be extended to all the blocks of the Secretariat.

ii. Alongwith introducing the system to cover the

		<p>entire Secretariat, the system will be extended to all the offices of the heads of departments and other important district level offices which have high public interaction, in the second phase.</p> <p>As proposal for establishing a computer network for the entire secretariat is being processed by the Government. When this network is in position, the output of the various attendance recorder units can be fed through this network and online consolidation at any given time would be possible.</p>
<b>Chapter 3</b>	<b>FILE MONITORING SYSTEM</b>	
3.14	<p><b>A Centralised Computerised File Monitoring system may be introduced. This will enable tracking of individual files, assessment of workload of individual officers and monitoring of delays in section and other levels. By linking this system to the Enquiry Counters proposed in the first report, addressing of public grievances and enquiries can also be made effective and more meaningful.</b></p>	Orders in the matter is not seen issued.
3.15	<p><b>Each block in the Secretariat may be provided with a server in which, department specific appropriate databases like Stock files, LA interpellation particulars etc can be maintained for ready access to each section</b></p>	Orders in the matter is not seen issued.

	<b>terminal.</b> Repetitive and similar items of work like preparation of Government Orders, reminder letters etc. can be computerised. Even personal registers, arrears lists, reminder diary etc. can be system generated.	
3.16	Senior officers, typing pool etc. may be provided with personal computers with memory.	Orders in the matter is not seen issued.
3.17	This system may immediately be introduced in the Secretariat and extended to other district offices and offices of the heads of departments in a phased manner.	Orders in the matter is not seen issued.

### THIRD REPORT OF THE ARC FINANCIAL REFORMS

Para No.	Recommendation	Remarks
<b>Chapter 3</b>	<b>RECOMMENDATIONS</b>	
3.1	<p><b>Based on the analysis in the preceding chapter, the Committee has formulated its recommendations in the following areas:</b></p> <ol style="list-style-type: none"> <li>1) Smoothening of procedures in the Finance Department for improving the quality of consultations and speeding of clearances.</li> <li>2) Enhance the delegation of the Administrative Departments and heads of Departments basically to bring them up-to-date and to enable tackling of special problems.</li> <li>3) Rationalisation of economy controls.</li> <li>4) Creation of trust and understanding between the Finance and Administrative Departments.</li> </ol>	<p>Accepted as per G.O.(Ms) No.28/1999/P&amp;ARD date, 17/12/1999 and G.O.(Ms) 2/2000/P&amp;ARD dated, 02/02/2000.</p> <p>In the delegation of financial powers to the Administrative Departments of the Secretariat issued by Finance Department, most of the items have the monetary limits fixed</p>
3.2	<b>Special procedure for important cases</b>	years back and do not
3.2.1	Officers in charge of the Expenditure Wings in Finance Department (Additional Secretary or Joint Secretary level) will be designated concurrently as Financial Advisers (Fas) to the Secretaries of the Administrative Departments concerned.	have any real value. The existence of low levels of delegation, which have lost its purpose, also
3.2.2	The Secretary of the Administrative Department can directly refer specially urgent and important cases to the	brings up every issue for

	FA. Once that is done, the file will be sent by the Confidential Assistant to the Secretary to the Confidential Assistant to the FA the same day.	the consideration of the Finance Department. Therefore, the monetary limits are to be changed realistically as recommended in
3.2.3	The FA will process the case urgently as per procedure in para 3.2.4 below and ensure that the file is sent back with his clear advice/concurrence within ten working days.	Annexure I.
3.2.4	The FA will get the case examined in his Expenditure Wing within two or three days and directly consult other sections of Finance Department (like Budget, ways & means, Rules etc.) wherever such consultation is necessary. This consultation should be in discussion with the officers in charge of those sections and a note recorded about the outcome. Based on this the FA will finalise Finance Department's views (if the matter is within his powers) and send back file to Administrative department. In cases where FA does not have powers to give clearance, he will put up the Administrative department's file to Secretary, Expenditure with his (Fas) views, through the Secretary of the Administrative department. Up to this stage the maximum time taken should be ten working days from the date of receipt of file as per para 3.2.2 above.	2. A delegation of financial powers to the Heads of Department and Collectors have to be updated as recommend in Annexure II.  3. A high level committee consisting of Chief Secretary, Finance Secretary and the secretary of the Administrative Department may consider the proposals for relaxation of the economy orders so that all the necessary aspects get the required attention. Once the Committee decides to recommend relaxation, the issue should be submitted to the Council of Ministers (if Council's approval is required). Annexure I
3.2.5	If the view recorded by FA is acceptable to Administrative Department Secretary, he will endorse it and take further action accordingly. If however FA's advice is not acceptable to Administrative Department secretary or if FA's views are subject to approval by Secretary. Expenditure or Finance Secretary, Administrative Department Secretary will send the file to Secretary (Expenditure) or Finance Secretary as the case may be. This will be cleared by Secretary (Expenditure)/ Finance Secretary will discuss the matter with the Administrative Department secretary and try to take an agreed view. The action as per this para should not take more than four or five days. So the total time taken upto	1. <i>Shifting of posts</i>

	this stage will be fifteen working days from the date of initial references to the FA.	The administrative Departments of the Secretariat may, without previous consultation of the Finance Department, sanction shifting of posts having the same duties and functions like the various grades of clerks, Typists, Confidential Assistants etc. within the same unit of appointment.
3.2.6	If however such agreement is possible or the case requires Finance Minister's clearance, the Administrative Department file will be put up by Secretary (Expenditure)/Finance Secretary to the Minister of the Administrative Department and Finance Minister with a note clearly bringing out the points for decision. The Administrative Department Minister could then take the initiative to discuss with Finance Minister if discussion is necessary and get an agreed decision.	
3.2.7	<p>To facilitate this special procedure, the following will be necessary:</p> <ol style="list-style-type: none"> <li>Only in a limited number of cases should be secretary to the Administrative Department take recourse to this procedure. While this procedure is on test (for six months or so) the number of such cases should not be more than five a week from one Secretary.</li> <li>In order to avoid interim queries, Financial Adviser should, if he needs any clarification, discuss with the Additional Secretary/Joint Secretary/Deputy Secretary of the Administrative department. These officers should have strict instructions from the Administrative Department secretary that they should go to the FA and given him necessary clarification within a day.</li> <li>Officers in charge of other sections in Finance Department whom FA may have to consult should have instruction from Finance Secretary that, in respect of such cases, they should be readily available for consultation by FA the same day or the next day. If they feel that their section view itself can be finalised only with approval from Secretary, Expenditure or Finance Secretary, they</li> </ol>	<p>2. Leave</p> <p>"The Administrative Department of the Secretariat may without previous consultation with the Finance Department sanction study leave, special disability leave, leave to take up other employment and leave without allowances to join the spouse according to the rules in the matter. Cases where relaxation of rules is required or where there is any doubt regarding the applicability or interpretation of the rules should be sanctioned in consultation with the Finance Department"</p>



	<p>should indicate while giving remarks to the Finance Adviser, so that Financial Adviser can send the file to Secretary Expenditure/Finance Secretary as per procedure in para 3.2.4 above.</p> <p>iv. In cases where the special procedure is likely to be resorted to, it will be useful if the FA is invited to participate in the internal discussions if any held by Administrative Department Secretary even at the stage of formulating the proposal. FA could also be invited to plan review meetings in the Administrative Department held at Secretary level so that the FA will have better appreciation of the concerns of the Administrative department.</p> <p>v. If the special procedure is found to be effective, its scope can be gradually expanded, moving towards a reasonable midway between the State Secretariat's present system and the Integrated Finance system in the Central Government.</p>	<p>3. <i>Deputation for Training.</i></p> <p>The Administrative Department may without previous consultation with the Finance Department sanction all cases of deputation of Officers for training, within India for a period not exceeding one month subject to the following conditions:-</p> <p>(I) The deputation of officers for training is under any scheme approved by the Government in consultation with the Finance Department.</p>
3.3.	<b>Enhancement of delegation to the Administrative Dept</b>	
3.3.1	<p>There is an order issued, in the form of a booklet, by the Finance Department about the Financial powers delegated to the Administrative Departments in exercise of the powers conferred upon them by the Rules of Business of the Government of Kerala. In respect of the powers that are delegated to them, no reference need be made to the Finance Department. In every file received by the Finance Department, the first point to be examined should be whether the file relates to any of the matters in which the Administrative Department has the competency. If so, the Finance Department should return it then and there inviting attention to the competency of the Administrative department.</p>	<p>(ii) There is specific provision for the training in the budget.</p> <p>(iii) the training is a professional one for the upgradation of the skills of the officers in the department.</p>
3.3.2	<p>The powers so delegated are usually affected by the Economy ban on certain items of expenditure. The Finance Department has to make sure that there is no total</p>	<p>4. <i>Deputation to Foreign Service.</i></p> <p>The Administrative Department of the Secretary may without previous consultation with the Finance Department</p>

	ban on the exercise of these powers by the Administrative Departments, so as to invite every file to the Finance Department. By such a process, the really important papers are lost sight of and number of files that reach the Finance Department become unmanageable.	sanction all cases of deputation to Foreign Service and extension of the period of Foreign Service which are ordered
3.3.3	The committee has reviewed the booklet containing delegation of financial powers to the Administrative Departments of the Secretariat. Most of the items have the monetary limits fixed years back and do not have any real value. The existence of low levels of delegation, which have lost its purpose, also brings up every issue for the consideration of the Finance Department. Therefore, the monetary limits are to be changed realistically. The proposals of the Committee are given as <b>Annexure I</b> to this report.	in accordance with the standard terms of deputation in the KSR. However all cases involving variations in the terms of emoluments of deputation and relaxation of rules must be ordered only in consultation with Finance Department.
3.4	<p><b>Enhancement of delegations to the Heads of Department</b></p> <p>The committee also reviewed the delegation of financial powers to the Heads of Department and Collectors. These delegations have to be updated and the recommendations are given as <b>Annexure II</b> to this report.</p>	<p><i>5. Permanent advance</i></p> <p>The existing delegation in para 12 may be recast as follows:-"12. The Administrative Departments of the Secretariat may without previous consultation with the Finance Department sanction permanent advances limited to a maximum of Rs.5000 in each case. The Orders will be issued on the Recommendation of Accountant General in conformity with Article 11 of the KFC Vol.I</p>
3.5	<p><b>Repair of Hospital equipment</b></p> <p>In addition, it is keenly felt that the Director of Medical Education, Principals of Medical Colleges and Director of Health Services may be delegated with powers to get any of the hospital equipment repaired. The expenditure may be limited to the budget allotment. The repairs may be subject to observance of tender system and other procedure necessary as per rules. The procedure to invite tenders etc. may be dispensed with in cases where the particular equipment could be effectively got repaired only from specified agencies. The total value of the</p>	

	<p>hospital and clinical equipment lying idle is frightening and special arrangement for their repair is warranted. The Director of Medical Education, Principals of Medical Colleges and the Director of Health Services may be given the required delegation to see that the equipment is got repaired without any time lag.</p>	<p>6. <i>Reimbursement of Medical expenses.</i></p> <p><i>The labour and Rehabilitation</i> Department of the Secretariat may without previous consultation with the Finance Department sanction the reimbursement of medical expenses to the insured employees covered by the ESI Scheme upto Rs.10,000 in each case.</p>
3.6	<b>Economy orders</b>	
3.6.1	<p>The Economy orders have come to stay as a permanent feature for the past so many years. But the instructions are not easily understandable. Whenever a new set of instructions is issued, they are stated to be additions to all the instructions that exist at that time. This system has two disadvantages. They are:-</p> <p>i) The full list of banned activity or expenditure is not readily available; and</p> <p>ii) The lack of clear understanding increases the workload of Finance Department by way of unnecessary references. The Administrative Departments find it more convenient to refer the files to Finance Department than to trace all the economy orders and to find out whether the case require a reference or not.</p>	<p>7. <i>Hiring of Private building.</i></p> <p>The Departments of the Administrative Secretariat may without previous consultation with the Finance Department sanction hiring of private buildings without monetary limit, on production of rent and non-availability certificates from the Public works Department. The Administrative Departments may without prior consultation with the Finance Department, also</p>
3.6.2	<p>To overcome this difficulty, it is recommended that the Finance Department may issue a consolidated order on economy measures by the first week of October every year. The first week of October is selected because of the fact that by that time the Department can have an assessment of the ways and means position of that financial year. Till the next order issued, the orders issued in the first week of October of the previous financial year can be kept in force. In case any addition to the orders so issued become necessary, the Finance Department may issue it assigning serial numbers, so that the whole set of economy instructions will be traceable by all the implementing officers at any point of time, without much difficulty. In this process of issuing consolidated orders, a</p>	

	reassessment of the impact of each item can also be attempted to, so that only the really necessary items will remain in the list of banned items.	sanction hiring of private buildings without insisting on the rent and non-availability certificates from PWD subject to an upper limit of Rs.15000p.m.
3.6.3	A high level committee consisting of Chief Secretary, Finance Secretary and the Secretary of the Administrative Department may consider the proposals for relaxation of the economy orders so that all the necessary aspects get the required attention. Suggested procedure for working of the Committee is given in <b>Annexure III</b> .	<b>8. Land acquisition</b>
3.7	<b>Foreign Tours</b>  A committee consisting of Chief Secretary, Additional Chief Secretary and Finance Secretary may be constituted to scrutinise and clear foreign tours of Officers. Cases that may be deferred can be identified and avoidable delay in necessary cases can be eliminated by this arrangement.	The Administrative Department of the Secretariat may without previous consultation with the Finance Department sanction expenditure on land acquisition charges upto 15,00,000/- (Rupees Fifteen lakhs only) in each case provided there is specific provision in the budget for the purpose.
3.8	<b>Interaction of Finance Department and controlling officers</b>  The control on the ways and means position is now managed on a unilateral basis. The issues that have to be sorted out by the Administrative Departments and Heads of Department come to the notice of the Finance Department only when they approach the Finance Department for clearance of funds. The situation can be improved, if the Finance Department can indicate the quantum of money that they can place at the disposal of the Controlling Officers in a month or in a quarter so that the Controlling Officers can prioritise the activities for fruitful spending. In the like manner the Controlling Officers also should indicate their requirement in the next month or the next quarter, explaining in detail the stage of activity and how the expenditure is expected to become due. Such a financial management information system	<b>9. Disposal of unseviceable articles.</b>  The Administrative Departments of the Secretariat may without previous consultation with the Finance Department sanction the disposal of all unseviceable articles upto a limit of Rs. 2 lakhs in each case without any annual limit subject to the

will go a long way in enabling the distribution of available funds in a more equitable, economic and rational manner. This suggestion is neither a tool of control nor a mechanism to place requests for funds. It is only a mechanism for avoiding embarrassment as well as a pointer of requirements and feasible allotments in the near future. This would help a participatory decision making and would be ideal in utilising the scarce resources.

provision in Articles 154-157 of the Kerala Financial Code Volume. I

*10. Expenditure on works.*

The administrative Departments of the Secretariat may without previous consultation with the Finance Department accord administrative sanction to any work provided that the estimate amount does not exceed Rs.25lakhs.

*11.Maintenance estimate of water supply and Drainage Schemes.*

The Administrative Department of the secretariat may without previous consultation with the Finance Department sanction maintenance estimates of water supply and sanitary installations upto Rs.50,000(Rupees Fifty thousand only) in each case provided that the maintenance cost of water supply and sanitary installations does not

exceed 10% of the capital cost and subject to the usual conditions.

**12. Annual maintenance of Government buildings.**

The Administrative Departments of the Secretariat may without consultation with the Finance Department sanction maintenance estimates not exceeding Rs.1,00,000 in each case provided the estimate does not exceed 10% of the capital cost of the building.

**13. Purchase of stores other than for works**

The administrative Departments of the Secretariat may without previous consultation with the Finance Department sanction expenditure which does not exceed Rs.10 lakhs in respect of purchase of store other than for works subject to budget provision being available and stores purchase rules being



observed.

#### **14. Addition**

Satisfaction of decrees and other payments ordered by the courts- Now the cases against Government are on the increase. Very often the decree and judgements is received without much time for its satisfaction. Therefore, it is desirable that the Administrative Departments are empowered to sanction payments on the orders of the courts without prior consultation with the Finance Department subject to the limit of Rs.10 lakhs, provided that there is no scope for appeal or revision or special leave petition.

#### **Annexure II**

##### **1. Ceremonial functional**

The existing provision is as follows:-"To incur expenditure for each ceremonial function upto Rs.100" [Vide G.O. (Ms)405/60/PD dated,

31/10/1960]

The financial limit was prescribed 38 years ago. So the limit may be enhanced to Rs.15000(Rupees one thousand five hundred only).

*2.Disposal in auction*

The amount was fixed 17 years ago. The limit may therefore be enhanced from Rs.15,000to 50,000 (Rupees fifty thousand only).

*3. Petty expenses*

The monetary limit was fixed 33 years ago. This limit may be enhanced from Rs.50 to 1,000 (Rupees One thousand only).

*4. Petty construction, repair and maintenance*

*The existing delegation is as follows:-"To sanction maintenance, petty construction and repair works for execution upto Rs.4,000 in each case without reference to PWD".*

*5.Contingencies -Non-recurring.*

The amount was fixed 28 years ago and so the financial delegation may be enhanced from Rs.1,500 to 10,000 (Rupees Ten thousand only).

**6. Printing**

The financial limit may be enhanced to Rs.20,000 (Rupees twenty thousand only) at a time instead of Rs.2000.

As per the above, in emergent cases the printing work may be entrusted with private presses without reference to Superintendent of Government Presses at a cost not exceeding Rs.50 at a time subject to annual limit of Rs.500.

The financial delegation may be enhanced from Rs.50 to Rs.500 (Rupees Five hundred only) at a time subject to an annual limit of Rs.5000 (Rupees Five thousand only).

**7. Purchase**

(i) *Stationery* – The limit was fixed 28 years ago. Hence it may be enhanced from Rs.150 to Rs.1000.

(ii) *Stores*:- The present delegation is as follows:-  
“to issue Administrative sanction for the purchase of recurring supplies required for the normal running of the department subject to budget provision upto Rs.1 lakh, Rs.50,000 Rs.5000 as the case may be at a time according to the grouping in appendix II.

The above limit may be enhanced to Rs.8 lakhs (Rupees Eight Lakhs only) Rs.4 lakhs (Rupees Four Lakhs only) and Rs.40,000 (Rupees Forty thousand only) respectively.

The above limit may be enhanced to Rs.2 lakhs (Rupees Two Lakhs only) Rs.1 lakh (Rupees One Lakh only) and Rs.10,000 (Rupees Ten thousand

		<p>only) respectively.[G.o. (Ms).02/02/2000/P&amp;ARD dated, 02/02/2000.]</p> <p>The above monetaty limit may be enhanced from Rs.5000 to Rs.40,000 (Rs. Forty thousand only) at a time.</p> <p><i>8. renting of private buildings</i></p> <p>Existing provision is as follows."To sanction hiring of private buildings when the accommodation is provided in a separate building upto 300 per month in each case"</p> <p>The above monetary limit may be enhanced to Rs.2,500 per month in each case.</p> <p><b>9. Works (Major Head of Departments)</b></p> <p>The monetary limit may be enhanced from Rs.3 lakhs to Rs,7.5 lakhs (Rupees seven lakhs and fifty thousand only).</p> <p><i>Minor heads of</i></p>
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*Department*

To give administrative sanction for original works upto Rs.2 lakhs. This limit may be enhanced to Rs.5 lakhs

*Chief Engineer*

The Chief Engineer have already been given powers to sanction original works upto Rs.15 lakhs

This limit may remain for the present.

*10. Write Off*

The existing provision is as follows:-To sanction write off of irrecoverable amounts including value of stores upto Rs.5,000 in each case subject to an annual limit of Rs.25000.

The above limit may be enhanced to Rs,10000 (The powers now being exercised by the CCF and DHS may remain unchanged).



**11. *Repair of Hospital equipment***

The issue of enhancement of delegation of powers to the Director of Health Service-regarding repairs of hospital equipment may be discussed by the Chief Secretary with Secretary, Health and Family Welfare and suitable suggestions made.

**“12. Repairs to Motor Vehicles**

All the Heads of Departments including District Collectors have been authorised to sanction expenditure on repairs to motor vehicles upto Rs.10,000 (Rupees ten thousand only) in each case without annual limit subject to budget provision. This limit may be enhanced to Rs.15,000 (Rupees Fifteen thousand only). The Commissioner of Commercial Taxes and Commissioner of Excise have been given powers to sanction expenditure upto

		Rs.25,000 (Rupees Twenty five thousand only) in each case subject to budget provision. This limit may continue for the present". [G.O.(Ms) No.02/2000/P&ARD dated, 02/02/2000.]
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#### FOURTH REPORT OF THE ARC PERSONNEL REFORMS

Para No.	Recommendation	Remarks
<b>Chapter 2</b>	<b>RECRUITMENT</b>	
2.4.1	<p>In analysing the issues relating to recruitment through PSC and in assessing the different ideas that came up for consideration. The Committee has had the benefit of a discussion with the Public Service Commission. That was an extremely helpful experience and the Committee would like to place on record its gratitude to the Chairman and Members of the Commission for the information and guidance given during the discussion. In drawing inferences and shaping recommendations. The Committee has however proceeded basically from its overall view of administrative reform. From that view, old practices and outdated systems have to give way for emerging innovative concepts and supporting technology. Institutions, particularly those which handle massive jobs involving hundreds of thousands of human beings, will have to review their concepts of practicability and feasibility in order to meet the challenge of this change. The recommendations and suggestions given below may be viewed from this perspective.</p> <p>i. In the matter of recruitment, the first stage of corrective action has to be within the various departments of Government. Each department</p>	<p>Accepted as per G.O. (Ms)No.27/99/P&amp;ARD Dated, 17/12/1999 with modifications shown below.</p> <p>I. CAPACITY BUILDING</p> <p>1. A staff training policy has to be announced by the Government.</p> <p>2. It is necessary to conduct an indepth training needs assessment for professional as well as general categories.</p> <p>3. the curriculam for different target groups needs to be drawn up in detail.</p> <p>4. A State Training network has to be formed</p>

	<p>has to do careful manpower planning. Likely vacancies for recruitment by PSC for each year should be assessed well in advance and intimated to PSC. Departments should also prepare a five-year assessment of manpower requirement. This would enable the PSC to design their own medium term recruitment plan, besides getting ready the lists for filling the vacancies for that year. <b>Government may give directions to all Heads of departments to make such annual and five-year manpower plans with the aid of computerised data. The first set of five-year projections should be sent to PSC before 31<sup>st</sup> March 2000.</b></p> <p>ii. One such annual reports and five-year perspectives are received in PSC, it would be possible for the Commission to rationalise and co-ordinate the selection processes. For instance, in the case of general posts in ministerial cadres where the minimum qualification is SSLC/Degree, common lists can be prepared for three years at a time keeping in view the five year requirements. The work on the lists to be operated for the next three-year period can be initiated soon after the first common lists for each category is prepared.</p> <p>iii. For efficient handling of this work <b>It is essential that the Commission makes use of the relevant tools of Information Technology.</b> All kinds of repetitive work can be usefully computerised. Application forms could be designed in a computer compatible manner. The information contained in the application forms once stored, the computer would effectively create a database which could be used for preparing hall tickets,</p>	<p>with IMG as the nodal institution.</p> <p>5. For every category of staff induction training is required.</p> <p>6. Induction training is also required at certain levels when persons are inducted by promotion. The period of induction training would be treated as duty.</p> <p>7. At the level of entry to a post either by direct recruitment or on promotion, an employee should be given the important Acts, Rules, Manuals, Orders etc. which he has to use in his official capacity.</p> <p><b>II. PLACEMENT</b></p> <p>1. All data relevant for transfers should be computerised.</p> <p>2. Transfer should be done only by the delegated authority, except when public</p>
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correction memos, intimations to candidates, and even the ranklists and communal rotation rosters. Maintenance of databases, question banks, generation of questions and even valuation can be improved manifold using computers. A proper computerisation plan can be prepared on the basis of a detailed system study to identify the workflow processes and specific areas of intervention. **The Information Technology Department with the help of National Informatics Centre can prepare a computerisation plan and operationalise it with Government support in a time bound manner.** In this context the Committee was informed that a proposal for computerisation prepared by the PSC is under the consideration of Government. It is strongly recommended that the Government may examine the PSC's proposal in the light of the system study and related exercises suggested above and approve a suitable computerisation programme. Only with prompt and strong support from Government, can the PSC steer its machinery into the modern age.

- iv. The Committee has also been informed that PSC has forwarded a proposal to Government for revising the Application Formats so as to make it computer compatible. The PSC has also made a specific suggestion to charge a fee for the application forms. The Committee feels that for modernisation and improving effectiveness in recruitment, the PSC may be allowed to raise atleast a part of its financial requirement by charging fees for applications. The collection system may be structured in such a way as to reduce transaction costs to the minimum. Also the

interest is involved. Government can exercise the power directly by explicitly recording the reasons for exception, showing the public interest involved.

3. Applications for transfers should be given within a definite time frame, properly numbered and acknowledged and fed into the computer.

### III. DISCIPLINE

1. The supervisory officers should be directed to exercise strict disciplinary control over punctuality in attendance.

2. Inspection squads can be organised and surprise inspection may be held periodically and prompt action taken where lapses are noticed.

3. 'Punctuality groups' may be constituted in all major government offices with representation being given to all categories of

easy availability of forms has to be ensured. The posts.  
rates may be fixed taking into account the type of posts.

v. **An exercise has to be undertaken to identify common posts, which are now divided departmentally with or without variations in the qualifications.** The Committee has done a rapid survey and has identified lists of posts, which can be clubbed together, by amending the Special Rules (see Annexure III). It is not an exhaustive list. It is only given to exemplify the situation.

vi. **For early completion of the exercise outlined in the foregoing item a special procedure is recommended. A small team of experienced senior officials may be drawn up from PSC Office and the General Administration and P&AR Departments of the Secretariat to consider the required amendments to Special Rules. The proposals in this regard may be formulated in the PSC as they have extensive practical knowledge of the specific instances where such rationalisation is helpful and feasible.** The different departments of the Government may also send up proposals in this regard. The joint team of officials may examine all such proposals and they may consult the concerned Secretariat Departments also wherever necessary. **This work may be done under the supervision of a Senior Group consisting of a PSC member nominated by the Chairman, an officer of the rank of Additional Chief Secretary or Principal Secretary nominated by the Chief Secretary and the Finance Secretary. This senior Group could also monitor and**

	<p><b>guide the work on preparation of the annual and five-year manpower plans suggested in item(i) above.</b></p>	
2.4.2	<p>The recommendations listed above would help the process of recruitment and make it quicker and more efficient. However there is a limit to what such reform measures can achieve in a situation where the number of applications received is so high and keeps getting higher each year. More radical measures would be needed to ensure that the first stage of administrative endeavour viz, the timely recruitment of qualified manpower does not result in a repetition of chaos. In that context the Committee would like to make two suggestions. The Committee would call them suggestions not exactly recommendations – in view of the serious and substantial implications involved. The two suggestions are explained below. It is requested that the Government, in consultation with PSC, may given them due consideration and see whether they could be acted on.</p> <p><b>i. The first suggestion is to introduce a system of screening tests for posts involving large numbers and the same minimum educational qualification. For instance there could be two tests. One for posts that have SSLC as qualification and the other for posts with degree as</b></p>	



qualification. They should be of an objective type. One-paper test amenable to valuation by modern IT tools and which a person with the relevant qualification can satisfactorily answer. Only those who pass will be allowed to apply for posts with that particular minimum qualification (SSLC or Degree). If a Graduate desires to appear for a post for which the minimum qualification is SSLC it would be necessary for him to pass that eligibility test also. The list of successful candidates should be prepared fully complying with the principles of communal reservation and other protective safe guards like district wise selection. The tests have to be conducted once in two years and the lists of successful candidates should be ready three months before the beginning of the first year. Those who fail in one test can appear for the next test after two years, Those who pass can apply for relevant posts for two test periods i.e., four years. If during the four years he does not get selection to any post he will have to appear again for the screening test. There will be no limit on the number of tests one can appear for. The legality and the practicability of this suggestion will certainly have to be assessed in detail by Government in consultation with the

PSC. It is felt that this may be an effective way of reducing the total number of applications for different posts with the same minimum qualification.

- ii. The second suggestion in this context arises from the fact that the PSC which has all along been doing a commendable job involving lakhs of applicants has in the last few years been overburdened with work outside its constitutional domain. Recruitment to certain categories of posts in the Public Sector is such an additional burden. Government took the policy decision to go in for PSC recruitment obviously for valid reasons. In future Government may want to add more areas to such a system of recruitment. Of course the PSC would strive its best to do justice to such additional work, but there is a threshold of viability in an exercise like this. Mere addition to staff cannot equip an organisation to take up any amount of increased volume of work. Beyond a point the organisation would cease to be capable of viable functioning and the resultant disability will increasingly harm its normal functioning also. Before that happens it may be better to think of a new organisation.

iii. The Committee feels that, prima-facie, such a time has come in regard to the explosion of numbers in the matter of job applications in our state. The suggestion is to consider the setting up of an autonomous Notified Sectors Recruitment Commission, which would handle recruitment in Public Sector, and other Sectors as notified by Government from time to time. The organisation will have to be created by legislation and vested with all the autonomy and independence of PSC. It should be also ensured that communal reservation and similar protective policies of Government in the interest of backward groups and regions are fully reflected and statutorily enforced in the working of the new organisation. Another aspect to be ensured is that it should be compact body of, say, three members, selected exclusively from among competent and well-reputed professionals. The Commission could be supported by a small well-structured secretariat, with modern systems of working. As it would start on a clean slate, introduction and wide use of Information Technology should also be insisted on. As stated earlier these two suggestions are submitted for Government's consideration. If they are found to be feasible and legally

	<p>sustainable, it may be worth while to initiate without delay, steps to implement them. Perhaps the Senior Group suggested earlier (vide 2.4.1 vi) could be asked to study these two suggestions.</p>	
2.5	<p>Before leaving the issue of recruitment through PSC the Committee would like to stress two incidental points though they do not strictly fall within its purview. The first is that the Government Secretariat and other departments may give priority consideration to proposals and suggestions made by PSC for streamlining the Commission's work. As the Commission's efficient functioning is the starting point of administrative efficiency, we feel strongly that such priority consideration is vital in the context of administrative reform. The second and related point is the staff requirements of the PSC. A scientific assessment of the workload needs to be made and the required staff at various levels provided.</p>	
2.6	<p>In considering the questions related to the recruitment, the Committee also has examined the issue of upper age for recruitment. Fixing a higher upper age for recruitment was based on the logic of allowing people from the rural and disadvantaged backgrounds, time to acquire qualifications and the capacity to appear for the competitive selection tests. The vast number of unemployed also justified allowing of more opportunities to seek employment. This has indeed resulted in increased</p>	

<p>number of applicants. But it has not generally led to the selection of significant numbers of older people. <b>The Committee feels that it is time to consider a gradual reduction in the upper age for recruitment.</b> In order to minimise its adverse impact on prospective candidates, it is suggested that, to begin with, <b>the age limit may be reduced by three years. Even this reduction may be in a phased manner of one year at a time.</b></p>	
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## FIFTH REPORT

### DEPARTMENT – SPECIFIC ADMINISTRATIVE REFORMS

Para No.	Recommendation	Remarks
<b>Part I</b>	<b>Approach of the Administrative Reforms Committee</b>	
1.3.1	<p>Though the recommendations are department-specific most of them could be related to the following areas:</p> <p>(1) <b>Decentralisation.</b> With the transfer of powers and functions to local self-governments the role of departments, whose functions have been transferred, changes drastically at all levels. New methods of functioning and monitoring need to come in.</p> <p>(2) <b>Delegation of Powers.</b> Even while democratic decentralisation is taking place in a big way in departments not directly involved in this process, a concomitant process of delegation would be required. Most of the powers now exercised by officers at various levels were assigned at a time when work was limited and a centralised system could be functional. Now with better monitoring possible at higher levels, delegation of powers is justified by the increased volume of work particularly that relating to the public.</p> <p>(3) <b>Citizen Friendliness.</b> All those departments, which have an interface with the citizen, need to adopt certain new measures for transparency in providing information, ensuring courtesy and speeding up setting of citizen claims. In order to make the interface smooth and effective, procedural and attitudinal changes are required for which recommendations are formulated.</p> <p>(4) <b>Personal reforms.</b> This is a major area covering a</p>	Not accepted



wide range of issues like recruitment, deployment, performance, assessment, professionalisation and promotion.

(5) **Motivation of staff and bringing about attitudinal changes** especially with regard to dealing with the public are among the most important concerns of the Committee in suggesting reform measures.

(6) **Efficiency and effectiveness.** Though this area overlaps other areas, the focus is on clearly defining the functional roles clarifying the raison d'être of the organisation, rationalisation and simplification of procedures, improving the pace of decision making, proper delegation of powers, reducing tedium etc.

(7) **Improving the physical work environment** from the ergonomics viewpoint is also an important area of consideration

(8) **Use of Information Technology and modern management tools** are related to most of the areas mentioned above and have special relevance for administrative reforms in present times.

(9) **Suits and Litigation.** In a sense, this is indicative of the performance of department vis-avis citizen. With the improvements suggested in various areas it is expected that the need to take the Government to the Court would be reduced; at the same time, several litigation involving Government are not dealt with effectively resulting in huge loss of money and sometimes, even distortions in policy. Therefore, this area is singled out for detailed

consideration.

(10) **Capacity building.** Though general recommendations have been given regarding this issue, there are department-specific matters, which need to be considered in detail.

(11) **Legislative reforms.** Most of the departments implement some legislation or the other. Over the years, new laws are also being enacted. However, adequate attention has not been paid to the work of weeding out outdated or redundant laws, unifying different laws for different areas of the State etc. The Committee is studying this general issue and would be submitting a report exclusively on that subject. However, some minor modifications in legislation may be relevant and necessary even as part of the present endeavour of formulating department specific recommendations.

(12) **Co-ordination and convergence.** For effective functioning of Government, it is necessary for various departments to mesh their functions and responsibilities and bring about possibilities of synergy and holistic approach to issues. Most of the problems of the citizen could be tackled by effective convergence of resources and services now being kept apart without any linkages in irrationally watertight compartments. Therefore, special recommendations for achieving enhanced co-ordination among the departments are being made.

<b>Group I</b>	<b>Suggestions and Recommendations related to Group</b>
2.5.1	The Government of Kerala abolished the Board of

	<p>Revenue last year. Prior to that the Board of Revenue had been functioning as an umbrella organisation for the departments of Land Revenue, Survey, Excise, Taxes, Civil Supplies, Motor transport, Lotteries and Registration. On abolition of the Board of Revenue, a system of Commissionerates functioning as independent heads of department has been put in place. The functions discharged by the Commissionerate of Land Revenue relating to establishment matters and statutory functions pertaining to policy issues can not be delegated and may have to continue to be done at its level. For example, in matters relating to the Arms Act and the Explosives Act, in view of security implications, the present system has to continue. As regards the Revenue Recovery Act and the Plantation Tax Act also, no changes are warranted. Still, there is scope for further decentralisation of power and authority in the new system in the interest of public benefit. The specific measures for delegation are outlined below.</p>	
2.5.2	<p>Most of the appellate functions and revisional powers now vested with the Commissioner for Land Revenue could be delegated to the district level. At the district level, some of the powers now vested with the District Collectors could be delegated to Deputy Collectors/Revenue Divisional Officers. As a general rule, all cases, where the first level authority is the District Collector, could be delegated to the Deputy Collectors/RDOs. Similarly, cases, where the District Collector is the appellate authority, can be delegated to the Deputy Collectors/RDOs. Only in cases, where District Collector is the appellate authority, the revisional power, be vested with the Commissionerate. The implication of this delegation is that the Deputy Collectors would have independent powers in specified in specified cases relating to appeals as well as first level functions. This would</p>	

	<p>result in a qualitative change in the relationship between the District Collector and Deputy Collector; while the Collector would continue to have administrative control over the Deputy Collectors. The relationship would be like the one that exists at present between District Collectors and Revenue Divisional Officers.</p>	
2.5.3	<p>Apart from the above, certain specific proposals for delegation of powers and further authority are also suggested as elaborated below:</p> <ol style="list-style-type: none"> <li>i. (a) Under Kerala Land Utilisation (KLU) Order, RDO is the originating authority. Orders of RDO can be appealed against under Section 11 of the Order to the Board of Revenue. And under Section 14, the Agriculture department of the Government has the appellate powers. This means that for appeal as well as revision, a person will have to pursue his papers at Thiruvananthapuram and often engage a counsel. This issue needs to be viewed in the proper perspective as the conversion of paddy fields has major socio-economic and environmental and economic consequences as well. A large number of conversions are done without permission either due to the ignorance of law or due to the intent to carry out the land conversion illegally. This can be prevented only by close watch at the field level.</li> <li>(b) While disposing applications under KLU Order, general land use patterns, effect of applicants' landholding on cultivation in the adjacent, field etc., are also to be considered. Therefore, it is better that the 'first-level authority may continue to be a revenue officer. Instead of RDO, this function could be effectively discharged by Tahsildar. To ensure objective consideration of all the issues and facts, it may be made mandatory that the first</li> </ol>	

level Agricultural Officer before taking the decision. The appellate authority may be designated as the Principal Agriculture Officer (Joint Director of Agriculture) who is the District Officer of the Agriculture department. The District Collector may be designated as the revision authority. This would ensure that the entire proceedings are completed within the district itself.

ii. Under the Transfer of Registry Rules the village officer is the first-level authority. But under Section 17, the Tahsildar also could be an originating authority when the transfer of registry involves a subdivision or is a contested case. Appeals would also accordingly lie with Tahsildar or RDO and under rule 19 with District Collector. The Board of Revenue is the revision authority. It is suggested that rule 19 appellate authority may also vest with either RDO or Deputy Collector (LR) Rule 20 may be amended to make District Collector the revision authority.

iii. Regarding land acquisition, which is governed by a Central Act (Central Government is formulating a revised act and a comprehensive revision), all Draft Declarations under Section 6 of the Act have to be approved by the Board of Revenue. The poser may be delegated to the District Collectors.

iv. Kerala Land Conservancy Act has Tahsildar as the first-level authority. Appeal lies with RDO under section 16(b) or District Collector under section 16(1)(A) or Board of revenue under section 16(3). The revision powers would accordingly lie with District Collector (Section 16(2)), Board of Revenue (Section 16(4) or Government (section

16(5) respectively. It is and appeal under section 16(3) may be entertained by District Collector, Revision powers under section 16(4) may be vested with the Collector and that under section 16(5), which presently lies with the Government, may vest with the Land Revenue Commissioner.

v. Though no change is suggested in the Madras Irrigation Act and the Travancore Cochin Irrigation Rules, as appeals and revision are few in number, the Kerala Administrative Reforms Committee would recommend that as and when the Travancore Rules and Madras are amalgamated, Tahsildar be made the first-level authority, RDO or Deputy Collector the appellate authority and District Collector as the revision authority.

vi. Regarding land assignment, there is the Land Assignment Act and around twenty rules framed thereunder. The first-level authority, appellate authority and revision authority vary in each of these rules. The Committee would suggest the unification of these twenty sets of rules into three compact rules, the first for assignment for agricultural purposes, the second for assignment for dwelling and the third for assignment for commercial purposes. In the first two sets of rules, stages upto revision could end within the district and area assignable may be specified in urban as well as rural areas. In the third set or rules first-level authority may be the District Collector, appeal may lie with the Land Revenue Commissionerate and revision may be with the Government.

2.5.4 As pointed out earlier, there is a large level of

	interdependence of the four departments and it is very essential that there is effective co-ordination in their functioning. This functioning would have to be ensured at the level of policy formulation, drawing up of departmental action plans and at field level execution. To ensure this, an institutionalised system is suggested. A fairly senior officer may be posted as the Land Revenue Commissioner and he may hold periodic meetings of the Additional Commissioner Land Revenue, IG Registration, Secretary Land Board and Director of Survey and Land Records to ensure that there is a commonality of policy and purpose and congruence of action plans.	
2.5.5	At the district level a similar arrangement under District Collector with district level Officers of the sister departments may also be constituted. This arrangement could watch the progress of resurvey, conduct of survey adaalats, reconciliation of transfer of registry cases among survey, registration and taluk offices etc. The district arrangements envisaged above could provide effective feedback to the State level set-up and over a period of time a marked improvement in the functioning of the departments could be achieved.	
2.5.6	Regarding interface with the public, a modernisation programme has to be taken up to equip the village offices with modern data storage equipments like computers, scanners and photo copiers. The public could be charged the actual cost while accessing and taking copies of data, using these equipments. In the village office and taluk offices minimum facilities to visitors have to be provided. Village offices should be equipped with telephones.	
2.5.7	At the taluk level, micro filming or other modern methods can be introduced to store data relating to villages.	
2.5.8	Government may encourage setting up of Facility Centres as self-employment schemes attached to village offices and local self-government offices so that details of	



	schemes, procedural matters etc., can be clarified and copies of forms supplied to the public.	
2.5.9	In the context of decentralisation it is necessary to forge a formal relationship between the village office and panchayat/municipal office. The Committee feels that the jurisdiction of village offices and local self-governments at the cutting edge level should overlap. Of course, one to one overlapping may not be feasible as there are large village panchayats and urban local bodies. However, the village boundaries could be redrawn in such a way that each local self-government is either co-terminous with the village or has more than one village in full. In addition to redrawing of boundaries, it should be ensured that the village officer provides information called for by local self-government relating to land, income, caste etc. of individuals.	
2.5.10	For each type of certificate, a proforma application form may be specified. Such application form samples and list of documents to be attached may be prominently displayed in the notice board (with prompt updating wherever necessary) in all village offices, village extension offices, taluk offices and District Collectorates and all offices of local self-government.	
2.5.11	Application forms can be copied by applicants and used. (List of documents need not be copied). Printed applications in the prescribed proforma made available by private parties could also be accepted.	
2.5.12	Application Forms should have a detachable slip portion for acknowledgement which the applicant himself would fill in ( like the pay-in-slip in banks) leaving a space for affixing the office seal and for filling up the likely date and time of issue, which would be done by the receiving office.	
2.5.13	In order to ensure that no applicant is turned away, just because the Officer who has to issue the certificate is out	

	of station, the next senior-most person(s) should have the authority to sign the certificate indicating his name, date, designation (with office seal) and stating that he is authenticating the certificate in the absence of the Village Officer/Tahsildar as per general authorisation given by the Government. A Government Order should be issued to facilitate this.	
2.5.14	For specialised categories of certificates (which contain mostly static information like date of birth, caste, educational qualification, etc.) during a period of five years after the date of issue, attested copies should be adequate for all the requirements of the State and Local Governments. If during this period, modification is necessary it should be the person's responsibility to approach the village office/taluk office.	
2.5.15	For each type of certificate issued from village office/taluk office a register should be maintained and each certificate should carry its number in the Register so that cross-checking can be done any time.	
2.5.16	These registers should be put on computer as soon as computers become available in village Offices/taluk Offices.	
2.5.17	Regarding the issues related to transfer of registry, it is recommended that a system, by which a document would be accepted for registration only if it is accompanied by a title certificate obtained from the village office needs to be introduced. This would ensure that a document could be registered only if the transferor has effected proper changes in the basic revenue records. Insisting on this system would also result in proper updation of the basic revenue records. However to avoid hardship to the public, the Kerala Administrative Reforms Committee would suggest that Government may make an immediate announcement that such title certificates would be mandatory for all land transactions with effect from a	

	<p>specified date (say 01/01/2001) and give wide publicity. This would prompt the landholders to update revenue records before this cut-off date and insisting on title certificates at this stage need not cause any hardship to the public.</p>	
2.5.18	<p>Revenue Recovery cases have been generally computerised. This facilitates identification of key cases, which require follow up. It is suggested that an ABC analysis should be done at the district level and cases identified for personal monitoring by officers of the rank of District Collector, Deputy Collectors and Tahsildars. This would ensure that the bigger cases get due attention.</p>	
2.5.19	<p>There need to be a proper monitoring of LAR cases at the level of Commissionerate, Collectorate and Special Officers/Taluks. Here again, an analysis may be made to ensure that important cases get the attention of senior officers. A periodical report may be prescribed at the District level and State level to monitor the progress of LAR cases.</p>	
2.5.20	<p>It is recommended that the Revenue Department may constitute an expert group consisting of experienced persons, both in service as well as retired, having practical knowledge of land acquisition and handling of LAR cases at random and come out with a clear strategy for defending LAR cases. This would help Government frame clear guidelines for defending such cases.</p>	
2.5.21	<p>It is seen that the requisitioning departments are often not involved in the defence of LAR cases. Therefore, a system needs to be institutionalised at the district level in which along with the progress of land acquisition, the progress of LAR cases are reviewed in the presence of the requisitioning departments/agencies.</p>	
2.5.22	<p>In order to ensure that reports are sent in time, it is suggested that every month an updated list of files pending for reports subject-wise and reporting office-wise should</p>	

	<p>be prepared at the taluk and district levels. Whenever monthly reviews are held, the receipt of reports should be reviewed. A system could be created whereby reports from the village are brought to the taluk along with the village officers when they come for the fortnightly meeting and the Tahsildars could bring the reports to the Collectorate during the monthly meeting. To improve transparency and social monitoring, list of lands declared surplus may be made available to the Grama Panchayats, Corporations and Municipalities. Also, the list of excess land available for distribution may be made available to these local self-government institutions once in six months.</p>	
2.5.23	<p>A list of <i>poramboke</i> lands in the village with proper identification details should be available for scrutiny by the public. To prepare this list a crash programme is to be initiated. Survey Number-wise site sketches showing the boundaries and the approximate area can be prepared by the village staff after field visits. The current status of such lands should be recorded. These details have to be given to the village panchayat or the municipalities as well.</p>	
2.5.24	<p>Regarding streamlining of land acquisition functions it may be ensured that the requisitioning authority has to necessarily forward the revenue sketch and survey plan along with the requisition. This would ensure that the basic records are properly updated before initiating the land acquisition process and would substantially cut down delays reducing the possibility of re-notification. Moreover, the requisitioning authority will also have a greater commitment and involvement in the process. The Kerala Administrative Reforms Committee would suggest that a provision may be made in the Act itself that any requisition for land acquisition would have to be necessarily accompanied by the revenue sketch and survey plan of the land in question. Only such requisitions need be entertained and notification issued. Of course, the</p>	

	<p>requisitioning authorities would face problems as they have to depend totally on the Revenue Department for getting the sketches and survey plan. To a large extent, this problem can be mitigated by a statutory provision, which makes it mandatory for revenue authorities, to provide the required sketches and plans within 30 days of request.</p>	
2.5.25	<p>Each Land Acquisition Officer may be provided with a contingency fund, which can be used for providing transportation arrangements for the survey team, and to raise local help in clearing the area and doing unskilled work which normally take a lot of the survey teams time. The Land Acquisition offices may be allowed to continue for a fixed time after handing over possession, say one year, during which the land records would be updated, post award functions completed and initial statement of facts prepared in any emerging court cases. The LAO may be made personally responsible to complete these activities within this extended time frame.</p>	
2.5.26	<p>As far as the registration department is concerned, its core functions need to be defined. The focus of Registration Department's work should be on proper registration of land related documents and control of under-valuation. Functions like registration of chit companies and charitable institutions, which are presently being looked after by the registration department, may be reputed. Most of these institutions deal with public money and it is necessary to have a more close watch over their functioning without imposing too many rigid conditions hampering their performance. Over a period of time, a professional agency may have to be conceived to oversee these functions. However, as an interim measure the registration and monitoring of functioning of chit companies and charitable institutions, may be vested with the District Collector. The Kerala Administrative Reforms Committee feels that given the reduced work load of</p>	

	District Collectors in the context of decentralisation this work would be effectively handled by them. More over, information about the type, nature and number of charitable institutions etc. would be handy to the District Collector in his functions as Government representative in the district.	
2.5.27	One major area of concern is the infrastructure available in the field offices of the registration department. Most of the Sub Registration Offices do not have own buildings and facilitates for data storage. The Committee would urge the Government to initiate a phased programme of constructing own buildings for Registration Offices like what was attempted for village offices. In any case, sufficient facilities for proper storage of documents have to be provided immediately. Over a period of five to seven years, modern electronic data storage facilities or microfilms have to be provided to all the field offices of the registration department.	
2.5.28	The possibility of doing away with stamp papers, at lease in selected instances like registration of documents, and instead putting value seals on documents could also be considered. A minimum quality of stationery on which documents could be registered, should be insisted on. Documents may be presented along with a copy in good quality paper of A4 size. The present system of writing detailed endorsement should be discontinued and the date and time of presentation affixed in the original and in the copy by affixing seal. The name and signature of the parties and identifying witnesses may be obtained in the original and in the true copy simultaneously. The registration certificate may also be affixed in the original and in the copy using seals.	
<b>Group II</b>		
3.3.1	The Kerala Administrative Reforms Committee is of he	



	<p>opinion that basic functions of the Civil Supplies Department need not be developed to local self-governments now particularly the regulatory functions. This is because the development focus of local self-governments should not be distracted in the formative stage. However, local self-governments could be given an effective role as representative democratic bodies to facilitate public participation and social audit.</p>	
3.3.2	<p>The functioning of PDS and ARDS could be reviewed at the grama sabhas in each Panchayat and on the basis of their deliberations follow-up actions could be initiated. The emphasis here should be on positive and creative interaction and initiation of corrective measures, rather than inspections, fault finding measures and punishments.</p>	
3.3.3	<p>The Kerala Administrative Reforms Committee is not in favour of enlarging the size of enforcement machinery for more effective detection and punishment of the violation of regulations. Instead, providing the positive role to local self-government institutions can substantially enhance monitoring of existing field-establishments work and thereby, check the tendency for malpractices by dealers and resolve to some extent, the lingering problems of public distribution system.</p>	
3.3.4	<p>It is suggested that a compact body of three to five members can be constituted to act as PDS monitoring committees in each Panchayat. This committee could review the functioning of ARDs periodically. Over and above the normal departmental inspections, the Chairpersons of Panchayats are also empowered to conduct inspections. The effective exercise of existing powers of inspection by the normal departmental teams and periodic inspections by the Chairpersons of Panchayats coupled with effective working of the monitoring body suggested above could result in a meaningful supervision of PDS at the grass root level.</p>	



3.3.5	It is also suggested that if gross anomalies are noted during inspection and monitoring suggested above, findings of the inspection teams and monitoring committees have to be promptly communicated to the concerned departmental officers for initiating immediate action. An appropriate system for this purpose may be worked out and implemented by the Civil Supplies Department.	
3.3.6	To facilitate meaningful involvement of local self government institutions, it may be made mandatory that ARD-wise allotment and lifting of the variety as well as the prices of rationed articles are communicated to local bodies by the department periodically. The local bodies can arrange to have prices of commodities distributed through PDS to be widely publicized through various means including media insertions.	
3.3.7	For proper monitoring of PDS by local self government institutions, copies of ledgers and <i>Nalvazhi</i> of ration shops should be made available to them on payment basis. Further, ration shops and other concerned bodies should be made to follow without lapse the practice of exhibiting information on the entitlement and price of commodities, maintenance of daily stock etc prominently on the notice boards. The periodic review at grass root level, as suggested above, could help proper compliance of departmental institutions on the exhibition of citizens' entitlement, prices, etc., of national articles and in a broad sense, transparency of operation of PDS in the State.	
3.3.8	In this connection, the Kerala Administrative Reforms Committee would reiterate here that the Committee in its first report suggested the relevance, and illustrated the format, of a Citizen's Charter for Civil Supplies Department. It is suggested that various Food Advisory Committees constituted at different tiers may closely monitor implementation of the Citizens Charter. This	

	would also ensure some degree of social auditing of the department's functioning.	
3.3.9	Another issue for immediate reform in the Civil Supplies department relates to the delay for finalization of cases and realization of cost of ration articles. The procedure for this may be simplified and the process of finalization of such cases are expedited. In this regard, it is also suggested that action should be taken within twenty-four hours and cost of articles, if any to be realized, should be recovered in case of grave irregularities. For this, appeal time may be limited, if found necessary. For minor irregularities, action should be taken within a week's time and cost realization should be done in a fortnight.	
3.3.10	As stated earlier, there is urgency for design and implementation of reform measures to resolve such problems as sub-standard quality, and diversion to market, of subsidized rationed articles that have been lingering in PDS. To discuss this issue in its proper perspective a brief overview of the ration subsidy scheme itself is necessary.	
3.3.11	The subsidy on rationed articles falls under two heads: (a) subsidy for below poverty line (BPL) families and (b) subsidy for above poverty line (APL) families. The first one is under a special scheme, called targeted public distribution scheme (TPDS). As far as BPL families under TDS are concerned, the Central Government has fixed the number of families in this category as 25% of the total population and rice is made available to those families with a heavy subsidy, which is met by Government of India. (Presently this works out to Rs.5.15 per kg., with the lifting price being Rs.9.05 and the issue price Rs.3.90). State Government has estimated that BPL families in Kerala account for 42% of the total families and has taken a policy decision to provide all of them with highly subsidized rice. State government meet the cost of subsidizing the additional 17 per cent families. Over and	

	above this, they also provides a token subsidy of Re.1 per kg for APL families. Thus, the total gross food subsidy amount met by the State Government works out to around Rs.10-12 crores per annum.	
3.3.12	The food grains sold to BPL Card holders are often of inferior quality resulting in poor off take. However the traders tend to show an inflated off take to appropriate the subsidy. And the intended benefit does not reach the BPL beneficiaries as they cannot eat substandard poor quality food grains. The Government anomaly ends up subsidising the retail trader.	
3.3.13	Keeping all relevant aspects into consideration, the Kerala Administrative Reforms Committee would suggest that State Government could consider the feasibility of issuing same quality of rice to BPL and APL cardholders. For this purpose, the Food Corporation of India (FCI) may be requested to release good quality rice under BPL scheme also. This, of course, would have to be done in a manner, which does not increase the price paid by BPL consumer or which does not impose any additional burden on the State Government. If, however, FCI is unable to do this, the State Government may try to release to BPL consumers some better quality rice by diverting equivalent quantity of inferior variety to APL consumers. As the price paid by BPL consumers cannot be increased, this would mean that APL consumers would have to pay higher price for inferior variety issued to them. This may invite valid criticism.	
3.3.14	The logical solution to the problem may be to reduce subsidy for APL cardholders and use the funds, if necessary, for releasing (at least in part) improved quality rice to <i>really</i> BPL consumers. But that is a major policy issue. Any clear recommendation on this point is rather difficult because there is a widely held view that the State Government subsidy on price of APL rice is indirectly	

	<p>helping to hold the price line in the open market. Thus viewed, the subsidy acts as a price stabilizer of essential commodities on the open market and is justified in public interest. The Kerala Administrative Reforms Committee would like to reiterate that issuing of poor quality food grains to BPL beneficiaries would defacto undo the intended welfare gain and contribute to the benefit being usurped by unscrupulous traders. Therefore the issue needs to be taken up with government of India and a solution to the problem needs to be arrived at immediately.</p>	
3.3.15	<p>Another aspect of ration subsidy scheme that affects the effectiveness of PDS is the operational difficulty being faced by Civil Supplies Department for getting timely release of funds from the Government towards subsidy. The Kerala Administrative Reforms Committee notes that it is the general ways and means control being exercised by Finance department that mainly causes this constraint. The Committee recognizes that the way and means position is a relevant aspect for consideration while releasing large amounts of funds by Government. However, it would also emphasise that subsidy payment is a policy commitment and after adopting such a policy if subsidy payments are delayed unduly, the intended beneficiaries would suffer. Obviously, a procedure for reasonable adjustment of these two apparently conflicting aspects has to be evolved. In this regard, the Kerala Administrative Reforms Committee would suggest the undermentioned procedure explained below.</p>	
3.3.16	<p>Civil Supplies Department may be allowed to go ahead with release of funds on fixed dates every month without seeking prior ways and means clearance. However, if Finance Department considers that the ways and means position in any particular month is such that some restriction on the release of even subsidy funds is necessary, they should inform the Civil Supplies</p>	

	<p>Department before the dates specified for normal release of subsidy funds. Once such an intimation is received, the Civil Supplies Department should take appropriate action within two days for the Finance Secretary and Food Secretary to meet, discuss and arrive at a revised schedule of the release of subsidy payment for that month.</p>	
3.3.17	<p>The Kerala Administrative Reforms Committee is of opinion that since the Government incurs substantial expenditure towards ration subsidy there is an urgent need to check any type of mal-practice or manipulation by ARDs or others connected with the PDS system. The Committee recommends that the existing departmental system of conducting card holders to ascertain whether the subsidised rice due to them has infact been actually received or not, may be continued with greater firmness and effectiveness. For this purpose, the staff strength in the relevant offices may be augmented if found necessary after a careful work-study. However, the Kerala Administrative Reforms Committee would like to emphasise that the leakage can be plugged, malpractices curbed and functioning of PDS improved to a large extent by the increased role of local self government institutions in field level monitoring of public distribution system.</p>	
3.5.1	<p>The Kerala Administrative Reforms Committee has suggested in section 2 of this report, some mechanism regarding social audit and monitoring of PDS. On the same lines, it is suggested that periodic interactions at <i>grama sabhas</i> or local level monitoring committee set up for the purpose could throw up issues of short weighment or cheating by the trade. The malpractice thus identified could possibly be tackled more effectively if local self government institutions are appropriately empowered. Thus, powers for inspection could lie concurrently with the officers of the Legal Metrology department as well as the Chairpersons of local bodies. The Committee feels that</p>	

	<p>a proper delegation of powers for standardization of weights and measures and periodic check-up to local self government institutions could even lead to purposeful resource mobilization. The Committee also feels that such a delegation may not necessarily lead to legal issues. In this connection, the Committee notes that the Health Inspectors attached to local self government institutions are now overseeing aspects like hygienic conditions in hotels etc.</p>	
3.5.3	<p>With the types of delegation of power suggested above, it could be possible to consolidate details of all traders and weights and measures possessed by them at panchayat level, and the information so compiled could be used for the purpose of yearly stamping. This database could be updated during the occasion of yearly stamping.</p>	
3.5.4	<p>The delegation of powers suggested above also would ensure that the Legal Metrology Department can concentrate on enforcement of the Packaged Commodity Rules and issue of mandatory licenses to manufacturers, repairers and dealers.</p>	
3.5.5	<p>The Kerala Administrative Reforms Committee would suggest delegation of powers within the Legal Metrology Department itself for improving functional efficiency. Thus, powers to compound offence could be delegated to Assistant Controllers at the district level and thereby expedite disposal of such cases.</p>	
3.5.6	<p>The Kerala Administrative Reforms Committee also feels that there is room for avoiding delays by enforcing prompt disposal in offices and for ensuring greater transparency, for the benefit of citizens. In particular, it should be insisted upon that the licensing and granting of exemption under the Package Commodity Rules should be done within a time-frame. The relevant time-frame should be made known to interested parties. If an applicant is not getting a reply, either positive or negative, within the</p>	

specified time-frame from the concerned office of the department, he/she should have the right to presume that a positive reply is deemed to have been issued and accordingly, to go ahead with the action plan. In such cases, the accountability should be fixed on the defaulting officers of the Legal Metrology Department. This provision may be incorporated in the Rules.

**Chapter-5**

**SIXTH REPORT  
SALARY AND OTHER ENTITLEMENTS OF**



	<b>GAZETTED OFFICERS – SIMPLIFICATION OF PROCEDURES</b>	
5.1.1	<p>Keeping all relevant aspects in view, ARC would recommend that Government may, after consultation with Accountant General and others as deemed necessary, move over to the establishment bill system in respect of staff (excluding staff in educational institutions) coming under four scales of pay and discussed in detail in the foregoing paras. This may be done irrespective of the issue whether the posts belong to State Services or not. The changeover may be done ensuring that no employee fixes his own entitlements though officers who are heads of offices may sign bills including their own salaries also (drawn on rates of entitlements fixed by a superior officer vide para 4.1.7 ante) The changeover may be done in three phases.</p> <p>First phase – Financial year 2000-2001. Staff coming under scale of pay 6500-10550.</p> <p>Second phase – Financial year 2001-2002. Staff coming under scale of pay 6625-10550</p> <p>Third phase – Financial year 2002-2003. Staff coming under scales of pay 7200-11400 and 7450-11475.</p>	<p>Orders have been issued for simplification of procedures for drawing of salaries and other entitlements of Gazetted Officers as per G.O.(Ms) No. 20/2000/P&amp;ARD dated, 21/08/2000. But not seen implemented.</p>
5.1.2	<p>The summary Table given below would give an idea of the dimensions of the changeover recommended in this report.</p> <ol style="list-style-type: none"> <li>i. Approximate number of employees who come under the Pay Slip system now. 40,000 plus</li> <li>ii. Out of (1), staff in Government owned educational institutions left out of the present proposals – 10,000</li> <li>iii. Staff in Government offices of this category -30000</li> <li>iv. Out of this, senior staff in Government offices left out of the proposals for the time being -4,000 plus</li> <li>v. Staff in Government offices in first four scales covered by the present proposals in three phases –</li> </ol>	

26,000

Very roughly, the proposals would take 26000 out of 40000 employees from the Pay Slip system into the establishment bill system. ARC considers this a moderate but significant initiative.

**SEVENTH REPORT**

## REPORT ON SETTING UP OF A LAW COMMISSION FOR KERALA STATE

Chapter 4		
4.1.1	<p>While giving final shape to its recommendations, Administrative Reforms Committee faced a serious dilemma. On the one hand, the Committee had, as stated, reached the inference that a State Law Commission is warranted. On the other, it was clearly aware of the need to avoid creation of new and costly organisations in its quest for administrative reform. It was pointed out to the Administrative Reforms Committee that some of the eminent personalities of the judiciary now retired from active court work and helping in the administration of major State policies like fighting corruption, ensuring human rights etc. could perhaps be requested to help in this context. The Committee considered this idea and came to the view that it is a more feasible solution to institutionalise a relatively less costly arrangement which should, over the years, produce results of long standing impact and benefit to the people of the State.</p>	<p>Law Reforms commission as Justice V.R. Krishna Iyer as head has been constituted. The Commission has been submitted its report G.O(MS) No.253/2007/Law dated, 17/11/2007. Recommendations have not been implemented.</p>
4.1.2	<p><b>Taking all relevant aspects into consideration, the Administrative Reforms Committee recommends that a State Law Commission may be constituted with the following structure.</b></p> <p><b>i. Chairman:</b> The Chairman of the Law Commission may be one of the retired Chief Justices now functioning in Thiruvananthapuram heading bodies viz, Lok Ayukta, Human Rights Commission, etc.</p> <p><b>ii. Members:</b></p> <p>a. Two members may be nominated from any of the willing retired High Court Judges now functioning in Thiruvananthapuram namely: Upa-Lokayukthas, Chairperson, Kerala State Legal Services Authority, President of the State Consumer Redressal Forum, Chairman of the</p>	

Backward classess Commission etc.

b. Advocate General

c. Registrar of the High Court.

d. Law Secretary who can also be Member in charge of administration of the office of the Law Commission.

e. Secretary to Government having an aptitude for the task to be nominated by the Government.

f. One Secretary to Government shaving an aptitude for the task, to be nominated by the Government.

### **iii. Part time Members**

Law Commission may enlist consultant members not exceeding two at a time depending upon the nature of the subject considered by the Law Commission.

### **iv. Secretary:**

Secretary of the Commission can be an officer of the Law Department not below the rank of Deputy Secretary (who may be put in additional charge of this work or by ex-officio posting), who will function under the control of the Law Secretary.

### **v. Staff**

The Chairman and members may be requested to utilise the services of their present staff so that no separate creation of staff will be required. For functioning of the office of the Secretary, the Law Department may make available supporting staff from the existing staff strength.

### **vi. Headquarters**

The Law Commission may be located at Thiruvananthapuram for easy interaction with government functionaries.

4.1.3	<p>Based on the study made by the Administrative Reforms Committee and Summarised earlier in the report, indicative Terms of Reference for the proposed Law Commission are also given below:</p> <ul style="list-style-type: none"> <li>(a) To identify laws which are no longer needed or relevant and which are liable to be repealed.</li> <li>(b) To identify laws which are not in harmony with the changing times or modern times and which need change.</li> <li>(c) To identify laws which require or amendments in the normal course and to make suggestions for their amendment.</li> <li>(d) To consider in a wider perspective the suggestions for revision/amendment suggested by Supreme Court or High Court or by Expert Groups in various Departments with a view to coordinate and harmonise them.</li> <li>(e) To consider reference made to it by Departments in respect of legislation having bearing on the working of more than one Department.</li> <li>(f) To examine the existing laws in the light of generally accepted objectives of State Policy like social and economic justice to the weaker sections of society and to suggest such legislation as might be necessary to implement those policies.</li> <li>(g) To revise the State Acts and Rules framed under various Acts of general important so as to simplify them by consolidation of amendments or otherwise and to remove anomalies and ambiguities.</li> <li>(h) To consider and to convey to the Government its views on any other subject relating to laws and allied matters that may be referred to it.</li> </ul>	
4.1.4	<p>These are only suggestions arising from the Administrative Reforms Committee's own study of this</p>	

	matter. These terms could be suitably modified or widened by Government in consultation with eminent jurists.	
4.1.5	The one point that remains is the tenure of the Commission. In the nature of the work that Administrative Reforms Committee has envisaged for the Commission, what is indicated is a permanent Law Commission. However, as in other recommendations made, Administrative Reforms Committee would suggest a cautious approach while dealing with important areas of new ideas and proposals. For the time being the State Law Commission may be given a tenure of <b>Five years</b> . The experience of this initial term may be assessed by the Government and appropriate decision taken whether the Commission may be made permanent, and the Chairman and Members given specific tenures.	
	<b>EIGHTH REPORT – DEPARTMENT SPECIFIC</b>	
	<b>REPORT ON GROUP III</b> Scheduled Castes Development Department Scheduled Tribes Development Department KIRTADS Social Welfare Department	
<b>Chapter 2</b>	<b>SCHEDULED CASTES DEVELOPMENT DEPARTMENT</b>	
2.4	<p>The Committee on Decentralisation of Powers has made the following recommendation regarding the restructuring of Scheduled Castes Development Department in the context of decentralisation:-</p> <p>“In respect of the Scheduled Castes Development Department, the District Officers and staff could be transferred to the District Panchayat. As regards Taluk Development Officers and Personal Assistants to DDOs, they could be transferred to urban local bodies and block</p>	<p>The recommendations already implemented except in the case of District Level Officers. The transfer of District Officers and staff to the District Panchayat may affect the functioning of the Department and hence the recommendations not</p>

	<p>panchayats in accordance with the strength of the Scheduled Caste population. Since there are only 61 Taluk Development Officers, 13 PAs and 64 Block Extension officers, only 138 urban local bodies and Block Panchayats out of a total of 210 can be covered. It is suggested that all urban local bodies having at least 5% SC population may be covered, using Taluk Development Officers and Block Extension Officers based on SC population and in the case of Block Panchayats which cannot be covered, the General Extension Officer could be put in charge of SC Development.</p>	accepted.
2.5	The Administrative Reforms Committee fully endorses this recommendation and calls for its speedy operationalisation.	
2.6	<p>The scheduled Castes Development Department should take up the nodal role in monitoring and evaluation of Special Component Plan Programmes in the State including those taken up by the local governments. Through their Block level and District level Offices, they should collect and consolidate data on implementation of various programmes by the local governments and by sister departments.</p>	<p>Accepted as per G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</p>
2.7	<p>Management Committees may be constituted for hostels and other institutions (other than schools) like ITCs run by the department or transferred by the department to local governments. Ideally the Committee should consist of 1/3<sup>rd</sup> and 1/3<sup>rd</sup> non-government organisations and other eminent persons actively involved in the cause of the uplift of the Scheduled Castes. On the whole this Committee should have at least 1/3<sup>rd</sup> women in its total strength. This committee should meet at least once in a quarter.</p>	<p>Accepted as per G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</p>
2.8	At present the pre-matric hostels have been transferred to the Block Panchayats or Urban Local Governments based	Admission of students to the post-matric hostels is not



	on their location. It is recommended that the post-matric hostels may be transferred to the District Panchayats or to the Municipal Corporations based on their location.	being made at the District Level but at the State Level. Hence it is not advisable to transfer them to the District Panchayats. Recommendations not accepted.
2.9	The management of hotels leaves much to be desired. The Wardens are generally junior personnel and in the case of post-matric hostels there is no system of the Warden remaining in the hostels after office hours. Hostels for such groups of people are not envisaged as mere lodges. They are expected to offer a conducive environment for personality development and educational improvement. Therefore in the case of post-matric hostels a panel of three College Lectures may be identified who will share duties by staying in the hostels by turn, Suitable honorarium could be given to the persons. The present system of Resident Tutor is not very successful. In the case of Girls' Hostels, the Special Rules for posting Watchmen should be amended to ensure that only ladies are posted.	Accepted as per G.O.(MS) No.10/2003/P&ARD dated,12/05/2003.
2.10	As mentioned above, managing hostels is a sensitive activity, which calls for lot of attitudinal and management skills. Since at present the post of Warden is more or less equal to clerical posts, there is need for special training. Educational institutions having expertise in providing training for social work may be commissioned to conduct thorough induction as well as refresher courses. Socially committed persons from the academic field could be appointed as honorary guardians for hostels to interact closely with students and shape their personality.	Accepted as per G.O.(MS) No.10/2003/P&ARD dated,12/05/2003.
2.11	In order to provide quality education and good environment, it is suggested that Government may identify reputed private educational institutions and admit very	It may not necessary to send the students to the institutions outside the State. Hence the

	<p>poor but itelligent Scheduled Caste students in such institutions meeting their full cost. In the case of students speaking Tamil and Kannada belonging to Scheduled Castes, they may even be sent to institutions in Tamil Nadu and Karnataka.</p>	<p>recommendation in this regard (Second sentence) not accepted</p>
2.12	<p>The Department now has 41 Industrial Training Centres, which are headed by Training Superintendents, with Regional Inspectors of training doing supervisory work. For the smooth conduct of the institutions, it is suggested that these officials be given the powers of the Principal and Inspector of Training of the Technical Education Department respectively. Likewise, the Director of Scheduled Castes Development may be delegated the powers of the Director Technical Education for the purpose of running the Industrial Training Centres. .</p>	<p>The department is running these institutions. The examinations are being conducted by the Director of Employment and Training. The department cannot takeover the responsibility of conducting the examinations for lack of manpower. So the existing system of conducting exams should continue. The existing system is that the examinations are being conducted by the Director of Employment and Training. Therefore the Administrative and Financial powers may delegate to the Director of SC Development for the purpose of running the institutions and to make administrative arrangements for the conduct of examinations as directed by the Director of Employment and Training. The examinations will be conducted by the Director of Employment and Training as per guidelines of Director General, Employment and</p>

		Training. New Delhi as is being done now.
2.13	In the context of decentralisation the office of the District Development Officer for Scheduled Castes has become quite important. With a view to streamlining the distribution of educational concessions, it is suggested that the post of the senior Superintendent may be re-designated as Assistant District Development Officer with delegated powers to manage his area of work. In order to smoothen the distribution of educational concessions like lump sum grants and stipends, it is suggested that this item of work may be computerised.	Accepted subject to the condition that there will be no additional financial commitment due to the redesignation of the post. As per G.O.(MS) <b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>
2.14	All expenses regarding hostels should be published openly every month showing each item including purchases. In the case of purchases, the quantity, quality source and rate of each item has to be published.	Accepted. The details need be published only in the hostels. As per G.O.(MS) <b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>
2.15	In order to help the local governments, management manuals need to be prepared for running the various institutions transferred to local governments particularly the hostels. Existing Government Rules and Guidelines may be included in this manual which should have two parts – one the obligatory part incorporating the rules and procedures which have to be compulsorily followed and the other the advisory part incorporating managerial guidelines which are desirable from the point of view of efficiency and accountability.	Accepted as per G.O.(MS) <b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>
2.16	Payment of educational concessions like lump sum grant and stipends to students should be excluded from Ways and Means restrictions. They should be treated as	Accepted as per G.O.(MS) <b>No.10/2003/P&amp;ARD</b>

	entitlements on par with salary of government staff. This would protect these concessions from being delayed due to insufficient allocation or Ways and Means difficulties.	<b>dated,12/05/2003.</b>
2.17	A crash training programme covering every development functionary of the department needs to be undertaken immediately. All officers of and above the rank of Block Extension Officer should be given at least two weeks' training in institutions like KILA, SIRD or IMG. The department may be permitted to use ½ per cent of the SCP allocation for this purpose.	Accepted with modification that the Kerala Institute for Research. Training and Development Studies for SC/ST (KIRTADS) should also be included among the institutes for imparting training as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
2.18	In future, it should be ensured that at the level of Taluk Development Officers, at least 2/3 <sup>rd</sup> of the posts are filled by direct recruitment with MSW or MA (Sociology) or MBA (Rural Management) being the essential qualification.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
<b>Chapter 3</b>	<b>Scheduled Tribes Development Department</b>	
3.6	<p>The Committee on Decentralisation of Powers has made certain basic recommendations concerning the deployment of personnel from the Scheduled Tribes Development Department to Local Governments and the consequent restructuring of the Department at levels below the State. The recommendations are extracted below:</p> <p>“In the Scheduled Tribes Development Department, there are seven Integrated Tribal Development Officers in the State. It is recommended that the ITDPs and TDOs be brought under the District Panchayats other than Alappuzha and Ernakulam. Three TDOs may be posted to the Block Panchayats of Sultanbathery, Mananthavady and Attappady, which have tribal population of more than</p>	<p>The orders issued in G.O(P) No.188/2000/LSGD dated, 04/07/2000 has not yet been implemented and same is being taken up by Government in the Council of Ministers for a review. A decision on this recommendation will take later pending decision on the review</p>

20,000. In the case of the 48 Tribal Extension Officers, 43 among them should be placed under the following village panchayats, which have a tribal population of above 2500 or more.

1. Peringamala	Thiruvananthapuram District
2. Vithura	-do-
3. Melukavu	Kottayam District
4. Moonnilavu	-do-
5. Mundakayam	-do-
6. Adimaly	-do-
7. Kuttampuzha	-do-
8. Marayoor	-do-
9. Kanthalloor	-do-
10. Chinnakkanal	-do-
11. Vannapuram	-do-
12. Udumbannur	-do-
13. Vellaiyamattom	-do-
14. Idukki – Kanjikuzhi	-do-
15. Arakkulam	-do-
16. Kokkayar	-do-
17. Agali	Palakkad District
18. Pudur	-do-
19. Sholayur	-do-
20. Muthalamada	-do-
21. Mananthavady	-do-
22. Vellamunda	-do-
23. Thirunelli	-do-
24. Thondernad	-do-
25. Edavaka	-do-
26. Thavinchal	-do-
27. Panamaram	-do-
28. Meenangadi	-do-
29. Nenmeni	-do-
30. Ambalavayal	-do-
31. Poothadi	-do-

	<p>32. Sulthanbathery -do-</p> <p>33. Noolpuzha -do-</p> <p>34. Pulpally -do-</p> <p>35. Kottathara -do-</p> <p>36. Muttil -do-</p> <p>37. Pozhuthana -do-</p> <p>38. Padinjarethara -do-</p> <p>39. Kaniyampetta -do-</p> <p>40. Kolayadu Kannur District</p> <p>41. Enmakaje Kasargode District</p> <p>42. Badiyadka -do-</p> <p>43. Delampady -do-</p> <p>The other Tribal Extension Officers may be placed under the Kalpetta Municipality and the following Block Panchayats, which have a tribal population of more than 10,000.</p> <p>1. Idukki Idukki District</p> <p>2. Elamdesom -do-</p> <p>3. Devikulam -do-</p> <p>4. Manjeswaram Kasaragode District”</p> <p>The Administrative Reforms Committee fully supports these recommendations and suggests that they be implemented at the earliest.</p>	
3.7.	<p>The Scheduled Tribes Development Department should play the nodal role in monitoring and evaluation of Tribal Sub Plan programmes in the State including those taken up by the Local Governments. Through their field level and district level offices, they should collect and consolidate data on implementation of various programmes by the Local Governments as well as by sister departments relating to tribal development.</p>	<p>Accepted as per G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</p>
3.8	<p>The hostels run by the Scheduled Tribes Development</p>	<p>The pre-matric hostels need</p>

	Department have not been transferred to local Governments. The pre-matric hostels may be transferred to Block Panchayats or urban local governments. For such hostels minimum physical standards like provision of cots, recreation facilities, learning aids etc., may be prescribed.	not be transferred to the local bodies and status quo should be maintained.
3.9	It is seen that men are often posted to Girl's hostels as wardens. This practice should be stopped forthwith. Only women should be posted as wardens of Girls' hostels. In all tribal hostels two social animators drawn from among the local tribes and paid a suitable honorarium may be posted after suitable training, to be changed every year.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
3.10	Post-matric hostels exclusively for tribals may be started in Kozhikode, Palakkad and Thiruvananthapuram to cater to the needs of tribal boys and girls. Since they are new institutions their management could be entrusted to non-government agencies of repute having experience in running educational institutions.	The hostels may start and run by Government directly through SC/ST Development Department.
3.11	Management Committees may be constituted for hostels and other institutions (other than schools) run by the department or transferred by the department to local governments. Ideally the Committee should consist of 1/3 <sup>rd</sup> officials and elected representatives, 1/3 <sup>rd</sup> representatives of benefited groups and 1/3 <sup>rd</sup> non-government organisations and other eminent persons actively involved in the cause of the uplift of the scheduled tribes. On the whole, this Committee should have at least 1/3 <sup>rd</sup> women in its total strength. This Committee should meet at least once in a quarter.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
3.12	As mentioned above, managing hostels is a sensitive activity, which calls for lot of attitudinal and management skills. Since at present the post of Warden is more or less equal to clerical posts, there is need for special training. Educational institutions have expertise in providing training for social work may be commissioned to conduct	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>



	thorough induction as well as refresher courses. Socially committed persons from the academic field could be appointed as honorary guardians for hostels to interact closely with students and shape their personality.	
3.13	In order to provide quality education and good environment, it is suggested that Government may identify reputed private educational institutions and admit very poor but intelligent Scheduled Caste students in such institutions meeting their full cost. In the case of students speaking Tamil and Kannada belonging to Scheduled Castes, they may even be sent to institutions in Tamil Nadu and Karnataka.	Accepted with modification that it is not necessary to send students to the Institutions outside the State.
3.14	All expenses regarding hostels should be published openly every month showing each item including purchases. In the case of purchases, the quantity, quality, source and rate of each item has to be published.	The details need be published only in hostels as decided by Government on para 2.14
3.15	In order to help the local governments, management manuals need to be prepared for running the various institutions transferred to local governments particularly the hostels. Existing Government rules and guidelines may be included in this manual which should have two parts – one the obligatory part incorporating the rules and procedures which have to be compulsorily followed and the other the advisory part incorporating managerial guidelines which are desirable from the point of view of efficiency and accountability.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
3.16	Payment of education concessions like lump sum grants and stipends to students should be excluded from Ways and Means restrictions. They should be treated as entitlements as par with salary of government staff. This would protect these concessions from being delayed due to	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>

	insufficient allocation or Ways and Means difficulties.	
3.17	The distribution of educational concessions may be computerised.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
3.18	The Hospitals and Dispensaries run by the Tribal Development Department may be transferred to the concerned Local Governments either at the Village Panchayat or Block Panchayat level depending on the spread of the tribal population covered by that institution.	Further action may take on the basis of the review of G.O(P) 188/2000/LSD dated, 4/7/2000.
3.19	Integrated Tribal Development Project, Attappady may be transferred to the District Pancyat, Palakkad. The Block component may be integrated with the Block Panchayat, Attappady.	Further action may take on the basis of the review of G.O(P) 188/2000/LSD dated, 4/7/2000.
3.20	The Director of Scheduled Tribes Development should be provided with a telephone having STD facilities.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b> Telephone with STD may provide both in the office and residence of the Director.
3.21	A crash training programme covering every development functionary of the department needs to be undertaken immediately. All officers of and above the rank of Tribal Extension Officer should be given at least two weeks' training in institutions like KILA, SIRD or IMG. The department may be permitted to use ½ percent of TSP allocation for this purpose.	Accepted with modification that the Kerala Institute for Research Training and Development Studies for SC/ST (KIRTADS) may also include among the institutions for imparting training. As per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b>

		<b>dated,12/05/2003.</b>
3.22	In future, it should be ensured that at the level of Tribal Extension Officers, at least 2/3 <sup>rd</sup> of the posts are filled by direct recruitment with MSW or MA (Sociology) being the essential qualification.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
3.23	Experience shows that in spite of decentralisation the quality of planning and implementation of tribal development schemes has not improved significantly. In order to formulate programmes for tribal development, Expert Groups may be constituted for various sectors to actually visit tribal areas, discuss with the people and come out with schemes appropriate to the needs and the locality. These groups could be constituted for Waynad, Idukki, Palakkad and Kasaragode Districts and they could assist the Local Governments in formulating programmes for tribal development.	Not relevant now as the Tribal Development Schemes are being implemented directly by the Department.
3.24	<p>To provide feed back on the quality of implementation of tribal development schemes a High Power Social Audit Team may be constituted at the State Level with the following composition:-</p> <ol style="list-style-type: none"> <li>(1) Two officials serving or retired having a track record of good experience in tribal development.</li> <li>(2) Two academicians having done work in matters relating to tribal development.</li> <li>(3) Two journalists who have produced insightful articles on tribal development.</li> <li>(4) Representatives of two NGOs with proven service to tribal communities.</li> <li>(5) A serving District Judge nominated to the Committee by the High Court.</li> <li>(6) One representative of the Ruling Parties.</li> <li>(7) One representative of the Opposition parties.</li> <li>(8) Director, KIRTADS</li> </ol>	<p>Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003</b> with the following modifications:</p> <ol style="list-style-type: none"> <li>(1) A retired District Judge may include in the Committee instead of a Serving District Judge.</li> <li>(2) Director, KIRTADS may designate as convener of the Committee.</li> <li>(3) Out of the total membership not less than one third should</li> </ol>

		be women.
3.25	This Committee may form sub groups of not less than three persons and visit various tribal locations and submit reports to Government. These groups should have access to all records relating to Tribal Development.	Accepted as per G.O.(MS) No.10/2003/P&ARD dated,12/05/2003.
<b>Chapter 4</b>	<b>Kerala Institute for Research, Training and Development studies for Scheduled Castes &amp; Scheduled Tribes (KIRTAS)</b>	
4.2	KIRTADS may be converted into an autonomous agency with adequate powers to carry out evaluation studies, action research and conduct related activities like seminars and workshops	Accepted as per G.O.(MS) No.10/2003/P&ARD dated,12/05/2003.
4.3	Using the institutional base of existing training organisations like KILA, SIRD and IMG, KIRTADS could conduct training programmes on Scheduled Castes/Scheduled Tribes Development to various officials and elected representatives of Local Governments.	Accepted as per G.O.(MS) No.10/2003/P&ARD dated,12/05/2003.
4.4	A Fellowship programme may be introduced in KIRTADS to encourage applied research on topics relevant for SC/ST Development.	Accepted as per G.O.(MS) No.10/2003/P&ARD dated,12/05/2003.
<b>Chapter 5</b>	<b>Social Welfare Department</b>	
5.4	The Committee on Decentralisation of Powers has made the following recommendations with regard to the Social Welfare Department:- “The District Social Welfare Officer may be transferred to the District Panchayat. The District Programme Officer may also be transferred to the District, Panchayat. The Child Development Programme Officers (CDPOs) could be placed under the village Panchayat. A rearrangement should be done to ensure that the three Corporations get a senior officer of the Social Welfare Department. Similarly, Assistant Child Development Officers could be redeployed to the urban local bodies.	Accepted and implemented as per G.O.(P) No.188/2000/LSGD dated, 04/07/2000.

	<p>It should be clearly laid down that these officers transferred from the Social Welfare Department would look after the following areas of work:</p> <ul style="list-style-type: none"> <li>i. Women and Child Development including Kudumbashree.</li> <li>ii. Care of the Disabled.</li> <li>iii. Programmes meant to fight social evils."</li> </ul>	
5.5	The Administrative Reforms Committee fully agrees with this and would recommend its immediate translation into practice.	Accepted and implemented as per G.O.(P) No.188/2000/LSGD dated, 4/07/2000.
5.6	With the universalisation of Integrated Child Development Services Scheme, it is possible that, in smaller urban local governments, the administrative control could be with the Child Development Project Officer of the adjoining Block Panchayat. In the context of the management of Anganwadis being transferred to Local Governments this would create a lot of practical problems. Therefore it recommended that the territorial jurisdiction of urban Local Government should be recognised while carving out administrative units for running ICDS. In the case of smaller urban local Governments, probably an ACDPO or even a senior Supervisor would do.	Accepted as per G.O.(MS) <b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.7	The Service area of ICDS Supervisors in rural areas may be made co-terminous with that of the Village Panchayat. The excess posts may be redistributed to Village Panchayats having large number of Anganwadis or Village Panchayats having more than 75 sq.KM in area. In such cases, it must be ensured that the Supervisor who is the senior person should be the Implementing Officer of the Village Panchayats.	Accepted as per G.O.(MS) <b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5/8	All Village Panchayats and urban local governments would provide facilities for ICDS Supervisors to be located in their office. They could be provided a room and necessary furniture.	Accepted as per G.O.(MS) <b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>



5.9	The Social Welfare Department runs about 72 institutions. All these institutions could be brought under the management of the District Panchayats.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
5.10	Considering the Special needs of each institution, it is necessary to train the persons managing these institutions. For this, the service of expert academic institutions teaching social work could be utilised.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
5.11	For these institution and other institutions, neighbourhood support systems in the form of 'Suhrid Samithis' have been constituted. "Suhrid Samithis" which are purely of advisory nature now, may be empowered to function as a kind of management committee functioning in support of the local government.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
5.12	Government may appoint a team of three to five specialists in the field as honorary guardians for each of the institutions. These persons can participate in the meetings of the 'Suhrid Samithis' and provide regular reports to them as well as to the concerned Local Self Governments.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
5.13	All details of functioning of these institutions including accounts should be made public.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
5.14	Gradually the management of the institutions should be left to non-government organisations of repute, selected through a transparent process to verify the credentials.	This recommendation appears to be contradictory to the one made in Para 5.9. If the institutions are brought under the management of the District Panchayats, there is no further need to entrust the management to non-Governmental Organisations.
5.15	The various skill formation activities taken up in the institutions of the department like Juvenile Homes,	Accepted as per <b>G.O.(MS)</b>

	Special Homes, Vocational Training Centres etc., may be re-assessed and modern skills particularly those related to Information Technology may be imparted. For this, outsourcing to get expert services may be resorted to.	<b>No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.16	The regional set up of the department may be modified and the regional officers could be used for monitoring and internal auditing.	Accepted as per <b>G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.17	Delegation of powers to district level officers and CDPOs may be increased. The ICDS Supervisors at the Village Panchayat/Urban Local Government level who act as implementing officers should also be given adequate powers to discharge their functions.	Accepted as per <b>G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.18	In the context of decentralisation, Social Welfare Department should focus on Women and Child Development as well as rehabilitation of various kinds of physically and mentally challenged people. The Officers of the department transferred to Local Governments should be made the implementing officers of the Women's component of the decentralised development programmes.	Accepted as per <b>G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.19	As regards rehabilitation measures for various kinds of disability at the district level, virtual organisations can be created to converge the services of Local Governments, Health Department, Autonomous Societies like District Locomotor Society and public sector organisations like Kerala State Handicapped Persons Welfare Corporation Ltd. The nodal role should be played by the District Social Welfare Officer.	Accepted as per <b>G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.20	A management manual should prepared for Anganwadis with focus on Child Services for the use of the Local Governments.	Accepted as per <b>G.O.(MS) No.10/2003/P&amp;ARD dated,12/05/2003.</b>
5.21	Minimum facilities as well as desirable facilities in a	Accepted as per



	model Anganwadi in terms of requirement of space, equipment, teaching aids etc. may be prepared so that Local Governments could take up a phased programme of development of Anganwadies.	<b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
5.22	For training the department may support training units which can be located in KILA and SIRD for taking care of the training needs of departmental personnel as well as the sector covered by the department.	Accepted as per <b>G.O.(MS)</b> <b>No.10/2003/P&amp;ARD</b> <b>dated,12/05/2003.</b>
<b>Chapter 6</b>	<b>Conclusion</b>	
	<p style="text-align: center;"><b>NINTH REPORT</b> <b>REPORT ON PERSONNEL REFORMS</b> <b>PART II</b></p>	
<b>Chapter 3</b>	<b>STRUCTURAL ISSUES RELATING TO PERONNEL REFORMS</b>	
3.3.1	It is recommended that the <b>upper age limit for entry into service may be reduced by five years in phases.</b> In the interest of natural justice so as not to harm those in the affected age bracket, it is suggested that every year the limit may be brought down by one year. However it is recommended <b>that for Scheduled Tribes</b> the upper age limit for recruitment may be specially fixed at <b>40 years</b> in view of the extremely disadvantaged nature of that group.	Orders in respect of constitution of Kerala Administrative Tribunal was issued vide G.O.
3.4	<b>State Civil Service</b>	(Ms)No.9/2008/P&ARD
3.5	The Kerala Administrative Reforms Committee	

	<p><b>Recommends the constitution of a Kerala Civil Service</b> with a cadre strength equal to 25% of the number of non-technical posts which exists at and above the level of the first gazetted post. The lists of departments to which this recommendation is applicable and the departments to which this recommendation is not applicable are given as Annexures II and III respectively.</p>	dated, 29/11/2008.																		
3.5.2	<p>The Kerala Civil Service may have categories of posts having the following five scales of pay.</p> <table border="1"> <thead> <tr> <th>Sl. No.</th><th>Scale of Pay (Rs)</th><th>Comparable post in State Government</th></tr> </thead> <tbody> <tr> <td>1.</td><td>7800-225-8475-250-12975</td><td>Under Secretary/Assistant Development Commissioner/Deputy Collector</td></tr> <tr> <td>2.</td><td>10000-300-10600-325-15150</td><td>Deputy Secretary / Deputy Development Commissioner</td></tr> <tr> <td>3.</td><td>12600-375-15600</td><td>Joint Secretary/Joint Development Commissioner/Higher Grade Deputy Collector</td></tr> <tr> <td>4.</td><td>14400-400-18000</td><td>Additional Secretary/Additional Development Commissioner</td></tr> <tr> <td>5.</td><td>16300-450-19900</td><td>Special Secretary (Law), Chief Engineer (Administration)</td></tr> </tbody> </table> <p>On recruitment, the officer in the State Civil Service will have to work for at least two years in first level Gazetted Posts like B.D.Os/Tahsildar/Taluk Supply Officer/Sales Tax Officer etc., against the quota to be reserved for State Civil Service recruits.</p>	Sl. No.	Scale of Pay (Rs)	Comparable post in State Government	1.	7800-225-8475-250-12975	Under Secretary/Assistant Development Commissioner/Deputy Collector	2.	10000-300-10600-325-15150	Deputy Secretary / Deputy Development Commissioner	3.	12600-375-15600	Joint Secretary/Joint Development Commissioner/Higher Grade Deputy Collector	4.	14400-400-18000	Additional Secretary/Additional Development Commissioner	5.	16300-450-19900	Special Secretary (Law), Chief Engineer (Administration)	
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3.5.3	The cadre strength in each scale may be determined at																			

the time of constituting the service and it may be reviewed every five years.

3.5.4

Recruitment of the State Civil Service may be made through the following three Channels in the ratio mentioned below:

Sl. No	Method of Recruitment	Percentage to the total strength of the cadre
I.	<b>Direct Recruitment.</b> Direct recruitment may be made by open competition. The upper age limit be fixed as 25, 28 and 30 in this recruitment for the General, OBC and SC/ST categories respectively.	50% (Fifty)
II	<b>Selection from employees.</b> Selection from persons occupying non-technical posts immediately below the first level gazetted posts	25% (Twenty five)
III.	<b>By competition from employees.</b> Those who are already in employment, irrespective of the category of the post held, will be allowed to compete for the direct recruitment with an age relaxation of eight years.	25% (Twenty five)

**Recruitment** through channels I and III would be done by the **Public Service Commission** through open competition from among graduates in any discipline. As regards recruitment through channel II, it could be through a two stage process; first a screening and short-listing based on verification of past performance and then an interview to select the required number of officers. The interview could be conducted by a Board consisting of the Chairman of the Public Service Commission, Chief Secretary and two Experts from outside the State representing academic institutions of excellence.

3.5.5	<p>The entry-level post equated to that of an Under Secretary and the highest post to that of Special Secretary to Government. There should be time scale of pay and promotions should be based on common pool strength with a condition that promotion from one scale to the higher scale would be by selection in relation to performance and integrity. For this purpose a <b>Promotion Committee</b> chaired by the Chairperson of the Public Service Commission with Chief Secretary, Additional Chief Secretary and Secretary (P&amp;ARD) as members may be constituted. Promotion to the highest level may be based on performance in the job as well as performance in the interview to be conducted for the purpose.</p>	
3.5.6	<p>In the case of <b>direct recruitment</b>, (i.e., through channels I and III) normal Government policy regarding <b>reservation for different communities</b> should be followed.</p>	
3.5.7	<p>After recruitment through channels I and III a <b>one year induction training would be mandatory</b>. This would include <b>field attachment for nine months</b> and institutional training in two spells of two months at the beginning and one month at the end. For category II only a three month induction training is suggested which would consist of one month institutional training and two months field attachment. <b>A final test for persons recruited through all channels</b> may be conducted and those who <b>fail to qualify may not be selected</b>.</p>	
3.6.1	<p>It goes to the credit of the Government that the system of Departmental Promotion Committee has been revived. Though it is an important first step there is still a long way to go before the idea of merit based promotion enunciated</p>	

	<p>by the First Administrative Reforms Committee is realised. The performance Appraisal Forms are quite primitive and they cannot be considered as assessment of a person's performance. The system of having probation is also not effectively utilized. The prescription of departmental tests again has not been very rational in ensuring merit.</p>
3.7.1	<p>The Committee would recommend a two-fold strategy to ensure merit based promotions:</p> <ol style="list-style-type: none"> <li>(1) <b>Departmental tests</b> which are for determining minimum eligibility may have two parts – One a general part dealing with office management and financial management including accounting. The other part should be department specific test for each department <b>can be conducted by State level expert institutions</b> like IIM, IMG, KILA, SIRD CWRDM, KFRI, selected University departments etc.</li> <li>(2) <b>The performance Appraisal system has to be thoroughly overhauled.</b> Each Department has to have a separate system in tune with its functions. However, an illustrative list of items to be included in the formae for performance appraisal is enclosed as Annexure IV. At each level expected performance outputs should be indicated through a general order by the concerned controlling Officer. For identification of such indicators a participatory methodology is suggested giving an opportunity to the officers involved to make their suggestion. This can be revised if and when required.</li> </ol>
Chapter 4	Travel and Medical Benefits

4.4	<p>i. In order to avoid cumbersome procedures, <b>Government may reimburse medical expenses, the amount of which is less than Rs.500/- per month on the basis of a declaration by the employee and the accompanying cash bills signed by the Doctor who has actually prescribed them irrespective of whether he is in government service or not.</b></p> <p>ii. For certain types of specialised treatment, which are not available or not widespread in Government Hospitals, <b>Government may negotiate with private providers of health and work out a reimbursement system subject to agreed cost ceiling for each type of treatment.</b></p> <p>iii. A medical insurance scheme is suggested with <b>equal contribution from Government and the Employees.</b> A Committee consisting of Principal Secretary (Finance), Secretary (P&amp; ARD), Secretary (Health) and two experts in insurance may be constituted to evolve a master policy scheme.</p>
Chapter 5	<b>RETIREMENT AND POST-RETIREMENT SCENARIO</b>
5.4.1	However, the Committee is well aware of the fact that a purely academic or administrative view can not be taken in this matter. In Kerala an upward revision of <b>retirement age</b> would have many social consequences. The Committee would only request the <b>Government to take an early decision</b> in this matter taking into account the various practical issues involved.
5.6.1	Considering the above problems, the KARC would

recommend the following measures to tackle them:

- i. **Provisional/Anticipatory pensionary benefits** as envisaged in Rule 3-A and 116 of KSR should be sanctioned in all cases within two months of the date of retirement when regular pensionary benefits including DCRG cannot be sanctioned within that period.
- ii. **Action, if any, under Rule 3 should be finalised** at any rate within one year of the date of retirement. The time limit may be extended by another year with the approval of Government. **Regular pensionary benefits should be sanctioned** in the above mentioned cases within one month of the completion of Rule 3 proceedings or within one month of expiry of the period of one year/two years fixed for completing Rule 3 proceedings, whichever is earlier.
- iii. **Regular pension should be sanctioned** in all other cases within two months from the date of retirement.
- iv. Normally, pension and DCRG should be assessed immediately. However, a change in rules is recommended to ensure that if any liabilities are fixed after retirement the Revenue Recovery Act would be applicable for a period of five years from the date of retirement. Of course this period would exclude time lost due to court orders, if any.
- v. **Interest at market rate may be paid for delayed sanction/payment of pensionary benefits** beyond the time limit mentioned earlier. The amount paid as interest should be recovered from the persons responsible.
- vi. As has been done by the Government of



Maharashtra, special arrangements may be made for pension payment Treasuries should function only in the ground floor of buildings.

vii. Though computerisation should speed up disbursement of pension on the spot, it can not take care of insensitive and rude behaviour. Special training on behavioural aspects needs to be given to the Treasury staff and strict action should be taken against persons indulging in rude behaviour.

viii. At the Treasury level there could be Advisory Committees consisting of officials and representatives of organizations of pensioners selected by them from among themselves.

ix. A demand survey may be conducted for the existing pensioners and based on their preference, the expansion of the existing modes of disbursement i.e. through Treasuries, through Banks and through money order may be decided.

x. A Health care scheme for the pensioners may be formulated and implemented as master policy scheme. A Committee consisting of Principal Secretary (Finance), Secretary (Health), Secretary (P&ARD) and two experts in insurance may be constituted to evolve a scheme.

xi. A State Level Advisory Committee may be constituted under the chairmanship of the Minister for Finance with the Minister for Education, Secretary (Higher Education) and Director of Treasuries as official members and five representatives of Pensioners of whom two shall be women.

**xii. A Similar Committee may be constituted at the District Level under the chairmanship of the District Collector.**

**xiii. A Kerala State Pension Act may be brought into force using the principles enunciated by the Supreme Court in the Nakara case in its judgement dated, 17/12/1982 as the basis.**

<b>Chapter 4</b>		
<b>4.1.1</b>	<p>There has to be a meticulous planning of Public Works. For each work detailed estimates have to be taken and pert charts showing the intended progress of work and expected flow of funds must be made compulsory. The annual action plan should be integrated so that the priorities of works are clearly laid down. The budget should reflect the actual cost of works and only the budgeted works should be taken up. For issue of Administrative Sanction reasonably accurate estimates need to be used. Only if funds are available should Administrative Sanction be given. In order to ensure that the annual funds are fully spent works costing 150% of the annual allotment after providing for spillover works may be allowed to be taken.</p>	<p>Accepted as per G.O.(MS) No.09/2003/P&amp;ARD Dated, 30/04/2003.</p>
<b>4.12</b>	<p>In order to operationalise this suggestion, the tendering authority should be communicated his annual allotment either lump sum or for specified works. He should be personally made responsible for adhering to the budget ceiling. Similarly flow of funds for payment of bills should be based on a computerized system at the level of the Chief Engineer which keeps track of bills prepared according to their date. In the interest of fairness it is suggested that work stages at which bills have to be prepared may be specified for different kinds of works as also the time limit for preparing them after that stage is completed and intimation received.</p>	<p>Accepted as per G.O.(MS) No.09/2003/P&amp;ARD Dated, 30/04/2003.</p>
<b>4.1.3</b>	<p>The Standards and specifications may be thoroughly revised providing various cost effective as well as mechanical technologies. A Committee consisting of experts from Government, leading NGOs in the field of construction, experts from academic institutions and representative of the premier national research institutions</p>	<p>Accepted as per G.O.(MS) No.09/2003/P&amp;ARD Dated, 30/04/2003.</p>

	viz., Central Road Research Institute and Central Building Research Institute may be constituted to go into this questions.	
4.1.4	The Schedule of Rates should be updated every year and made applicable from the 1 <sup>st</sup> of April. In case some items experience sudden spurt in cost, there should be a mechanism for immediate enhancement. The Schedule also has to take care of regional variation in costs.	Revision of schedule of rates could be implemented after data book revision, which is fundamental in nature.
4.1.5	The right to information should be operationalised in respect of Public Works. All the work sites should have boards showing various details like materials to be used, funds intended to be spent, schedule of major activities etc.	The recommendation for exhibiting data boards at work sites or is accepted in respect of new projects.
4.1.6	The Chief Technical Examiner should be given a key role. The CTE should be allowed to outsource some of the inspections and quality tests. A complaints procedure may be prescribed and wide publicity given to it.	Accepted the recommendation that CTE should be given a key role.
4.1.7	For works costing Rs.25 lakhs and more a third-party quality assurance system may be introduced. Academic institutions may be involved in this.	Accepted the recommendation for introducing a third-party quality assurance system.
4.1.8	Computer based monitoring system is suggested both to watch physical as well as financial progress. The PERT charts could enable accurate tracking of works.	Accepted as per G.O.(MS) No.09/2003/P&ARD Dated, 30/04/2003.
4.1.9.	In order to take care of some procedural issues, the following recommendations are made. a) The cost for investigation should be included in the estimates for the work. Powers of sanction for the investigation may be based on percentage ceilings rather than amounts.	Not accepted

	b) In case of works required land acquisition, the detailed estimate may be prepared only at the time of taking possession of the land.	PWD has already issued orders.
4.1.10	For getting architectural designs as well as structural designs a panel of professional consultants, individual as well as institutional may be prepared and the departments allowed to utilise the services on payment of a prescribed fee fixed as percentage of the costs subject to monetary ceilings.	Accepted as per G.O.(MS) No.09/2003/P&ARD Dated, 30/04/2003.
4.1.11	The Contractor registration system may be made more elaborate. In addition to financial capacity, the capacity of executing works should also be considered. For large works costing more than Rs.one crore, the EPCM method may be resorted to. The details of this method are given in Annexure II.	Accepted the recommendations No.4.1.12(1) and 4.1.12(v).
4.1.12	<p>Before drastic reforms are introduced in the execution of works a few directions in which some experiment can be done for execution of works in an effective manner with least delay and competitive cost need to be explored. For this, it will be good if the departments take up some pilot projects with some amount of autonomy and flexibility in the execution, on the lines suggested below:-</p> <ol style="list-style-type: none"> <li>the planning and preparation of the project should start with a reasonable, workable estimate using real market rates and a realistically assessed time of completion.</li> <li>On the basis of the reasonable estimate, department can invite contractors for taking up the work, at the estimate cost, plus a percentage of fixed profit, which may vary from 10% to 25% according to the size of investment and period of waiting for payment.</li> </ol>	

	<p>iii. In the next step the credentials of the participating contractors may be scrutinized thoroughly particularly with reference to their previous performance, technical competency and financial ability through a points system for various qualifying criteria. The results should be published. This scrutiny can be entrusted to a Committee consisting of engineers, the administrative authority concerned and financial experts. But this Committee should not normally have members more than five or less than three.</p> <p>iv. From among the short-listed panel of qualified contractors, one may be selected by drawing lots and the work awarded with direction to complete the project within the time of completion set out in the project and included in the contract agreement.</p> <p>v. It is necessary to impose a penalty for delay in completion of the project at a percentage rate on the amount due for payment on a par with CPWD or Railways.</p>	
4.1.13	The system of maintenance contracts may be tried out for a group of roads, buildings etc.	Accepted as per G.O.(MS) No.09/2003/P&ARD Dated, 30/04/2003.
4.1.14	KLDC and the Kerala Construction Corporation may be wound up and the engineers deployed to local governments. In the case of Roads and Bridges corporation also winding up is suggested as the organisation is not viable in the present form. If the objective is to borrow funds and execute public works since no returns are envisaged from the works there is no difference between the institutional borrowing and government borrowing. Ultimately the liabilities of the Corporation would have to be discharged by the Government. So there is no significant gain from setting	Various options including winding up can considered after a detailed review of the functioning of the Kerala State Construction Corporation after one year. Roads and Bridges Development Corporation has taken up a number of works including the construction of a series of railway over bridges

	up of the corporation.	and is a viable corporation it should continue its operation.
4.1.15	As regards Local Self Governments separate Public Works Manual may be designed to facilitate execution of Public Works through Community Contracting. For Technical sanction the Committee endorses the recommendations of the Committee on Decentralisation of Powers. (Annexure III).	Accepted as per G.O.(MS) No.09/2003/P&ARD Dated, 30/04/2003.
4.1.16	Training needs assessment may be prepared and a capacity building plan chalked out specially a modular continuing engineering education system. This could be done by respected agencies like IIM. The existing institutions could be strengthened to impart high quality training. Tie ups may be sought with national institutions. It is suggested that one percent of the Plan Funds may be set apart for training. These institutions should also start R&D particularly with reference to technology adoption.	Accepted as per G.O.(MS) No.09/2003/P&ARD Dated, 30/04/2003.
4.1.17	In order to control flagrant violation of procedures it is suggested that a legislation be made covering key points like prioritization of works, financial discipline, due process in tendering and payment of bills, complaints system, transparency requirements etc.	Accepted as per G.O.(MS) No.09/2003/P&ARD Dated, 30/04/2003.
<b>ELEVENTH REPORT</b>		
<b>Chapter 3</b>	<b>Recommendations</b>	



3.2	<b>Government Control</b>	
3.2.1	<p>The crux of Government control is achieving a balance between the autonomy of the State-owned enterprise and its accountability. This calls for clear delineation of issues that are of concern to the Government. In U.K. The Mikardo Committee recommended the following guiding principles for ministerial powers in relation to public enterprises, which are relevant to the Indian context as well. They are:</p> <ol style="list-style-type: none"> <li>i. Ministers should be concerned with securing that the industries operate in the public interest.</li> <li>ii. Ministers should seek to ensure the efficiency of industries by exercising a broad oversight of them, but should not become involved in management.</li> <li>iii. The industries should otherwise be left as free as possible to carry out the policies required of them as efficiently as possible.</li> <li>iv. There should be clear demarcation of responsibility both between government departments and between ministers and boards.</li> <li>v. The methods of ministerial control should be mainly strategic rather than tactical. The industries can have a clearer idea of what the government requires of them if they are not subject to frequent, ad hoc, tactical control.</li> <li>vi. The nature of government control need not be wholly formal. Although informality has its dangers, a close intimate and informal relationship cannot be avoided and is even beneficial.</li> <li>vii. The minister and the industries should be publicly accountable.</li> <li>viii. The measurement of management should not be purely commercial success or social achievement, but the efficiency with which the industries carry out the joint commercial/social</li> </ol>	<p>Accepted. Strategic decisions will be taken by Government and operational decisions will be left to the management and the Board of Public Sector Undertakings.</p>

	<p>duties given to them.</p> <p>ix. The ultimate sanction for bad management may be dismissal or non-reappointment to post, but improvement in management should be the first objective.</p> <p>x. Proper and fruitful exercise of ministerial control depends on the attitude and ability of both ministers and members of the Board”</p>	
3.2.2	<p>In the Indian context the Arjun Sengupta Committee to review policy for public Enterprises, had the following points to make:</p> <p>i. “Government should primarily concerned with overall strategic planning and policy rather than with day-to-day functioning of the public enterprises.</p> <p>ii. Government's responsibility is to ensure that public money invested in these enterprises earns an appropriate rate of return and that the functioning of these enterprises is consistent with plan objectives, including with those related to employment, fair pricing, regional dispersal of industries and efficient use of scare resources.</p> <p>iii. The enterprises should be held strictly accountable for their performance in relation to the goals set and there should be an appropriate mechanism for evaluation of their performance.</p> <p>iv. The Ministry should be responsible for the formulation of policy and the management should be responsible for implementation of that policy, and the interaction between them should be such as to facilitate the exercise of overall Government supervision, without impairing the efficiency of the operations of an enterprise at “arms length” from Government and promote decentralized decision-making within an enterprise.”</p>	Findings noted

3.2.3	<p>From the two sets of guidelines it is clear that the question of Government Control is a vexed one, Experience shows that too much of control and is a vexed one. Experience shows that too much of control and too much of freedom can both be unproductive. What is important is the spirit behind the relationship between Government and PSUs. Shared interests and mutual dependence can result in a horizontal relationship as partners instead of a hierarchical one of controllers and controlled.</p>	As above
3.2.4	<p>It is recommended that in the light of the above philosophy, existing controls most of which have grown on an ad hoc basis emerging administratively in response to some local temporal problem may be reviewed and the controls brought down to required levels. The guiding test to be adopted by Government in following any control or regulation may be how the said control or regulation would effect the functioning of the PSU in a competitive environment</p>	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
<b>3.3</b>	<b>Corporate Plans.</b>	
3.3.1	<p>All PSUs should be directed to prepare Corporate Plans within 18 months and be given the necessary guidance and support. Corporate Plans essentially set out the objectives both social and economic as well as the medium term strategy of the enterprises. A typical Corporate Plan would analyse the business environment of the enterprise, clarify the constraints and explain the strategies for the future indicating the risks and assumptions. The Plan should specifically indicate the criteria for measuring the performance both from the social angle as well as the business angle. The plan should indicate targets as well as benchmarks for monitoring the achievements besides giving an idea of the investment programme. A good Corporate plan should be a blend of the management's</p>	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.

	vision as well as the government's commitments, serving as a basis of sound enterprise-government relations.	
3.3.2	<p>The Corporate Plan should be the result of negotiated agreement between the Government and the enterprise. To be successful, there are certain preconditions.</p> <ul style="list-style-type: none"> <li>a) The Corporate Plan which would form the basis of a performance contract should have the acceptance of the political executive for it would define the limits of political control while delineating the area of autonomy.</li> <li>b) The targets and figures should be realistic taking into account the physical, financial, political and business constraints.</li> <li>c) The control must be flexible allowing for re-negotiation if there are basic changes in the assumptions. But a Plan must never be allowed to drift or be left ignored.</li> <li>d) There has to be clear procedures for monitoring the results of the plan. A structure of incentives and disincentives needs to be built in.</li> <li>e) A good Corporate Plan requires high quality technical skill and professional input.</li> </ul>	<p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p> <p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p> <p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p> <p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p> <p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p>
3.3.3	The Corporate Plan should not end up as making claims to justify government support. It should be based on operational and action plans reflecting the commitment and capability of the management. Within the Corporate Plan there should be clear annual plans. Such a plan should then be studied by the proposed professional body, the Public Enterprise Authority before government accepts its.	Recommendations regarding the preparation of Corporate Plans by all Public Sector Undertakings is accepted.

<b>3.4</b>	<b>Performance Contracts</b>	
3.4.1	<p>Already some steps have been taken in this regard by RIAB. There is need for massive upscaling. Performance Contract with PSUs is recommended in the sense of finalizing and approving corporate plans by Government for implementation. While Corporate Plans are predominantly the result of enterprise activity, the contracts can be finalized only after a dialogue between the Government and the PSU resulting in a pledge to meet the obligations. While Government guarantees freedom of action within the agreed framework, the enterprise in return accepts the negotiated performance targets. The performance contract should have certain clear performance indices, which reflect both economic as well as social performance of the PSU. Since public sector units have larger objectives the indices should be able to capture both the outputs as well as the outcomes. The process of preparing and finalizing the contract is an important as the final quantified targets. It should ensure removal of all doubts and pave the way for a clear understanding of the issues involved.</p>	<p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p>
3.4.2	<p>A typical performance contract could have the following sections:</p> <ol style="list-style-type: none"> <li>1) Giving the background of creation of the PSU, regulations concerning it, its performance in the past, etc.</li> <li>2) Setting out the objectives of future action and delineate the strategies.</li> <li>3) Indicating the achievements to be made during the contract period.</li> <li>4) Spelling out the performance criteria for measuring the performance.</li> <li>5) Explaining Government's commitments.</li> <li>6) Describing how the monitoring would be done and</li> </ol>	<p>Accepted as per G.O.(MS) No.14/2003/P&amp;ARD Dated, 29/05/2003.</p>

	how issues arising out of the contract are to be resolved.	
3.5	<b>Monitoring System</b>	
3.5.1	Corporate plans and performance contracts would end up as pious documents unless there is a rigorous monitoring system in place. The monitoring should be on the basis of the deliverables brought out in the performance contract. A regular reporting system should be evolved on the basis of this and the proposed Public Enterprise Authority (PEA) could be entrusted with the task of monitoring. Also Annual Reports based on certain general guidelines need to be prepared by PSUs and submitted to Government. A signalling system must be put in place so that warning signal are detected at the earliest. The sum and substance of the monitoring exercise should be presented to the legislature by the concerned Department every year before 30 <sup>th</sup> June.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.5.2	To assess the relative strengths and weakness of various PSUs, benchmarking of the industry needs to be carried out. The PEA may be asked to carry out necessary benchmarking studies with the help of relevant industry experts.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.6	<b>Ensuring Accountability</b>	
3.6.1	In addition to performance reviews, the regular audit system both internal and external needs to be strengthened. For all the major PSUs internal audit cells may be activated by giving proper training and drawing up manuals for internal audit. The PEA could monitor the updation of accounts required for auditing. As in the case of local governments there should be a time limit for preparing of accounts for the purpose of audit failing which punitive action should be taken against the management.  Presently, the audit of a particular year is taken up only after the audit of the previous year is completed. Since	Recommendation regarding the strengthening of regular audit system both internal and external in addition to performance reviews of Public Sector Undertakings is accepted. Refer Government decision on para 3.11 also.



	<p>completion of audit requires that after the accounts are audited they have to be approved by the Annual General Body meeting, then sent for comments of the Finance Department and later for Accountant General's Audit, the whole process takes around 6 to 8 months. Therefore, it would not be possible for companies having arrears of audit to come up to the current stage in a short period. Government may consider allowing companies having more than two years of audit arrears to proceed with next years audit once the Annual General Body has approved the same. This one-time concession may be allowed to all companies having audit arrears of two years or more to become up to date within a year failing which the Managing Director is to be held personally responsible.</p>	
3.6.2	<p>In addition to the regular audit, value for money auditing may be done to ensure that the effectiveness, efficiency and economy are brought out. This is very important for public sector organizations.</p>	As above.
3.7	Grouping of Companies	
3.7.1	<p>In order to rationalize the interaction with Government and also to attain strength of grouping it is suggested that Sector Commissions or Enterprise Groups may be set up for groups of similar industries. This concept outlined by the Steering Committee for the VIII Plan is worthy of experimentation; as the holding company concept does not seem to have achieved the desired results. Each Sector Commission or Enterprise Group would have its own professional support systems in the form of technical advisory groups. It would have representatives of the Companies under it, experts in the sector, representatives of private groups and even workers and consumers. The system would not affect the autonomy of the individual company while giving it necessary collective strength and facilitating infrastructural synergies.</p>	<p>Recommendations regarding grouping of similar industries is not accepted. Instead of grouping, the similar industries may merge and bring under a single board of directors.</p>
3.7.2	<p>Even for individual units an optimum size may be</p>	Accepted as per G.O.(MS)



	prescribed. There should be no PSUs below that level of investment, which may vary, with the nature of the industry.	No.14/2003/P&ARD Dated, 29/05/2003.
3.7.3	A consensus may be evolved on the future of PSUs which are not viable after infusion of reasonable quantum of funds commensurate with their size and potential and the PSUs which have been having little or no operations for quite some time.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.8	<b>Management</b>	
3.8.1	All Companies should have professional Chairmen – full time or part time, according to availability and need. They should have full time functional Directors from the Company and the number can be decided according to the size of the Company. Besides having a representative of the workers, the Director Board should have at least a fourth of its membership from experts in the sector including from the private sector. Governmental representation should be limited to two, representing the concerned administrative department and the Finance Department. For identified key units a two-tier system of Management Board can be tried out – a top policy making body with an active Executive Committee under it. Directors should be given proper training for which a tailor made course could be designed by a top-notch management institute.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.8.2	There should be an independent Selection Board for selecting various senior personnel including the Managing Director. An autonomous selection agency for other staff also needs to be set up through a core unit, which can outsource its service requirements.	This recommendation should be made applicable only for CEOs.
3.8.3	Managing Directors of PSUs should have a fixed tenure and should be under contractual obligation to make up for losses incurred through misappropriation/defalcation etc. ever after their tenure.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.

3.8.4	The proposed PEA should undertake a detailed study of the existing staff and wherever there is a surplus, redeployment should be done and wherever there is lack of skill retraining has to be arranged. Redundant or under-utilised or underqualified staff should in no case be allowed to exist in public sector units.	The KARC has recommended that a detailed study of the existing staff in Public Service Sector Undertakings should be undertaken. Redundant or under-utilized or under qualified staff should not be allowed to exist in Public Sector Undertakings. This recommendation is accepted.
3.8.5	Besides, the pre-dominance of lower level staff in most PSUs should be checked. Higher managerial positions in the PSUs should be made attractive and performance linked salary structure for the top management may be evolved.	Government observed that it is not the predominance of the lower staff that needs to be checked. Whether the number of staff in any category (whether lower level or managerial) is disproportionate is to be examined and corrective steps taken.
3.8.6	In selected cases contracting out management can be tried which will facilitate better use of assets without diluting ownership pattern; even while fetching some royalty.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.9.	<b>Human Resource Development</b>	
3.9.1	In the rapidly changing environment in which PSUs are functioning, to face the tough management challenges, it is necessary to have a comprehensive and coherent management training and development programme for PSU staff RIAB has already taken steps for covering 3000 executives through a training needs assessment. Based on such assessment by an expert agency and integrating the training components of the Corporate Plans, a manpower development plan for PSUs may be drawn up and supported by Government. Big PSUs should have an internal training cell and all PSUs should have a training	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.

	<p>co-ordinator. As far as possible, training skills may be nurtured in-house. Also a Training Network may be developed in the State including IIM, Kozhikode, IMG, CMD and CDS. The training should provide opportunity for-</p> <ol style="list-style-type: none"> <li>1) Improving knowledge of specific functions of the organisation like production, maintenance, marketing etc.</li> <li>2) Upgrading skill is the important management tasks like work organization, personnel management, behavioural change etc.</li> <li>3) Developing capacity for quantifying and measuring enterprise performance.</li> <li>4) Enhancing technical knowledge relevant to the unit.</li> <li>5) Understanding the business environment to enable forecasting of changes.</li> </ol>	
3.9.2	Upto junior-middle-management level, the training may be conducted within the unit and above that in institutions.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.9.3.	Government may encourage setting up of a Public Sector Management Association for sharing skills. Wherever possible twining of enterprises with similar units in the public or private sector may be attempted for management development.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.9.4	Also an expert panel may be set up to draw up a research agenda, which can contribute, to improving public enterprise performance.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.9.5	Apart from general management training, specific industry related training and awareness of latest developments needs to be emphasized. Suitable rewards should be given for PSU employees presenting papers in national and international technical seminars. Companies should also evolve systems to encourage its personnel to acquire	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.

	higher and latest technical knowledge.	
<b>3.10.</b>	<b>Information Technology</b>	
3.10.1	Information Technology should be used as a tool to improve the productivity and competitiveness of all PSUs. Therefore, all PSUs should be brought under a uniform IT network in a time bound manner. Such an exercise can be implemented through a joint funding from PSUs and partially from Government. While profit-making PSUs can be expected to meet the full cost of computerisation, the loss-making PSUs may be asked to meet partial cost of the computerisation. It is relevant to mention that while IT as an industry is being developed in the state, industry has hardly used IT to improve its productivity, efficiency and competitive edge. This is where the real strength of IT lies and PSUs should necessarily be asked to take advantage of this.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
<b>3.11.</b>	<b>Institutional set up</b>	
3.11.1	<p>The Public Enterprise system should consist of three layers viz., the Government, a professional body for facilitation and co-ordination and the enterprise group and their units with their management boards. In order to enable efficient functioning of PSUs, it is necessary to redefine the roles of the components of the system as clearly as possible, in writing. Based on this the rules, Government orders, directions etc., may be recast so that new operating procedures come into being. The roles of the top two layers are suggested below:</p> <p>(1) The Government Departments, which have a role in supervising the PSUs, are the Industrial Department, the Finance Department and the planning Department. The roles of these three government agencies could be:</p> <p><b>a) Industries Department</b></p> <p>Lay down Sector Policy</p> <p>Approve Corporate Plans and sign performance contracts</p>	<p>The KARC has recommended the setting up of a Public Enterprise Authority (PEA). Government did not favour setting up of new authorities. RIAB and the Public Enterprise restructuring Committee can attend to the functions proposed to be undertaken by the PEA.</p>

Monitor performance  
 Ensure accountability through audit  
 Clear new investments, expansions,  
 mergers, disinvestments etc.  
 Approve borrowing  
 Decide on the management structure  
 Appoint Chief Executive /Directors

**b) Finance Department**

Be consulted on and approve matters involving flow of funds from government, guarantees by government, new investments.

Monitor of financial performance

**c) Planning Department**

Be consulted on all matters involving flow of plan funds.

(2) At the next level would come an organisation, which serves as a professional intermediary between the PSUs and Government. At this level it is recommended that a statutory public Enterprise Authority (PEA) may be set up in the place of the existing institutions. It can have separate groups for public utilities, welfare organizations and manufacturing units. The PEA could be an autonomous professional organization with the staff support being initially provided by the abolition of BPE, PEB, PEB and RIAB; the Authority proper may consist of;

Chief Secretary	:	Chairman
Secretary (Industries)	:	Vice-Chairman
Secretary (Finance)	:	Member
Secretary (Planning)	:	Member
Secretary of concerned		
Administrative Department	:	Part-time-Member
One expert on financial		
management & Audit	:	Member

	<p>Heads of Sector Commissions</p> <p>Enterprises Groups : Member</p> <p>Representative of an academic institution involved in management development training : Special Invitees/ Part-time Members</p> <p>Two representatives of Financial Institutions : Member</p> <p>Professional head of PEA : Convener</p> <p>(For those who are not ex-officio members, a tenure of five years is suggested)</p>	
3.11.2	<p>At present institutions like RIAB intervene either in the decline phase of an enterprise or mostly at the decay phase. The PEA is expected to be involved in the stabilization phase itself. It can set up early warning systems to prevent decline. Acting as owner's representatives it can push, co-ordinate and even implement initiatives for revitalization. Gradually it could develop competence to function as a policy support unit for promoting enterprise competitiveness.</p>	Refer Govt. decision on para 3.11 regarding setting up of a Public Enterprise Authority (PEA)
3.11.3	<p>The PEA could set up expert committees for going into questions of revitalization, upgradation, diversification, etc. The industries, planning and Finance Departments should be represented in these Committees. The expert committees could make a presentation in these Committees. The expert committees could make a presentation of the proposals before the Public Enterprise Authority and the representatives of the concerned Departments could attend this presentation. The concerned Government Departments could raise the issue of clarification as well as ask queries in this forum. The public Enterprise Authority should facilitate direct tripartite interaction among the experts, the PSU and the Government</p>	As above



	Departments. Based on this interaction their response and in case of deadlock the Chairman of the Public Enterprise Authority could review and recommend an appropriate course of action to the Council of Ministers.	
3.11.4	<p>The whole process should have the following schedule:</p> <p>Day 1 - Presentation</p> <p>Day 7 - Raising of queries, clarification and issues for queries.</p> <p>Day 20 - Tripartite interaction</p> <p>Day 30 - Finalisation of views</p> <p>Day 45 - Presentation for Council of Ministers.</p> <p>(wherever review by the Chairman of the Public Enterprise Authority is required another 15 days could be added to the Schedule)</p>	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.12	<b>Fund flow to PSUs</b>	
3.12.1	Once the decision of the Council of Ministers is made, funds would automatically flow to the concerned public sector unit. In case there is flow of money from the consolidated fund the ways & means restrictions should not be made applicable.	
3.12.2	All funds both from the government coffers and from the market should be managed by a fund management group in the Public Enterprise Authority. And funds should be released only against clear action plans incorporated in the performance contract and diversions should be penalized.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
3.12.3	Fro a long-term point of view and with a view to reducing friction with Government, it is suggested that as a government policy, all loans may be converted into equity. And in future loans should have an interest rate reflecting the cost of that money to government.	Accepted as per G.O.(MS) No.14/2003/P&ARD Dated, 29/05/2003.
Chapter 3	<b>TWELVTH REPORT</b>	
3.2	<b>HEALTH SERVICES DELIVERY</b>	
3.2.1	The financial limitation on provision of health care by	



Government cannot be wished away. A realistic assessment of available resources has to be made. In order to eke out these resources, the following suggestions are made.

(a) The Hospital Development Committees could be further activated. They may be given ideas for local resource raising and be given the freedom to utilise the resources subject to general guidelines. In fact the heads of the Hospital Development Committee along with the Doctors could be given joint training on improved hospital management with focus on community participation in management of hospitals.

Accepted as per G.O.(MS)  
No.32/2003/P&ARD Dated,  
06/10/2003.

(b) In all secondary and tertiary hospitals Pay Clinics may be started. In the case of secondary hospitals the local governments may be given the freedom to start Pay Clinics. Essentially, Pay Clinics would be on a voluntary basis for the specialists and would be conducted outside office hours. Fees may be charged as decided by the local government or Government and 80% of it given to the doctor and staff and the remaining portion set apart for improving the hospital functioning. The receipts should be kept as a separate fund and should not go into the general government revenue. The guidelines for setting up of model Pay Clinics may be seen in Annexure II.

Accepted as per G.O.(MS)  
No.32/2003/P&ARD Dated,  
06/10/2003.

(c) The local governments may be given the freedom to upgrade hospitals or provide special service subject to the condition that the additional cost would be raised locally either through donations or through imposition of cess by the Village Panchayat or Municipality or through user charges.

Accepted subject to the  
modification that the  
expression 'upgrade hospitals'  
is replaced by 'augment  
facilities in hospitals.

(d) In all hospitals where there is scope, a three-type self-targetting inpatient facility can be provided. A

Accepted as per G.O.(MS)  
No.32/2003/P&ARD Dated,

	<p>free general ward for poor patients, a cost-recovering pay ward for a small group of four to six patients and a cost-plus pay room facility for individuals who can afford to pay. (The additional income can be used for cross subsidizing the general ward).</p> <p>(e) In order to reduce the cost of drugs which is fast increasing due to the new trade regime, it is suggested that a Drug Formulary system for the whole State be designed starting with tertiary hospitals. The drugs should be prescribed as per the formulary with essential drugs being given free and the non-essential drugs being given on payment. Companies can be asked to produce non-patented drugs without brand names for the exclusive use of the Government Hospitals. The quality can be assured through vigorous quality assurance checks as well as third party checks with severe penalties for non-compliance of quality standards. Access to these drugs may be provided to non-government hospitals also.</p> <p>(f) Ultimately risk policy and pre-payment of some kind will have to be introduced. Unless this is made mandatory, risk pooling cannot be there. To start with groups like government employees, pensioners, etc. which are easy to cover from the administrative point of view, may be brought in. After gaining experience, the coverage can be extended.</p>	<p>06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p>
3.2.2	<p>A three-tier health system has to be designed. The minimum facilities available at each level should be determined and be made available at the earliest. For each level there should be a referral protocol. This would ensure that people do not crowd higher-level hospitals unnecessarily. The referral protocol would have to be</p>	<p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p>

	made applicable to private hospitals also if they intend to refer patients to the higher levels.	
3.2.3	Commensurate with this hierarchy of health facilities, specialization should also be spread rationally in Block/Taluk and District hospitals. KARC endorses the recommendation of the One-Man Commission, 1994 (Prathapan Commission) regarding specialization (Annexure III). There should be reservations in specialist courses for existing doctors subject to a strict bond for continued service. Facilities may be provided to the Doctors at the cutting edge levels to acquire further qualifications in general medicine. Alongside a cadre of hospital administrators need to be built up by providing specialized courses for volunteers from among doctors. The placement of doctors should be managed in such a way that remote areas get the doctors and other personnel without difficulty. Special incentives are already there for admission to post graduate courses. The system could be rationalized and made more transparent. For doctors working in identified remote hospitals special facilities may be provided for accommodation and additional incentives granted for education of children etc.	Accepted as per G.O.(MS) No.32/2003/P&ARD Dated, 06/10/2003.
3.2.4	There should be regulation of hospitals in the private sector through law. The focus should on minimum infrastructure facilities, basic staffing norms, maintenance of ethical standards, and management of hazardous waste. The regulation should also enable grading of hospitals and prepare reporting systems, which have to be adhered to by the hospitals.	Accepted as per G.O.(MS) No.32/2003/P&ARD Dated, 06/10/2003.
3.2.5.	For strengthening the doctor-patient relationship, clear management protocols would have to be prepared at each level. There should be absolute transparency in allotment	Accepted as per G.O.(MS) No.32/2003/P&ARD Dated, 06/10/2003.

	<p>of beds and in various queuing systems for accessing facilities. Some kind of social audit of hospitals may be arranged through Committees of eminent citizens of the locality. A complaint procedure may be prescribed in hospitals and a clear system for redressing grievances prescribed. Ultimately what is required is a patients' charter, which clearly indicates the services, he can expect and the minimum standards assured within existing constraints.</p>	
3.2.6	<p>In order to bring about inter-disciplinary linkages Councils may be set up at the state, District and local government levels with representatives of the three systems of medicine. The State Council could be chaired by the Secretary (Health) and the District Council by the District Collector. The State Council should lay down guidelines for co-ordination and co-operation. The Councils at other levels would facilitate implementation of these guidelines and give feed back to the State Council.</p>	<p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p>
3.2.7	<p>For the hospitals transferred to local self governments the following recommendations are made:</p> <ol style="list-style-type: none"> <li>The minimum infrastructure standards required and the desirable level envisaged may be identified and an action plan prepared by the local governments to reach these levels with the resources available in their hands. The medical officers concerned should facilitate preparation of such action plans based on general guidelines to be issued by the Government. For areas which have comparatively deficient facilities, compensatory assistance would be needed to cover existing gaps between them and the developed areas.</li> <li>A community Health Planning Handbook may be prepared and training given to local governments</li> </ol>	<p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated,</p>

	<p>for preparation of participatory health plans at the local level.</p> <p>c) Management manuals have to be prepared for each kind of hospital. These manuals should have one portion explaining the obligatory aspects relating to hospital running and another portion ; which is advisory in nature to promote efficient management.</p>	<p>06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p>
3.2.8	<p>As regards administrative and other issues raised by the Task Forces, KARC would make the following recommendations:</p> <p>a) The fixing of the time of functioning of hospitals and dispensaries may be left to the local governments who may take a decision after seeking the opinion of the Hospital Development Committee.</p> <p>b) There is tremendous scope for specialized Ayurvedic treatment to people from outside the State as well as outside the country. The department of ISM may link up through the department of Tourism and advertise their facilities widely. This could result in useful additional income to the department.</p> <p>c) In the case of Homeopathy department, it is recommended that uniform staff pattern may be fixed for Homeopathic dispensaries consisting of one Medical Officer, one Pharmacist and one Attender.</p> <p>d) In the case of pharmacist it must be ensured that only qualified persons are appointed in future. It cannot be considered as a promotion post for non-technical people. For those who are already in service special training may be given and they be</p>	<p>Accepted. General guidelines will be issued in this regard.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p>

	<p>asked to pass an examination.</p> <p>e) A pool of four vehicles may be provided to the department for conducting medical camps. These vehicles could be allotted to the district by the Director of Homeopathy.</p> <p>f) More powers of the Director could be delegated to the district level officers both in ISM and Homeopathy departments.</p> <p>g) A training programme may be launched both in ISM and Homeopathy departments. Existing institutions may be utilized for providing inservice training to the professional staff. At least 2% of the Plan allocation may be set apart for the training expenses. The training programme may be drawn up in consultation with the respective teaching colleges.</p>	<p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p> <p>Accepted as per G.O.(MS) No.32/2003/P&amp;ARD Dated, 06/10/2003.</p>
	<p><b>THIRTEENTH REPORT OF THE KERALA ADMINISTRATIVE REFORMS COMMITTEE – DECENTRALISATION INITIATIVES IN KERALA</b></p>	

3.2	Recommendations	
3.2.1	<p>In order to strengthen and speed up the institutionalisation process KARC would offer the following suggestions.</p> <ol style="list-style-type: none"> <li>1. The existing Financial Management System has to be removed and restructured thoroughly. This is the opportunity for bringing in the state-of-the-art practice in local government financial management with reference to budgeting, accounting and auditing. It is understood that the State Finance Commission has commissioned a study by the Institute of Public Auditors of India to prepare detailed Budget Account and Audit Manuals for local governments. It is suggested that the best practices within and outside the country should be built into the system and the revamped system operationalised within one year, after a pilot phase of about six months in selected local governments. This has to be accompanied by a rigorous process of capacity building.</li> <li>2. In consonance with the recommendations of the Committee on Decentralisation of Powers, it is suggested that an independent Audit Commission be set up for conducting the audit of local governments. To start with, the existing auditors from the Local Fund Audit Department may be absorbed by the Audit Commission. Later on a professional cadre can be built up. The Audit Commission should also be able to outsource some of its work to non-government auditors. The Audit Commission should be autonomous and should report to the Legislature annually. The Commission should be free to advise Government on the financial management aspects of local governments. They should be able to carry out performance audit and efficiency audit. It is</li> </ol>	<p>Accepted as per <b>G.O.(MS)</b> <b>No.35/2003/P&amp;ARD</b> <b>dated,05/12/2003.</b></p> <p>The setting up of an Audit Commission is accepted. The expenses of the commission should be fully met from the audit fees and not from Government funds. It may not be necessary to include a Chartered Accountant in the Committee. The staff of the audit commission may be drawn from Government Departments and they may be given suitable training for skill upgradation and to equip them for their assignment.</p>



	<p>suggested that the Audit Commission could be a three-member body led by an officer of the rank of Accountant General with a Chartered Accountant and an officer not below the rank of Joint Secretary – both selected through competitive process. The tenure of the Members of the Audit Commission could be for five years or in the case government servants till they retire whichever is earlier.</p> <p>3. As regards Office Management and Procurement it is suggested that internal committees may be set up by the Department of Local Self Government and Department of Finance respectively. These Committees could with the full involvement of selected representatives of local governments and other stakeholders, come out with draft Office Manual as well as Stores Purchase Manual. Comments of local governments can be sought. Later the draft manual be vetted by national level experts and the document accepted by Government for use in local governments.</p> <p>4. Similarity for the Citizen's Charter, the Local Self Government Department may take the lead in setting up drafting committees for each level of local government and for each major type of service. These committees could be exposed to the principles of Citizen's Charter by experts from within and outside the State. The draft charters could also be examined by these experts and finalized and sent to local Governments as models for adaptation.</p>	<p>On creation of the audit commission all existing audit structures for LSGs will become part of the audit commission.</p> <p>Accepted vide G.O.(MS) No.35/2003/P&amp;ARD dated,05/12/2003.</p> <p>Accepted vide G.O.(MS) No.35/2003/P&amp;ARD dated,05/12/2003.</p>
5.	<p>For bringing above people-friendly administration the following recommendations are made.</p> <p>(a) A booklet on Citizen entitlement vis-a-vis local governments may be prepared and made available to every family. This booklet should explain in</p>	<p>Accepted vide G.O.(MS) No.35/2003/P&amp;ARD dated,05/12/2003.</p>

	<p>simple language the basic rights and duties of the citizen in relation to local government matters and clearly spell out the various kinds of "due process" to be followed by local governments in the exercise of their development as well as regulatory powers. A similar document may be prepared on Councillor entitlements for use of the elected representatives of local governments.</p> <p>(b) The Kerala Panchayat Raj and the Kerala Municipality Act 1994 provide for a Code of Conduct. Government may call for suggestions from various employees organizations, local governments, non-government organizations and experts in public administration. Drawing on the suggestions, a draft code may be prepared which can be finalised after getting the opinion of selected experts. This can be done in about six months.</p>	
6.	<p>In order to improve the planning quality, the following suggestions are made.</p> <p>(a) An Action Research Project may be launched through NGOs, Local Governments themselves and Government officials to improve the participatory planning process at the Grama Sabha and Ward Sabha level so that there is enough discussion based on collated available data, followed by objective prioritisation based on socially acceptable criteria of preference and need. The results of Action Research can be incorporated into the planning methodology.</p> <p>(b) As regards dropping of redundant state schemes, integration of plans, linkage with credit plans and planning for economic development, the State</p>	<p>Accepted vide G.O.(MS) No.35/2003/P&amp;ARD dated,05/12/2003.</p>

	Planning Board may be asked to set up separate Task Forces for each of these issues. These Task Forces may study the best practices within the State as well as interact with experts and offer suggestions. In the case of linkage with credit plans, it is necessary that the Task Force includes Bankers and the suggestions are got approved by the Reserve Bank of India.	
7.	The Government may set up sectoral Committees to further define the functional domain. These Committees should consist of department experts, representatives of Local Self Government and Planning Departments and selected representatives of local governments. These Committees should analyse the experience of the past five and a half years and arrive at conclusions based on the revealed strengths and weaknesses in performing various functions.	Accepted vide G.O.(MS) No.35/2003/P&ARD dated,05/12/2003.
8	For enhancing the quality of participation the Action Research Programme suggested earlier would suffice, it can specially address the question of increasing participation in Grama Sabhas and Ward Sabhas to make it fully representative.	Accepted vide G.O.(MS) No.35/2003/P&ARD dated,05/12/2003.
9.	In association with NGOs involved in construction the COSTFORD and Habitat Technology Group, Research Institutions like NATPAC, Central Building Research Institute, Roorkie and Central Road Research Institute, New Delhi, as well as selected experts from Engineering Departments, the Public Works Manual may be re-written completely for the use of local governments. The revised manual should aim at simplicity, transparency, accountability and efficiency. The methods of estimating technical approval, measurement and payment need to be attuned to community contracting.	Accepted vide G.O.(MS) No.35/2003/P&ARD dated,05/12/2003.
10.	For giving of technical sanction, KARC endorses the recommendation of the Committee on Decentralisation of	Accepted with the change below. In view of the delays

Powers. The relevant portions are extracted below:

**“The Committee strongly believes that the professional staff as recommended in this report would be transferred to the various tiers of local government in their full complement. In such a context Expert Committees in the present form would need to be restructured and modified versions for different functions would have to be provided for with the objective of pooling various kinds of expertise available in the district. But it should be cautioned that any change in the present system should be attempted only after implementing the transfer proposals in full and would require a transition period.**

**After the full redeployment is achieved, expert services from Government and non-Government sources would still need to be channelled for which the following manner is suggested.**

(1) For various subjects and sections of development, district wise panels of experts should be drawn up by the District Collectors based on clear government guidelines regarding qualifications, experience etc. This would include engineering subjects like public works, irrigation and water supply. The panel would be prepared from among the following categories of experts.

- i. Ex-officio members from various categories drawn from the Government and the Public Sector.
- ii. Professionals from government education and research institutions.
- iii. Professional from non-government educational and research institutions.
- iv. Other professional from among retired government servants, activists on on-government organizations and employees in the private Sector and qualified

caused in LSG works due to meetings of technical sanction committees not being held properly, the procedures for the committees for issuing technical sanction, in LSGs may be revised as follows:-

(a) Notice for each sitting of these committees should be served seven days in advance.

(b) Members may not absent themselves more than once from the meeting.

(c) If for the second sitting, any member is absent or fails to communicate his or her view to the Committee, then the committee shall without regard to the prescribed minimum for quorum, take the decision on the matter.

(d) In such cases the liability of the decision shall be on all the members, who have participated as well as those who have absented without expressing their views on the item circulated

<p>individuals.</p> <p>In the case of categories (I) and (ii) membership of expert panels should be made compulsory through a government directive; from among categories (iii) and (iv), membership of panels should be based on willingness and clear eligibility criteria relating to professional qualification and experience. There should also be exclusion criteria relating to disciplinary action in the case of government and public sector officials (both serving and retired), relationship with those having any pecuniary interest or contractual role vis-a-vis the local governments etc.</p>	<p>for decision.</p> <p>As above</p>
<p>(2) From the above panel the District Planning Committee if it so decides may constitute Subject Advisory Committees in accordance with general guidelines to be issued by the Government, to advise it on laying down guidelines for district plan preparation, on plan integration and on vetting of projects of local governments other than the District Panchayats and Corporations, before formal clearance, to ensure that they are in keeping with Government guidelines on subsidy, technical standards etc.</p>	<p>As above</p>
<p>(3) The local governments may constitute Functional Committees as per rules for which they may draw experts from different sectors from the district panel, to help its technical officer prepare projects.</p>	<p>As above</p>
<p>(4) For non-engineering projects which are not in the nature of works, no formal technical sanction need be insisted on. It is the duty of the technical officer/body preparing the project to ensure that accepted technical standards are followed. Functional Committees have an important role in this. Once administrative sanction is given by the</p>	<p>As above</p>

local government, the project can be implemented.

(5) It is recommended that for the purpose of issue of As above

technical sanction for engineering projects relating to various sectors like roads, bridges, buildings, irrigation, water supply etc., Technical Committees have to be constituted by each local government for each technical sector – water supply, irrigation, bridges roads and buildings, low cost construction etc, The rationale behind this recommendation is given below:

- i. Technical Committee would take the TS giving process out of a technical hierarchy and de-bureaucratise the process.
- ii. They would be faster than the traditional system.
- iii. They facilitate collective decision-making based on cumulative expertise and experience of the group.
- iv. They serve to harness expertise outside the Government.
- v. Their mode of functioning would be more transparent than the earlier system.
- vi. The cost of their services would be relatively cheap.

(6) For the constitution of the Technical Committee As above

which would be empowered to accord technical sanction based on the TS giving powers of the senior-most engineer, the local governments may pick up five members from the panel prepared of whom at least two should preferably be from educational/research institution or from the non-government volunteers. The convener of this Committee would be the senior most engineer of the local self government in that discipline.

(7) For the issue of technical sanction certain other As above

conditions may be prescribed.

- i. The process of giving technical sanction should be demystified. TS should be given within a time limit strictly on first-come-first served basis. Powers of the Technical Committee should be clearly laid down.
- ii. There should be an independent appellate group for each district to be constituted by the Government to sort out things when there is a dispute between the local government and the technical committee.
- iii. Non-government engineers should bind themselves to professional standards and personal responsibilities for items of work being done by them.
- iv. In addition to Technical Committees, expert institutions may be identified for giving Technical Sanction.

- (8) Institutions like ITIs, Polytechnicks, Engineering Colleges should be involved in the design and technical approval process. Government may also nominate expert institutions both within and outside the State who could be approached for getting certain types of complicated designs prepared on payment of a prescribed fee. Likewise, for certain categories of works to be specified by Government, consultancy provisions may be allowed. In order to speed up execution of works, the Engineering Procurement Construction Management (EPCM) system of contracting which basically means turnkey works contract may be allowed for specified kinds of works. Similarly, standard engineering designs may be prepared for common types of public works like buildings, culverts, side protection works etc. and circulated
- As above



	<p>among the local governments.</p> <p>The Committee feels that these measures would strengthen the technical capability of local governments considerably'.</p>	
11.	<p>For revenue mobilisation institution like the Centre for Taxation Studies could be commissioned to conduct real life studies of revenue assessment of selected local governments. The assessment procedures and methodology could then be made applicable to all local governments.</p>	<p>Accepted vide <b>G.O.(MS)</b> <b>No.35/2003/P&amp;ARD</b> <b>dated,05/12/2003.</b></p>
12.	<p>It is recommended that elaborate Management Manuals on the lines of the Election Manual may be prepared by Expert teams constituted locality for the following institutions.</p> <ul style="list-style-type: none"> <li>(1) Different types of Hospitals.</li> <li>(2) Different types of Veterinary Institutions.</li> <li>(3) Primary Schools and High Schools.</li> <li>(4) Hostels,</li> <li>(5) Farms</li> </ul> <p>The manual should consist of two parts. The first part should contain all points, which need to be compulsorily followed, and the second part should be more suggestive and advisory in nature. The first part would consolidate all statutory and non-statutory instructions from running of institutions and the second part would bring together the best management ideas for running of those institutions. The draft manuals could be subject to the comments of national level experts before finalisation.</p>	<p>Accepted vide <b>G.O.(MS)</b> <b>No.35/2003/P&amp;ARD</b> <b>dated,05/12/2003.</b></p>
13.	<p>In order to integrate various departments with local governments at that level the following course of action is suggested.</p>	<p>Accepted vide <b>G.O.(MS)</b> <b>No.35/2003/P&amp;ARD</b></p>

- a) After analysing the various elements of the level of control by the local governments and mutual relationship, each department should issue detailed orders covering aspects. **dated,05/12/2003.**
- b) Joint training programmes should be arranged for departmental officials and elected representatives.
- c) Since local governments are partners of the state government in the development process, their investment and performance in various sectors are relevant to state level planning. Hence it should be made compulsory for departments to monitor local government schemes in the sectors looked after by them. A reporting system by the department to the Local Self Government and the Planning Department needs to be prescribed.
- d) The State sponsored schemes in areas delegated to the local governments should be stopped forthwith. Such schemes could be identified jointly by the planning and Local Self Government Departments in consultation with the implementing department.
- e) The role of the transferred officers in the planning process should be re-clarified. They should compulsorily produce the draft document for discussion and decision at the local government level regarding schemes related to the sector. These officers should fully involve themselves in the concerned Standing Committees.
- f) Government should issue clear execute orders explaining the role of the transferred officers as ex-officio Secretary of the local government.
- g) The Office system should be defined in such a way that all files originate in the office of the transferred officer and move on to the headquarters office of the local government only for recording of the resolution. Thus the work would be shared

	by all the transferred officers.	
14.	It is necessary to think of strengthening the co-ordination mechanism in local governments especially the Village Panchayats and Municipalities. A nodal officer capable of following-up on the decisions of local governments would be required, acting as a kind of Chief Executive. At the same time dangers of bureaucratization, or additional expenditure by way of net addition to staff have to be avoided.	Accepted vide <b>G.O.(MS)</b> <b>No.35/2003/P&amp;ARD</b> <b>dated,05/12/2003.</b>
15.	The Development Authorities in the five Corporations and in Idukki may be wound up and in their place virtual organizations consisting of local governments may be set up for the purpose of integrated area development planning and taking up joint schemes benefiting a group of local governments.	Under examination
16.	As regards strengthening of institutions, the KARC recommendations are: a) An expert evaluation may be made of the functioning of Ombudsman and necessary changes brought about.  b) At least four regional Appellate Tribunals may be set up immediately to deal with appeals against	An expert study may be done to suggest simplification of procedures used in the conduct of cases before the Ombudsman. The intention would be to create the body of procedures that is not perceived to be as formal as general judicial procedures but will facilitate closer and easier interaction between the institution and the people who come forward with grievances.  Three instead of four Appellate Tribunals may be

	<p>local government decisions.</p> <p>c) Rules of business may be drafted for SDC functioning with special reference to preparing the agenda, attendance, mode of discussions and decision making, follow-up action etc.</p> <p>KARC is the opinion that these institutionalization issues need to be tackled by government urgently so that the local government system stabilize and becomes sustainable developmentally and democratically.</p>	<p>setup.</p> <p>Accepted as per  <b>G.O.(MS)</b>  <b>No.35/2003/P&amp;ARD</b>  <b>dated,05/12/2003.</b></p>
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**FOURTEENTH REPORT**  
**SECRETARIAT REFORMS- 3<sup>rd</sup> ARC RECOMMENDATIONS- ACTION POINTS**

\*These recommendations are not seen accepted formally by a Government Order.

Para No.	Recommendation	Remarks
3.2	The transaction part of Business Rules may be modified on the following lines	
	(a) The administrative departments of the Secretariat are authorised to perform on the basis of delegation of powers issued by the Finance Department. But whenever economy measures are ordered, these delegated powers are totally withdrawn. In the present proposal there is provision to ensure financial check by the Financial Advisor. Therefore such total withdrawal of delegated powers may not be resorted to.	
	(b) The endorsement prescribed at the end of Government Orders relating to financial sanctions may be made applicable only in respect of cases, which require consultation with Finance Department.	
	(C) It is suggested that whenever a new Government assumes charge, the Ministers may delegate specified functions to Secretariat Officers of and above the level of Deputy Secretaries.	
	d) A new section dealing with issues relating to the Local Governments may be introduced in part I of the Rules of Business on par with the draft given in Annexure II.	
03/02/02	The activities of Government may be classified on the basis of relevant Demand for Grants in line with the revised grouping system given in Annexure III.	
03/02/03	An updation of the subjects being dealt in the Allocation of Business Rules is called for. Also functionally similar departments may be grouped and put under the charge of a Secretary, who will be responsible for the budgetary control of the whole department in line with the model allocation given in Annexure IV.	

03/02/04	The number of Secretaries to Government may be brought down from the present 27 to 15	
03/02/05	A committee of Secretaries consisting of Additional Chief Secretary, Principal Secretary (Finance), Principal Secretary (GAD), two Secretaries and two Additional/ Joint Secretaries may be set up to list out areas of work which need not be done at the Secretariat level.	
03/02/06	There should be a clear delegation of powers within the Secretariat. This delegation of powers could be on a permanent basis subject to revision whenever so decided by the Council of Ministers.	
	(a) Matters related to staff like leave, salary, fixation of pay etc. may be finalized at the level of Deputy Secretary/Joint Secretary.	
	(b) Clarifications may be issued at the level of Joint Secretary/ Deputy Secretary unless they have policy implications.	
	(c) Disciplinary action over the Head of Departments and his immediate subordinate alone need be dealt with by the Secretary. In the case of other officers the power may be delegated to the Additional Secretary/ Joint Secretary	
	(d) In the few subjects , where cases have to be heard at the Government level either due to statutory provisions or as directed by the High Court, the cases could be disposed of normally at the level of Deputy Secretary or Joint/ Additional Secretary. Only where such cases have serious policy ramifications, they need to be heard by the Secretary.	
	(e) Files relating to approval of developmental schemes which are repeated every year and have been included in the Plan , and release of funds to such schemes may be done by Additional Secretary/ Joint Secretary.	
03/02/07	Staff related functions including postings , pension etc.	

	<p>should be done by the Personnel &amp; Administrative Reforms Department. Proposals should be called for from the Heads of Department and routed to the Ministers concerned through the Secretary of that Department. The sections dealing with establishment matters in various departments should be shifted to P&amp; ARD for this purpose. This will free the departments to concentrate on matters critical to their functioning.</p>	
<b>Chapter 4</b>	<b>Budgetary Control</b>	
04/02/01	<p>Essentially the Secretariat should be recognised based on the Demand for Grants and a Secretary to Government should be the chief controlling officer as well as the chief executive officer of one or more Demands.</p>	
04/02/02	<p>A Financial Advisor of the rank of Additional Secretary of Joint Secretary may be attached to the administrative department for guiding it through preparation of a detailed budget. This officer should be under the dual control of the Administrative department as well as the Finance Department. Depending on the work load one Financial Advisor can be in charge of a group of Departments.</p>	
04/02/03	<p>The Finance Department may prepare Budget estimates down to Minor Head level for presentation the Legislature. The detailed budget estimates may be left to be prepared by the respective Departments with the help and co-ordination of the Financial Advisor and following the general guidelines and specific instructions issued by Finance Department. The Secretary in charge of the particular Demand for Grants will be the Officer responsible for the preparation of the detailed budget estimates of the Department. The actual procedure may be worked out after studying the system in Government of India.</p>	
04/02/04	<p>After general discussion on budget and passing of Vote on Account, detailed estimates can be presented and referred to Subject</p>	



	Committees. Following the Government of India pattern broadly, the full budget can be passed by first fortnight of the month of May. Of course, these changes can be brought about only with the approval of Legislature.	
04/02/05	As the nature of Government functioning get transformed and as development priorities changed, it is necessary to review the structure of each Demand once in ten years.	
04/02/06	The financial delegation given to the Administrative Departments may be substantially increased and the financial propriety may be got ensured through the active functioning of the Financial Advisor and the control which Finance Department will have on the Financial Advisor. Here also the Government of India pattern may be studied and keeping that in view, a system suited to the state's needs and environment may be formulated.	
<b>Chapter 5</b>	<b>Decentralisation and the Secretariat</b>	
05/02/01	Each Department in Secretariat has to analyse the role of local governments in the developmental sector represented by that department.	
05/02/02	All work related subjects transferred to local governments should be shed from the Secretariat to the concerned local Government.	
05/02/03	Each Department has to design systems for monitoring of local government activities in various sectors and for obtaining quantitative and qualitative feed back. The level of detail required at Government level will have to be suitably determined. It should be the task of the Head of Department to collect and collate information from the field and pass it on to Government in usable form.	
05/02/04	While operationalising the above recommendation, systems should be created for getting suggestions from local governments while deciding policies and while formulating developmental programmes. It should be made mandatory that when policies are made or programmes formulated in respect of functional areas in	

	<p>which local governments have some responsibility, there should be a compulsory provision to ensure that the local government views are considered through the mechanism of State Development Council. For obtaining the views a system has to be designed for consultation at the field level and consolidation of the suggestions and opinions at the District and Head of Department levels before transmitting to Government. At the District level, the District Planning Committee could do the task.</p>	
05/02/05	<p>In every department of the Secretariat having something to do with local governments there should be a specific subject called local government affairs and depending on the quantum of work in the subject personnel need to be assigned to deal with it.</p>	
05/02/06	<p>According to the existing system Government is responsible to the Legislature and invariably the Secretary to Government has to furnish replies to interpellations, give evidence before the Legislative Committees and provide other information when requested. Legally local governments are not independent. They exercise functions delegated by law by the Government. However in certain areas they enjoy considerable autonomy and in exercise of such powers the Government cannot be held accountable. In such cases there needs be suitable modification of the prevalent system of the Minister and the Secretary to Government alone being responsible to the Legislature. There has to be sharing of responsibilities between the Secretariat and local governments. A prior system may be worked out after discussion with the Legislature.</p>	
05/02/07	<p>A practice should be initiated to consult the Local Self Government Department on matters impinging on the functioning of then local governments or relating to policy or programme in respect of areas of work assigned to local governments. While the ultimate responsibility for</p>	

	<p>formulating policy or programmes and monitoring activities in the sector would be that of the Department, the Local Self Government Department should have the power to advise on the local government implications of each policy or programme. This expertise needs to be created in this Department. Also it should co-ordinate implementation of the policy or programmes at the level of local governments.</p>	
05/02/08	<p>The Local Self Government Department in the Secretariat should have unified commands to ensure that there is no internal divide between the urban and rural wings. There should be a system to take common policy decisions and to ensure government orders and subordinate legislation reflects the common policy of decentralisation. It is suggested that up to the level of Additional Secretary, there should be no division based on urban-rural separation.</p>	
<b>Chapter 6</b>	<b>Secretariat and the Heads of Department</b>	
06/02/01	<p>There is already a system of designating Heads of Department as Ex-officio Special Secretaries/Additional Secretaries to Government. This system may be revitalised. The Heads of Department should be encouraged to give their comments and clarifications in the Secretariat files. This would have the double advantage of speeding up action and ensuring greater responsibility on the part of Departments.</p>	
06/02/02	<p>In the case of development proposals a system may be introduced wherein the files move directly from the Head of Department through Secretary to Government to Government to Minister. Only after issuing the orders certain relevant portions of the file be maintained at Government level. A detailed system may be worked out on these lines.</p>	
06/02/03	<p>The Guest Officer system may be introduced in the Secretariat which would allow a senior officer from the</p>	

	Department to function in the Secretariat and give his professional advice formally on a file.	
06/02/04	<p>Even while working inside the Secretariat, the Guest Officers will be borne on the establishment to which they belong. The following are some of the areas where such officers will be necessary:-</p> <ul style="list-style-type: none"> <li>a) Estimate and works may be got scrutinised by the officers of the engineering service while processing.</li> <li>b) Medical Officer of the Medical Education Department and Health Services Department may be associated in taking decisions relating to Health Sector.</li> <li>c) Forest and Agriculture Officers may be got involved in policy decisions requiring technical inputs.</li> <li>d) In the Finance Department and Bureau of Public Enterprises the services of Audit and Accounts officers of the Commercial branch of Accountant General's office or Chartered Accountants and Company Law experts may be utilised for enabling improved supervision of the administration of large number of Public Sector Undertakings under Government.</li> </ul>	
06/02/05	In staff matters, the delegation of powers to Senior Officers of the Secretariat Departments should be increased further.	
	<b>Use of Information Technology in the Secretariat</b>	
07/02/01	As soon as the pilot project initiated in the Finance and Health Departments is completed the entire Secretariat may be taken up at one go. Even while the pilot project is on , preparatory work should be done in other departments.	
07/02/02	The training programme which is already under way, may be made more comprehensive so that enough capacity is	

	built for switch-over to a computerised working environment at all levels in the Secretariat. Also such programmes should be designated to include behavioural aspects and improvement of communication skills.	
07/02/03	Once computerisation is introduced , action may be taken to face out cadre of typists. Those in service should be retrained .	
07/02/04	Task forces may be constituted in each departments to decide system changes within the departments in consonance with use of IT. These task forces should have as members experts in the subject matter dealt with the department, expert in Secretariat procedures and experts in IT. Consults could used wherever required. This system will need development of department – specific software.	
07/02/05	Broad- based implementation committees may be set up in each department to ensure full participation and support of all sections of employees.	
07/02/06	A system may be created for giving immediate replies to e-mails received through the web site of the government. To start with this may be monitored by the Secretaries themselves. A system of electronic querying may be developed in selected areas like local government functioning. This querying facility may be made available to any citizen and a system for replying to the queries needs to be set up.	
Chapter 8	<b>Other important Issues</b>	
08/02/02	The KARC would recommend spatial reorganisation so that departments are brought together. This may initially create some difficulties, but it is an exercise worth going through.	
08/02/03	Each Department before the spatial reorganisation, should carry out a tidying up exercise through 'shramadan' by the staff. All old papers, which are no longer of any use, should be bundled and discarded. All records should be handed over to the Records Section. Files must be	



	arranged in the serial order for each seat. This may be done in a time bound manner preferably in about 15 days.	
08/02/04	A file clearance drive may be organised in each department in a planned manner. The reasons for delay in disposal should be clearly classified like; want of report from subordinate offices, pendency in Finance, Planning, Law, P&ARD, etc. those which require Govt. of India consent and so on. Thereafter, the pendency list except cases relating to Government of India should be sent to the concerned Department/Section in the Secretariat. File clearance should be conducted in which the field level officers come with their reports which are to be processed on the spot. The whole process should take about 75 days. This may be co-ordinated by the Chief Secretary himself.	
8.3	Toning up of existing systems	
08/03/02	All Personal Registers should be made upto date within 15 days. Thereafter, the inspection schedule should be strictly adhered to.	
08/03/03	Similarly Suit Registers should be updated within one month.	
08/03/04	Stock files should be built up within a period of 30 days. Every dealing hand should have possession of all important Acts, Rules, Manuals, Orders and Circulars related to his subject.	
08/03/05	Secretaries should initiate preparation of job charts for each level. This may be done by internal Task Forces, which can complete the work in about two months.	
08/03/06	Along with preparation of job charts simple instructions should be prepared on processing of files dealing with regular issues. These instructions should be self-contained and should be simple enough for a new hand to read, understand and put to use.	
08/03/07	In between the Section Officer and Officer who takes final decision there should be only two levels in the case of important items of work and only one level in the case	

	<p>routine kinds of work. Each department may issue standing orders listing out items of work which call for examination at two levels between the Section Officer and the decision making authority and other items.</p>	
08/03/08	<p>Staff meetings should be compulsorily held every month and the Secretary should be directed to forward the minutes of the staff meeting to Secretary P&amp;ARD who would consolidate them and put up to the Chief Secretary by the 15<sup>th</sup> of the succeeding month.</p>	
08/03/09	<p>The Secretariat Directory may be updated and revised in two parts. The first part may consist of distribution of work among Officers and Staff right from Assistants , the delegation of powers within each department and the organisation chart of that department. The Second part may include names of personnel manning various positions (of and above the level of Under Secretary) with their contact telephone numbers. The first part may be issued once in two years and the second part once a year. Department wise information of the above two parts may be displayed prominently near the location of the department in the Secretariat.</p>	



1. The first part of the paper is devoted to a discussion of the various methods which have been proposed for the determination of the rate of reaction of a substance with oxygen. The methods are classified into three groups: (a) direct measurement of the rate of reaction, (b) indirect measurement of the rate of reaction, and (c) measurement of the equilibrium constant.

2. The second part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

3. The third part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

4. The fourth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

5. The fifth part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

6. The sixth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

7. The seventh part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

8. The eighth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

9. The ninth part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

10. The tenth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

11. The eleventh part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

12. The twelfth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

13. The thirteenth part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

14. The fourteenth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

15. The fifteenth part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

16. The sixteenth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

17. The seventeenth part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

18. The eighteenth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.

19. The nineteenth part of the paper is devoted to a discussion of the various factors which influence the equilibrium constant of a reaction.

20. The twentieth part of the paper is devoted to a discussion of the various factors which influence the rate of reaction of a substance with oxygen.