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PREFACE

In October, 1965, the Government of Kerala constituted an Administrative Reorganisation and Economy Committee, to study the question of reduction in administrative expenditure and to formulate steps necessary for achieving maximum economy "compatible with security, efficiency and the paramount needs of the planned development of the State", consisting of the following persons:—

1. Shri M. K. Vellodi, I.C.S.—(Retd.)—Chairman.
2. Shri K. R. K. Menon—Member.
3. Shri P. S. Padmanabhan, I.A.S.—Member.

The terms of reference to the Committee were the following:—

(i) The distribution of functions between the State Government and local authorities.

(ii) The logical and convenient allocation of work among the different departments of the Government.

(iii) The organisation of departments at all levels, State, Region, District and below.

(iv) The constitution and the structure of the State and the Subordinate Services.

(v) The delegation of administrative and financial powers among the officers of the Government at different levels.
(vi) The expenditure on travelling allowance, supplies and services and contingencies and on construction of buildings.


It may be stated that the organisation of certain sectors of Government such as the Judiciary, the Public Service Commission and statutory and other Corporations have been excluded from the Committee’s examination.

The staff of the Committee was appointed on 19th October, 1965. Shri T. P. Balakrishnan Unni worked as Secretary to the Committee from 18-10-1965 to 9-6-1966. On 10-6-1966 Shri K. V. Ramakrishna Ayyar, I.A.S., was posted as Secretary to the Committee and continued as such till the Committee’s work was concluded.

The Committee’s term was originally to expire on 31-8-1966. Since the work could not be concluded by this time, an extension was sought and the Government were pleased to extend the term up to 28-2-1967.

The Committee had been asked to make interim recommendations wherever possible. However, the Committee, after deliberation, came to the view that the presentation of interim reports would not be desirable and informed Government accordingly.

Procedure of work

The Committee held their first meeting on 14-10-1965 at Trivandrum and finalised a questionnaire (Appendix I) covering the various points in the terms of reference. About 560 copies were distributed among officials, important non-officials, leaders of all political parties and Service Associations. The Committee met on 47 days for examination of witnesses and for discussions. Collection of
evidence began on 26-11-1965 and was concluded on 10-1-1967. In all, the Committee examined 117 witnesses, of whom 31 are non-officials, representing the various sections and interests of the community. A list of witnesses examined is given in Appendix II.

The Committee are happy to state that a number of useful suggestions were received, which revealed a keen appreciation of the important problems and facets of administration; however, it must be stated that on the whole, the response from members of the public was not of the expected order and curiously enough, the political parties in the State, except one, did not express their views to the Committee, either in writing or orally through their representatives. Individual members of various political parties, however, gave evidence before the Committee; their views cannot, of course, be considered as the views of their parties.

The Committee had the benefit of discussions with the Chairman and Members of the State Public Service Commission, the Vigilance Commissioner and the Vice-Chancellor of the University of Kerala. Discussions with Heads of Departments and Secretaries to Government have also been very helpful in the Committee's work. After formal collection of evidence, the Committee had the benefit of discussions with the Advisers and the Chief Secretary. The Committee also had the privilege of calling on the Governor, who was kind enough to give the Committee the benefit of his views on administrative reform. In this Report, the Committee have attempted to cover a wide ground, examining a number of problems relevant in any study on administrative reform and reorganisation and have also made some economy proposals.

The Report has been divided into two parts—Part I, containing the Committee's views on problems of administrative reform and Part II, containing recommendations relating to specific Departments.
The Committee’s approach to the problems of administrative reform has been discussed in the chapter that follows.

**Economy**

This is the second Committee constituted by the Kerala Government to examine the working of its administrative organisation. Unlike the Administrative Reforms Committee, Kerala, 1958 this Committee happens to be also an Economy Committee. We certainly realise the need for reduction in administrative expenditure at a time when mobilisation of resources for the Fourth Plan is a major task before the Nation and discipline in public-spending has become important as never before. We have examined in detail the working of most Departments in the State and have made specific recommendations relating to them in Part II of this Report. These recommendations we believe, will result in appreciable reduction in administrative expenditure. We have, however, made only recommendations which while securing economy do not impair administrative efficiency. While steering clear of a number of suggestions placed before us by witnesses, geared solely to economy, wherever we detected top heavy departmental organisation or unjustifiable proliferation of staff, we have indicated the points where the axe may be applied.

We are aware that our recommendations relating to specific Departments would, when implemented, lead to the abolition of some top posts and render some personnel surplus. This of course, is inevitable and we hope that the device of keeping persons supernumerary will not be adopted to meet the problem of surplus personnel. Such a course, as is well known, is a self-defeating mechanism and in our view, should be avoided.
PART I
CHAPTER I

APPROACH TO ADMINISTRATIVE REFORM

"What attaches people to us is the spirit we are of and not the machinery we employ".

—Matthew Arnold.

1.1. Few subjects have received greater attention from the Governments at the Centre and in the States since Independence than that of administrative reform. The subject has been investigated and reported on by distinguished civil servants like the late Sir Gopalaswamy Iyengar and Sir Girja Shanker Bajpai and also by Mr. Gorwalla, another very able and distinguished civil servant. Several Committees appointed by the State Governments have gone over the same ground and published reports. Then we had the incursion of Dr. Appleby into the same field, an episode which is still very green in our memory. Innumerable seminars have been held and a veritable deluge of tomes on the subject has issued from the Institute of Public Administration, New Delhi. The Kerala State Administrative Reorganisation Committee is bent on the same task, while the Administrative Reforms Commission appointed by the Government of India and presided over by Sri Morarji Desai is at present engaged on a similar task, but, apparently, with very much wider and more ambitious terms of reference. What is the explanation for this never-satisfied urge for administrative reform? To a certain extent one could say that such matters have to be kept under fairly frequent review, but this does not wholly explain this phenomenon. It is necessary to clarify one's mind on this matter in order that one may clearly grasp the purpose of the present enquiry and its scope and also the mode of the Committee's approach to this problem.
1.2. The watchwords of a civilised Government are, or ought to be, Order, Efficiency and Justice. No Government that fails to keep these three objects in view can succeed in satisfying the people of the State or the country concerned. The civil servants are only the machinery employed by a Government to achieve these objects. Depending upon their political complexion Governments may differ in their views on the policy by which they expect to attain these objectives. In other words Governments are the policy makers; the civil servant’s business is to carry out loyally and faithfully the directions of the Government in the execution of policies. These are no doubt truisms but they are worth remembering.

1.3. When order was restored after the violence and confusion following the partition of the country and the Governments at the Centre and the States were able to turn their attention to peaceful pursuits, they began to take steps to improve the economic condition of the people keeping as their aim the establishment of a Welfare State. A Planning Commission came into being and on its advice, several far-reaching reforms were planned and have been in the process of execution. As time passed, Governments, both at the Centre and in the States, began to feel that these reforms had not the desired impact on the people and that the people by and large did not seem to feel that they had an active share in the formulation or the implementation of these reforms. It was felt that something more had to be done to make the people feel that they were involved in the work of establishing a Welfare State. Thus began the scheme of Community Projects which had as their avowed object the fostering of self-help among the people, partly by exhortation and partly by financial inducement. Roads were built, wells were dug, children’s parks and community wireless sets were dotted all along the countryside, but when the doles were withdrawn, the enthusiasm of the people correspondingly waned. The plans of the Government somehow failed to attain their object. The idea of development of rural life and economy through Blocks was then organised to bring the Government nearer to the people on the principle that if the mountain did not come to Muhammad, Muhammad must go to the mountain. But even this innovation did not
appear to create any great enthusiasm among the people. The Government of India thereupon appointed the Balvantray Mehta Committee, which, after a very wide and deep study of the problem, and after conducting very thorough search and enquiry came to the conclusion that the only way in which the people could be made to feel that they were part of the Government was by the revival of Panchayati Raj in the country. This was accepted by the Government and has been implemented in many States. The fact that this system has not been introduced into Kerala State is due to the absence of a popular Government in the State during the last few years.

1.4. The comparative failure to get the people to involve themselves in the various measures of reform, introduced by the Government, has been often ascribed, in a very great measure, to the indifference or incapacity of the civil servants to arouse the enthusiasm of the people, and it has therefore been argued that if a different type of civil servant could be evolved who is better attuned to the concept of a Welfare State and more in touch with the people, this would ensure success. The criticism that the present type of civil servant is unsuited for the implementation of the policies of a Government which has as its object the establishment of a Welfare State is based not, we are convinced, on an examination of the case on its merits, but on purely a priori reasoning based on recollections of pre-Independence days and of the legend that had been created that civil services as they were constituted in those days were out of touch with the people. This is not to say that there is no scope for improvement in the outlook and the performance of the civil services as they exist today, but it is necessary to stress the fact that even in a Welfare State there are certain obvious limitations to the part that the civil servants can play in the ordering of the life of the people. The civil servant is not an evangelist. His business is more mundane. It is to carry out, loyally and faithfully, the directions of the Government and to the largest extent possible to be of service to the people. The task of organising public opinion and of creating among the people the enthusiasm for the measures that Government have enacted, for the Welfare State and for a Socialistic Pattern of Society is the business of the politician and of the accredited leaders of the people,
We feel that it is important that this distinction should be kept in mind by all would-be-reformers of administration.

1.5. Administration in its narrow sense, namely the working of a Department of Government, the prompt disposal of business in Government offices, the courteous and sympathetic attention to the problems of the individual citizen when he brings such problems to the notice of the Government, accessibility to the members of the public, impartiality in administration, the suppression of corruption, the observance of strict discipline—these are all matters which properly belong to the domain of the civil servant. It is to the civil servant that the Governments look for satisfaction in all these matters. It is through the civil servant that order, efficiency and justice are ensured. It is therefore quite right that there should be periodical assessment by Government of the extent to which civil servants have or have not been able to ensure this. In formulating their proposals, the Committee have borne in mind these important factors, and to the extent compatible with efficiency they have also considered the need for economy.

1.6. Looked at from this very narrow angle the Committee are of the view that there is considerable scope for improvement in Kerala State. It should however be remembered that Kerala State is an amalgam of three different units of administration, namely, the old Travancore and Cochin States and a part of the State of Madras. It has therefore inherited three different types of administration, each with its own tradition of Government. Again, it is necessary to remember that, while dealing with Administrative Reform we are dealing not with insensate objects but with human beings. Two of the three parts that went to form Kerala State were under the personal rule of Maharajas while the third had been under British rule for a very long time. Each had established not only its pattern of administration, but also the extent to which and the manner in which public opinion regarding any matter was allowed to express itself. The civil servants who worked in these several parts of the State had therefore been conditioned by the circumstances in which they "lived, moved and had their being". To form all these into a homogeneous whole with the same outlook on life and guided by the same principles
is not an easy task. When on top of all these, one also remembers that since integration, Kerala has not had a stable popular Government for any length of time, one could understand the difficulties that this State had in settling down to an efficient system of administration. Much patience and hard work are necessary to achieve a sound and efficient administration in this State, inspired by common ideals and devoted to the welfare of the people as understood in a free democracy.

1.7. Whatever may be its historical reasons there is in this State a widespread feeling of dissatisfaction, if not discontent, at the performance of their duties by the servants of the State. There is in almost every office of the Government a deplorable slackness in the disposal of business. There is ground for belief that the average Government servant is lacking in initiative and independence. There is considerable scope for improvement in regard to attention to details and in regard to thoroughness. There is criticism—not always baseless—that the average civil servant in the State still remains inaccessible to the public. There has been and is an ever-increasing tendency to do the minimum of work and to cease to observe the rules of discipline. Such a state of affairs is both surprising and disappointing as the Committee, in their contacts with the large number of civil servants in the State in the course of their work, have formed the opinion that the civil servants of all classes in Kerala State are as good as, and in several respects even better than, civil servants elsewhere in the country. No Government, whatever be the nature of its politics, can function effectively in such circumstances. And the creation of a Welfare State or the establishment of a Socialistic Pattern of Society must remain an idle dream if the machinery of administration is so weak and inefficient. Committees and Commissions may be able to formulate proposals for reform, but unless civil servants are mindful of their responsibilities and conduct themselves in a responsible manner, such proposals are bound to remain a dead letter. The business of driving the civil servants to do their appointed task is that of the Government and it is therefore essential that the latter should be able, both by precept and by example, to inspire the civil servants. It is the belief of the Committee, that, judging by past experience in this State, there is room
for improvement in this sphere also. It is an old saying that Rome was not built in a day. But at the pace at which things have been moving in this State the building of Rome might well prove to have been a Sunday picnic compared to the transformation of Kerala into a Welfare State.

1.8. The Committee desire to draw particular attention to the wave of indiscipline among Government servants that has been sweeping the State during recent times. If this were merely a reflection of the general unsatisfactory economic condition of the people, a solution could be found even though it might prove difficult and expensive. But we are not satisfied that this wave of indiscipline has its roots only in economic causes. The whole thing smacks too much of politics to allow us to believe that economic difficulties are the sole reason for such indiscipline. It is necessary, if the people of the State are to have the benefits of orderly administration, that this continuing indiscipline in the ranks of Government servants is brought under control without delay. We often remark on the manner in which Japan and Germany, to mention only two countries, have recovered their pre-war prosperity by sacrifice and hard work. The establishment of a Welfare State in this country is a task that requires great sacrifice, patience and hard work. “Working to rule” and such other insane practices can only throw serious obstacles in the way of the Nation’s and the State’s development.

1.9. The closing stages of the Committee’s work coincided with a general strike of the non-gazetted Government servants throughout the State. While we do not propose to go into the merits of the case we wish to draw attention to certain aspects of the matter as these have a bearing on the discipline of Government servants. Government servants of all classes except the Security Forces, have in recent years been permitted to form themselves into Service Associations in order to enable them collectively to safeguard their interests. It is perfectly legitimate for them to represent their problems to superior authority and seek a solution by all constitutional means. The adoption by Government servants—not only non-gazetted officers—of such methods as strikes, working to rule, etc., in defiance of authority must inevitably bring the institution of
Government into contempt. Government servants are the custodians of law and order and of respect for authority. If they conduct themselves in a manner calculated to bring Government into disrepute this will sooner or later recoil on themselves and they will find themselves in a position where they will be unable to discharge their functions. Today it may be the non-gazetted officers; tomorrow it may be the engineers or the doctors or the teachers. The cumulative effect of such frequent disregard of authority must be to make orderly Government impossible, particularly when it is realised that on every such occasion the organisers of these revolts are allowed to go scot free. All Government servants—whatever be their rank or status—should ponder gravely on the effect of such actions on the security of the State which it is their duty to safeguard.

1.10. In the succeeding chapters the Committee have formulated proposals which, if accepted, will, they believe, improve both the tone and the method of administration. But in the last analysis good administration has its foundations in the integrity and efficiency, in the manliness, sturdy independence, and the devotion to duty not only of the civil servants, but of those that compose the Government; of Members of the Legislative Assembly, and, indeed, of the people as a whole. Democracy is one of the most difficult types of Government to work. It cannot work until and unless all parts of it function in unison, are imbued with the same ideals and also with a deep respect for one another. Without these, no reforms will succeed; with these none may even be necessary. What is really required in the context of the building up of a Welfare State is not administrative reform but administration; not productivity councils but production; not management associations but management; and not an unceasing flow of words but plain, hard, honest work.
CHAPTER II

DISTRICT ADMINISTRATION

(i) The Panchayat

2.1. In the previous chapter we have briefly referred to the appointment of the Balvantray Mehta Committee and its proposals for the introduction of Panchayati Raj. In this chapter we propose to develop this further, as one of the most important terms of reference to the Committee is the distribution of functions between the State Government and Local authorities.

2.2. Article 40 of the Constitution specifically directs State Government to take steps to organise Village Panchayats, and to endow them with such powers and authority as may be necessary to enable them to function as units of self-government. Following this, the First Five Year Plan enunciated the role of local bodies in development programmes and suggested that the general direction of policy should be to encourage and assist them in assuming responsibility for as large a portion of administrative and social services within their areas as may be possible. In the Second Five Year Plan, the Planning Commission observed that these recommendations had not been carried out to any great extent, and after reiterating the widely felt need for creating a well organised democratic structure of administration within the district, added: "In this structure, Village Panchayats will have to be organically linked with popular organisations at a higher level."

2.3. The Committee on Plan Projects appointed by the National Development Council constituted a team for the study of Community Projects and National Extension Service, under the leadership of the late Shri Balvantray Mehta, in January, 1957. The Committee was appointed to study among other things, the contents of the Community Development Programme and the priorities assigned to different fields of activities within
it and to report on the system, organisation and methods of work adopted for the implementation of the programme, with special reference to intensification of agricultural production, co-ordination between different Ministries, Departments and agencies, and bringing in greater speed in the despatch of business. The Committee was also directed to assess the extent to which the Community Development programme had succeeded in utilising local initiative and in creating institutions to ensure its continuity for the improvement of social and economic conditions in the rural areas. The National Development Council at its 8th meeting had requested the Balavantray Mehta Committee to enquire into the pattern of the existing District administration and suggest its reorganisation, so that by stages determined in advance, democratic bodies at higher levels and organically linked with the Village Panchayats would take over the entire general administration and Development of the District or its sub-division, other than law and order, administration of justice and certain functions of the revenue administration.

2.4. The Mehta Committee in its report submitted in November, 1957, observed that one of the least successful aspects of the Community Development and National Extension Service Programme was its attempt to evoke popular initiative, that few of the local bodies at a level higher than the Panchayat had shown any enthusiasm in this work, and that even Village Panchayats had not come into the field to any appreciable extent. The Committee went on to suggest that decentralisation of responsibility and power to levels below the State was an urgent requirement. It recommended "devolution of powers to a body which....will have the entire charge of all development work within its jurisdiction.....the Government........reserving to itself the functions of guidance, supervision and higher planning."

2.5. The Committee thought that the District was too large an area for the people to take personal interest in and to make sacrifices for the common good; in its opinion, the Block was a suitable unit for this purpose. The Committee was not averse to slight adjustments being made for the Block area to coincide with an administrative unit like the Taluk. The
Balvantray Mehta Committee's recommendations envisage a three-tier system of decentralisation, viz., the Village Panchayat at the lowest level, the Panchayat Samiti at the Block level and the Zilla Parishad at the District level. Most States in India have implemented the Mehta Committee's recommendations in their scheme of Panchayati Raj. There has been no uniformity, however, regarding the nature of the District-level bodies. For instance, the Zilla Parishad in Andhra is executive in character, while it is purely advisory in Madras.

2.6. It will be useful at this stage briefly to trace the action taken in Kerala to introduce Panchayati Raj. On 1-11-1956, after States' Reorganisation, the new State of Kerala had 892 Panchayats, reconstituted in 1950, under the Madras Village Panchayat Act, 1950 applicable to the Malabar and Kasargode areas, and the Travancore-Cochin Panchayats Act, 1950. In 1957, Government constituted Committees at Taluk and District levels to examine the question of delimitation of Panchayats. The recommendations of these Committees were considered by the Director of Local Bodies, in April, 1958. Draft preliminary proposals for the delimitation of panchayat areas were published by Government on 11-12-1958, inviting public opinion; a number of objections and representations were received regarding the draft proposals.

2.7. A One-Man Commission was appointed in June, 1959 to examine the representations received from the Public and to make recommendations to Government. The following guidelines were indicated to the Commission by Government, namely,

"(i) the Panchayat area and the revenue village should be coterminous, as this will form the future unit of administration.

(ii) in rare cases, where having regard to the existing local conditions, the jurisdiction of a Panchayat was to include part of a revenue village, the boundaries of the latter should be altered suitably.

(iii) the boundaries of Panchayats should not cut across revenue taluks and revenue districts and if in any case, such overlapping is unavoidable the boundaries of the taluk or district should be altered suitably."
(iv) a Community Development Block should comprise a whole number of Panchayats. In no case should one Panchayat fall within two Blocks. If having regard to local conditions, a Panchayat will fall within two Blocks, the Block boundaries will be altered suitably.

(v) the population of a Panchayat may be generally between 10,000 to 25,000.”

The first and fourth guidelines conformed to the recommendations made by the Administrative Reforms Committee, 1958, which was constituted by Government to look into its administrative organisation.

2.8. The One-Man Commission recommended the constitution of 948 Panchayats and the extension of the areas comprised in the Trivandrum Corporation and 12 Municipalities. After a consideration of the Report, Government constituted 922 Panchayats and extended the area of the Trivandrum Corporation and 8 Municipalities in January, 1962. As a result of this delimitation, only 261 Panchayats became coterminous with existing revenue villages; 154 Panchayats were constituted by clubbing together two or more entire revenue villages and 508 Panchayats, by combining one or more revenue villages with portions of other revenue villages.

2.9. With the enactment of the Kerala Panchayats Act, 1960, the State had a uniform law for the administration of Panchayats. The provisions of the Act were brought into force over a period of time and not all at once. Elections were held in 1963; there are now 921 Panchayats, the Kasargode Panchayat having been recently converted into a Municipality.

2.10. At the tiers above the Panchayats, nominated bodies exist in Kerala. A draft Kerala Panchayat Union Councils and Zilla Parishads Bill was placed before the Legislature in 1964, and it appears that but for its dissolution, the Bill would have been enacted into law.

2.11. The need for the establishment of Panchayati Raj institutions has thus been accepted on all hands, and, in this chapter and the next, we shall be making recommendations for their orderly introduction in this State. It is possible that
several problems may arise in the early years of Panchayati Raj, requiring constant review, guidance and supervision. Trends like group factions, emphasis on powers rather than duties, and strained relationship between the official and non-official elements might arise. Some non-official witnesses who appeared before us sounded a note of caution and urged that unless politics is kept out of the elections to Panchayats, they would become hotbeds of political rivalry and factionalism. It is needless to point out that in a democracy, there is no known method of keeping politics away from the area of local self-government alone. We have to accept the fact that politics will enter the scene and Panchayati Raj institutions will exhibit the inadequacies and short-comings which democratic bodies at higher levels may exhibit. The following passage from the Government of India Resolution of 18th May, 1918 is valid even today.

"The object of local self-government is to train the People in the management of their own local affairs and the political education of this sort must, in the main take precedence of considerations of departmental efficiency. It follows from this that local bodies should be as representative as possible of the people whose affairs they are called upon to administer, that their authority in the matter entrusted should be real and not nominal and that they should not be subjected to unnecessary control, should learn by making mistakes and profiting by them."

2.12. According to us the following considerations should weigh with Government in the context of introduction of Panchayati Raj.

(a) The lowest unit of administration should be a Panchayat, identical with a revenue village.

(b) A Panchayat should have well-defined functions and adequate resources to discharge them.

(c) Panchayats should link up with the sub-district unit, which should take in a whole number of Panchayats.

(d) The democratic body at the sub-district level should have real powers.
(e) The nature of the democratic body at the district level should be decided on pragmatic rather than on theoretical grounds.

**Panchayats as Units of Administration**

2.13. Delimitation of Panchayats has been completed only recently and State-wide Panchayat elections have been held already. The Panchayats as delimited now, have not given rise to any administrative problems, the delimitation having been accepted by all political parties. In our opinion, a fresh delimitation of Panchayats to make them coterminous with existing revenue villages is—even if this were possible without undue delay—not desirable in the circumstances.

2.14. It has been suggested to us that since a re-survey of the State has been ordered, the existing Panchayats should be accepted as units of re-survey, on the completion of which all Panchayats would automatically become revenue villages. The suggestion that Panchayats should be units of re-survey has already been considered by Government and rejected. The First Member, Board of Revenue (who is in charge of land revenue, survey and land records) whom we examined, made the point that the resurvey unit, whatever that may be, need not and should not be linked with the acceptance of Panchayats as the lowest units of administration. He explained that since survey is a technical activity, the unit chosen has to be the most convenient one from the technical angle; the unit now chosen is the 1000 hectare block. The only question, relevant in the context of administrative reorganisation is whether, now or after resurvey, land records can be made available to the proposed lowest administrative units, viz., the Panchayats. Even if the lowest administrative unit—call it what you will—changes in size on a future date, there will be no difficulty in the supply of land records, since all that would be necessary is a suitable distribution of the block and field maps of survey. If, on a future day, the size of a Panchayat has to be altered, it should be laid down that the portion added on or taken away is a whole number of 1000 hectare blocks; otherwise there may be some difficulty in the maintenance of land records. Subject to this observation, we are in agreement with the views expressed by the First Member, Board of Revenue. We do not
share the view expressed by certain parties that in making Panchayats coterminous with revenue villages, the former should be accepted as units of resurvey. It is our considered view that if the issue is linked with resurvey, this measure of administrative reorganisation will have to be deferred for over 10 years at least, since resurvey is time-consuming.

2.15. We recommend that all existing Panchayats, as also the Municipal and Corporation areas should be notified as revenue villages. We are given to understand that there are no formalities involved in constituting revenue villages, other than a notification in the Gazette. Apart from Panchayats, Municipalities and Corporations there is one township in the State, viz., Guruvayur, constituted under the Guruvayur Township Act, 1961. This township, for general administrative and revenue purposes, may be deemed to be part of the nearest village in the proposed set-up; for functions of local self-Government, it will, of course, retain its status as a township under the Act. We therefore recommend immediate issue of appropriate notifications, declaring all existing Panchayats, Municipal areas and Corporation areas as revenue villages. This would result in the constitution of 951 revenue villages, in the place of the existing 1204 revenue villages. There will be no change in the jurisdiction of 261 villages which are even now coterminous with Panchayats. The entire lot of revenue villages clubbed together to form Panchayats—there are 154 Panchayats already constituted in this manner—will become single, bigger units, and in the remaining cases new revenue units, coterminous with Panchayats, will come into being.

*Staffing the new Unit.*

2.16. In 1957, Panchayats in the State were grouped into three classes on the basis of their income. A staff pattern was prescribed in the same year for each of these three groups. We do not consider it necessary to integrate the village staff and the Panchayat staff in the proposed set-up. The village and the Panchayat offices in the new unit should be housed in the same building as this will provide better convenience to the public. The revenues of the Panchayats should be collected by the Panchayat’s collection staff; land revenue and other dues to Government will be collected by the Village Officer as at present. It would, however, be open to such Panchayats
as opt to do so, to utilise the services of the Village Officer for the collection of their own revenues, by invoking the provisions of Section 75 of the Kerala Panchayats Act, 1960.

**Supervision and guidance.**

2.17. We have expressed the view that Panchayats should become part of general administration. To facilitate this process and to ensure that Panchayats become effective democratic bodies, it is essential that they receive constant guidance and attention as also the fullest co-operation from all departments at the District level. The successful evolution of Panchayats into units of administration and purposeful democratic bodies at the lowest tier of the scheme of Panchayati Raj can be achieved only by bringing the Collectors squarely into the picture of Panchayat administration. This is only a step that logically stems from the fact that in Panchayati Raj, at all levels and especially at the District level, the Collector has a pivotal role to play. We, therefore, recommend that all District Collectors should be notified as Directors of Panchayats in their respective Districts. Since the Revenue Divisional Officer has necessarily to be involved in all programmes and activity for which the Collector is responsible, we also recommend the notification of all Revenue Divisional Officers as Deputy Directors of Panchayats in their respective divisions. Under the Kerala Panchayats Act, 1960, Government may notify any officer to perform the duties of a Director or a Deputy Director of Panchayats and hence our recommendations can be implemented straight-away. In this view there is no need for a separate Department of Panchayats; we recommend that the Directorate of Panchayats and its regional offices should be abolished. The District Panchayat Officers and subordinate staff should however continue in their present form. District Panchayat Officers should function as Personal Assistants to the Collectors in the Panchayati Raj wing which should be organised in all Collectorate.

2.18. For the same reasons set forth above we feel that there is no need for a Directorate of Municipalities. Till 19-1-1962, Panchayats and Municipalities were administered by a single Department—the Department of Local Bodies. There are 28
Municipalities in the State; the Director of Municipalities does not have any regional or District offices. We have examined the scheme of the Kerala Municipalities Act, 1960, and find that there is no difficulty in notifying the District Collectors as Directors of Municipalities in their respective Districts. The Revenue Divisional Officers have already been declared as Deputy Directors in their respective sub-divisions. We recommend the abolition of the Department of Municipalities and the notification of District Collectors as Directors of Municipalities.

2.19. The staff of the Directorate and regional offices of the Department of Panchayats as also the staff of the Directorate of Municipalities should be distributed among the nine Collectorates in the State.

2.20. We consider that Panchayats and Municipalities should be administered at the Government level by the same administrative Secretariat. We, therefore, recommend that Municipalities which now come under the Health and Labour Department of the Secretariat should be brought under the Agriculture and Rural Development Department.

Panchayats—Functions

2.21. The recommendation of the Administrative Reforms Committee, 1958 that Panchayats should undertake obligatory, agency and advisory functions has been accepted in part, in the scheme of the Kerala Panchayats Act, 1960, under which Panchayats have the following categories of functions:

(a) mandatory functions [Sec. 57(1)]
(b) discretionary functions [Sec. 57(2)]
(c) agency functions [Sec. 58, 59, 60]
(d) regulatory functions [Chapter V of the Act]

2.22. By and large, no action has been taken under Section 57(3) of the Act to declare discretionary functions as mandatory and agency functions have not been entrusted to Panchayats. Thus, at present, Panchayats are left only with the responsibility of performing their mandatory functions under Section 57(1).
2.23 In our view, all mandatory functions under Section 57(1) of the Act should be undertaken by the Panchayats. We find from the draft Kerala Panchayat Union Councils and Zilla Parishads Bill 1964, that it was intended to delete items (a) and (h) of Section 57(1) from the Kerala Panchayats Act (maintenance of Village roads and preventive measures in the context of epidemics, respectively) and to prescribe them as the functions of the Panchayat Union Councils. We feel that it will be unwise to take away these two functions out of the purview of Panchayats. Village roads will receive better attention at the Panchayat level, and Panchayats are, we feel, best fitted to ensure maximum coverage in the context of preventive and remedial measures connected with epidemics. We recommend that in any legislation on Panchayati Raj, the mandatory functions of Panchayats under Section 57(1) of the Act should not be abridged.

2.24. Section 57(2) of the Act catalogues under seven heads, a number of discretionary functions. Some of these have been described in a vague manner, and in our opinion, even if funds are forthcoming, these cannot be effectively undertaken by Panchayats. Some examples are “the improvement of agriculture and establishment of model agricultural farms”, “improvement of cattle and cattle breeding and general care of livestock”, “the spread, supervision and improvement of education”, etc. We have examined the list of discretionary functions and indicated in Appendix III, those which may be undertaken by Panchayats with a reasonable measure of efficiency. We recommend that the discretionary items in Appendix III should be notified as mandatory, immediately. Wherever these discretionary functions are now being discharged by departmental agencies expending departmental funds, we recommend that the necessary funds should be made over to Panchayats and the concerned officers of the departments made functionally responsible to the Panchayats.

2.25. We have considered whether primary education should be declared as an obligatory function of Panchayats. Some witnesses who gave evidence before us expressed the view that
it would be advantageous to transfer all primary schools to the control of Panchayats. However, a contrary opinion was expressed by several others, including the representatives of teachers’ organisations, who tendered evidence before us. The Administrative Reforms Committee, 1958 had recommended that in the field of education, Government-owned primary schools should be maintained and run by the Panchayats. After a careful examination of the various viewpoints placed before us, we have come to the conclusion that in the circumstances that exist in this State at present, it would not be wise to entrust primary education to the Panchayats.

2.26. We are not in favour of any large scale entrustment of agency functions to Panchayats, since we feel that what is immediately necessary is their efficient discharge of mandatory functions and discretionary functions recommended for conversion as mandatory. While we hope that with the provision of sufficient resources, our Panchayats will give a good account of themselves in the field of obligatory functions, and the time will soon come when most agency functions can be entrusted to them, we recommend that at present, Government should go slow in this direction.

2.27. Under Section 44 of the Kerala Panchayats Act, 1960, functional committees have to be constituted for different subjects like agriculture, sanitation, etc., consisting of both Panchayat members and others who are interested in the public welfare and who are nominated by the Panchayats. We are informed that functional committees do not exist in a number of Panchayats. We feel that effective functional committees should be constituted in all Panchayats, and that the services of retired officials, technical men, etc., should be utilised for the purpose.

Panchayats—Resources.

2.28. It was pointed out by a number of witnesses that Panchayats are unable to discharge even their mandatory functions for want of adequate funds. It appears that no serious
attempt has been made to strengthen their resources. A break-up of Panchayats on the basis of annual income is given below:

<table>
<thead>
<tr>
<th>Income</th>
<th>Number of Panchayats</th>
</tr>
</thead>
<tbody>
<tr>
<td>Above Rs. 1 lakh</td>
<td>3</td>
</tr>
<tr>
<td>Between Rs. 50,000 and Rs. 1 lakh</td>
<td>29</td>
</tr>
<tr>
<td>Between Rs. 20,000 and Rs. 50,000</td>
<td>98</td>
</tr>
<tr>
<td>Below Rs. 20,000</td>
<td>791</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>921</strong></td>
</tr>
</tbody>
</table>

2.29. The Director of Panchayats has estimated the statistical average pattern of expenditure in a Panchayat as follows:

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Rs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishment cost</td>
<td>5,670</td>
</tr>
<tr>
<td>Public Works</td>
<td>8,082</td>
</tr>
<tr>
<td>Education</td>
<td>800</td>
</tr>
<tr>
<td>Water Supply</td>
<td>Public Health</td>
</tr>
<tr>
<td>Street lighting</td>
<td>1,787</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>9,043</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26,389</strong></td>
</tr>
</tbody>
</table>

2.30. The data given above would indicate that the expenditure incurred on local amenities and services is nominal and that about 800 Panchayats are not enabled to incur even this nominal expenditure. If the Panchayats should grow to their full stature and become effective units of local self-government their resources have to be adequately built up.

2.31. Section 67 of the Panchayat Act, which provides for the payment of a grant to Panchayats from the basic tax collected by Government has not yet been enforced. The Section is extracted below:

“Basic tax grant—(1) The Government shall pay annually to each Panchayat in the State a grant, which shall be equal as near as may be to three-fourth of the amount of basic tax collected by the Government in the last preceding year from that Panchayat area.

*Source: G.O.MS. 11[66]/A&RDD. dated 29-1-1966,*
(2) The Government shall also pay to the Panchayats in the State a grant, the aggregate of which shall be as near as may be equal to the balance of the basic tax collected by the Government in the last preceding year from all lands in the State, in such proportion as may be fixed by the Government having regard to the area, population, available resources and the needs of development of the Panchayats and the cost of the Panchayat administration."

2.32. We are informed that non-enforcement of Section 67 of the Panchayats Act has given room for considerable public criticism. The total basic tax collected from Panchayat areas amounts to nearly Rs. 117 lakhs. Under Section 67, the grant of basic tax is linked with the quantum of basic tax collected from the concerned Panchayat area; it will not be possible, therefore to treat basic tax as a common pool from which suitable grants can be paid to the deficit Panchayats. In other words, even if Section 67 were brought into force immediately, there will not be any appreciable increase in the income of deficit Panchayats, since basic tax is collected at a flat rate of Rs. 2 per acre and a Panchayat with a small area will get only a small grant.

2.33. We recommend that basic tax collected from all Panchayat areas should be treated as a common pool and distributed among Panchayats as follows:

(a) Grants towards meeting a part of the establishment charges should be given to all Third Grade Panchayats (i.e., Panchayats having an annual income below Rs. 20,000) subject to the following:—

(i) the staff engaged should conform to the pattern approved by Government.

(ii) the payment should be limited to the amount by which actual expenditure on establishment charges exceeds 25 per cent of the annual income of the Panchayat (excluding grants, loans and contributions.)

(b) Grants should be given to Panchayats whose total annual income including the establishment grant is below
Rs. 20,000, the quantum of grant being the difference between the total annual income and Rs. 20,000.

(c) The remainder of the basic tax should be distributed to all Panchayats on the basis of population, a suitable per capita rate being determined for this purpose.

2.34. Section 67 of the Panchayats Act, 1960 should be suitably amended for the disbursement of grants to Panchayats on the above basis. When basic tax is made over to Panchayats, the payment of grants, ad-hoc, should cease. About Rs. 41 lakhs are now being paid as grants, ad-hoc. Under our recommendations, therefore, the net addition to the income of Panchayats would be about Rs. 76 lakhs.

2.35. We understand that Government have recently transferred certain functions undertaken by some Departments, to Panchayats, along with departmental funds. Transfer of funds in this manner should be outside the basic tax grants, since the grant of basic tax is meant solely to strengthen the resources of Panchayats for the efficient discharge of their mandatory functions.

Panchayat Revenues.

2.36. Chapter IV of the Panchayats Act, 1960 enumerates the sources of Panchayat revenues, viz., building tax, profession tax, vehicle tax, service tax, show tax and certain surcharges, as also a surcharge on stamp duty on certain instruments covered by Section 71 of the Act.

2.37. To find revenues for the Panchayat Union Councils, it has been proposed (in the draft Kerala Panchayat Union Councils and Zilla Parishads Bill) that two items of revenue—local cess and surcharge on stamp duty—should be taken away from the Panchayats. Surcharge on stamp duty is a major source of revenue for Panchayats and in our opinion should be retained with them. Panchayats have been collecting surcharge on stamp duty from August 1965 and the collection amounted to Rs. 42 lakhs in the eight months of 1965-66. It has been agreed on all hands that the main problem of our Panchayats is paucity of funds and that the solution lies in building up their resources; hence it will be inadvisable to take
away an existing and important source of revenue from the Panchayats. We strongly urge that surcharge on stamp duty should continue to be a source of revenue for Panchayats; any move to the contrary can only cripple them and in the process, shake the very foundations of the scheme of Panchayati Raj.

2.38. We are not quite happy with the performance of Panchayats in the collection of their own revenues. We are told that recently some improvement is in evidence and that from 63.5 per cent in 1963-64, the collection has risen to 72.6 per cent of the demand in 1965-66. While the increase in collection is good as far as it goes, the arrears are heavy in most Panchayats. We are inclined to believe that most Panchayats have not raised their revenue demand properly, with the result that percentages of collection hardly mean anything. We would therefore recommend that as an incentive to Panchayats and as a mechanism to improve their performance, Government may prescribe suitable provisions to withhold, say 25% of the admissible basic tax grant, if the Panchayat's collection of its own revenue falls below 75% of the demand.

2.39. The collection of Panchayat revenues should be constantly watched by the Revenue Divisional Officers and the District Collectors, who will, under our recommendations, be responsible for Panchayat administration. Collection of Panchayat revenues should be considered as important as the collection of dues to Government and should be reviewed systematically. When this is done, we are sure that Panchayats will be able to significantly improve their collections. We hope that with their resources strengthened by basic tax grants and better collection of their own revenues, the Panchayats will prove their effectiveness and usefulness as democratic bodies at the lowest level.

2.40. The transfer of power and authority to Panchayats can succeed only if the Panchayats consist of a body of persons devoted to the welfare of the people in the Panchayat area regardless of caste, creed and politics. We have said earlier that it is not possible to keep politics out of Panchayats. This does not mean that we are unaware of the evil consequences
of the entry of party politics into the administration of Panchayats. We, in this country, have still a long way to travel before we can say that the average man and woman are imbued with civic consciousness. In this State, the problem is aggravated by the existence of deep and strong communal feelings which cut across the entire social and political life of the people. The successful working of Panchayats amidst such an environment is beset by difficulties and in the early years of Panchayati Raj, it will be necessary for those in charge of District administration to keep a watchful eye on the working of these local bodies.
CHAPTER III

DISTRICT ADMINISTRATION (ii)

Taluk Samitis & Zilla Parishads

3.1. We shall now proceed to consider the form of organisation that would be suitable at the sub-district and district levels. General administrative (revenue) functions and developmental functions are integrated at the District level in the person of the Collector; at the sub-divisional level, the Revenue Divisional Officer is in charge of the general administrative (revenue) and development functions. At the sub-district level, however, there are two units—the Taluk and the Block—headed by two sets of officers, the Tahsildar and the Block Development Officer. In the previous chapter we have expressed the view that under the scheme of Panchayati Raj, there should be a common unit for general administrative and local self-government functions at the lowest level. We shall now examine whether it is necessary to maintain separate units for general administration and development at the sub-district level or whether general administrative (revenue) functions could not be combined in the same unit under the same officer.

3.2. By developmental activities at the sub-district level, we mean the Community Development Programme, which was started on an all-India basis in October, 1962 with 55 Community Development Projects. The pattern of Community Development underwent certain changes and a final pattern was adopted with effect from 1-4-1958, as a result of the Balvantray Mehta Committee's recommendations. According to this pattern there is a pre-extension period of one year, a Stage I period of
five years and a Stage II period of five years for Community Development. At present Kerala has been divided into 143 Blocks and one Tribal Block; the Community Development Programme embraces the whole State. A break-up of Blocks, stage-wise, is given below:

<table>
<thead>
<tr>
<th>Stage</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-extension</td>
<td>Nil</td>
</tr>
<tr>
<td>Stage I</td>
<td>52</td>
</tr>
<tr>
<td>Stage II</td>
<td>63</td>
</tr>
<tr>
<td>Post-Stage II</td>
<td>28</td>
</tr>
</tbody>
</table>

Agency for development

3.3. By 1974 all the Blocks in Kerala would have entered the Post Stage II phase, when special funds for Community Development would cease to be available. We find that a State Ministers’ conference held in Hyderabad, in July 1961, decided that Blocks should become permanent units of planning and development by the time they complete the Stage II phase, when the system of channelising developmental expenditure through the Block agency, would have become well established. The idea that general developmental expenditure (as distinguished from expenditure on “Community Development”) has to be routed through the Block agency, has already been accepted by the Kerala Government; in a Government order issued in April, 1966, it has been directed that schemes of the Departments of Agriculture, Fisheries, Industries and Harijan Welfare, which are capable of a Block-wise break-up must be split up among Blocks, and the respective amounts placed at the disposal of Block Development Officers. Government have also issued orders that while preparing the District plans, all schemes capable of a Block-wise break-up should be identified and split up among the various Blocks in the District. Thus, while developmental activity will continue at the sub-district level and the Block agency will be the instrument for such development, “Community Development” funds would progressively diminish, and after 1974, funds for development will have to be found from the State's Plan and non-Plan allocations, under various
heads. All along, it has been emphasised that Community Development should not be the task of a separate Department, but should be a pattern of administration. We have already expressed ourselves in favour of a common unit at the lowest level; already, the District is a common unit for general administration and development. We are of the view that for the successful introduction of Panchayati Raj, the unit for general administration and development at the intermediate level also, should be one and the same; in other words, it is not necessary to retain 55 revenue (general administrative) units as also 143 development units. These units should be integrated, care being taken to ensure that the agency for development is retained, and the size of the unit is manageable, for the efficient discharge of general administrative and development functions.

Common units

3.4. One method of introducing a common unit for general administration (revenue) and development would be to notify all existing Blocks as Revenue Taluks. We do not, however, recommend this method, because we feel that 143 integrated units will be too many, in number. We feel that 70 to 80 integrated units should suffice, keeping in view the following principles; a tentative list of such units is given in Appendix IV for consideration by Government.

(a) A unit should take in a whole number of Panchayats.

(b) A unit should comprise 10 to 15 Panchayats.

(c) The population in a unit should generally range from 1½ to 2½ lakhs, save in exceptional cases where rigid adherence to this size would not be practicable.

3.5. The integrated units should be notified as Taluks. The name, ‘Taluk’ is recommended only because this term is better understood than ‘Block’. The officer in charge of the unit should be called the Tahsildar. If he is designated in any other manner, a number of Acts and Rules under which the Tahsildar has been defined as such for statutory functions, may have to be amended. The Tahsildar should attend to both general administrative and developmental functions.
3.6. Even though the same officer would combine in himself general administrative and developmental functions in the new unit, the existing machinery for the discharge of these functions should be kept largely intact, since the creation of a common unit will not necessarily reduce the volume of development work and is, in fact, intended to promote better results in local development. The office of the new unit should have two wings—general wing and a development wing. In the general wing the Tahsildar should be assisted by the Deputy Tahsildar and in the development wing, by the Panchayat Extension Officer, who is now part of the Block staff.

3.7. In the new unit, there is need only for one Extension Officer for subjects other than agriculture and co-operation. Depending on the area under cultivation, a new unit may require more than one Extension Officer for agriculture. In the same way, depending on the number of co-operative societies and the volume of statutory work, a new unit may require more than one Extension Officer for co-operation.

3.8. The recommendations in the above paragraph would result in a reduction in the total number of certain categories of Extension Officers (the number being determined by the reduction in the number of the present development units i.e., the Blocks). However, it would not be advisable to reduce field staff like Gram Sevaks, who provide services and assistance to the agriculturists at the village level. We recommend that the full strength of Gram Sevaks and other field staff now in position in all the Blocks, should be retained and suitably deployed in the new units.

3.9. All Block Development Officers who have been confirmed should be integrated with the category of Tahsildars; others should revert to their parent departments. It will be necessary to give intensive training in revenue work for six months to equip the Block Development Officers for revenue and general administrative duties. Similarly, training in Community Development and extension would be necessary for Tahsildars who have not worked as Block Development Officers. We recommend that Government should take steps for the training of officers who are to head the new units, on these lines.
3.10. Block Advisory Committees were constituted in 1957 to ensure people's participation in the Community Development programme. These bodies are nominated; an elected element has been indirectly introduced, by nominating members of the State Legislature as also Members of Parliament in these Committees. In 1963, these Committees were redesignated as Block Development Committees. The Revenue Divisional Officer, in whose jurisdiction the Block lies, is the Chairman of the Block Development Committee, which has a non-official Vice-Chairman. These Committees are advisory in character.

3.11. We consider that in the orderly introduction of Panchayati Raj in this State, the stage has been reached when development work in the Blocks can and should be transferred to a democratic body at the sub-district level. This body should have the power to plan and to implement projects of development suited to and needed by the local people. As the integrated unit has to be called a Taluk, this body should be called a Taluk Samiti.

Real Powers.

3.12. We have perused the functions indicated for the Panchayat Union Council under Chapter III of the draft Kerala Panchayat Union Councils and Zilla Parishads Bill, 1964, and are of opinion that the items under Clause 42(b) and 42(e) of the Bill should be taken out of the purview of the Union Council and retained with the Panchayats—a recommendation, that, we have made in the previous chapter. If the Taluk Samitis are to become democratic bodies with real powers, they should prepare and sanction their own budget and should be able to formulate schemes and determine priorities for the implementation of the schemes. The funds available for the Taluk Samiti would be:

(a) Resources raised by the Samiti,
(b) Community Development funds, as long as they are available, and
(c) Plan and non-Plan funds for the local sector, in the State Plan.
Items (b) and (c) should be indicated in the State budget, taluk-wise, and communicated to the Taluk Samitis, as soon as the budget is finalised. On receipt of such communication, the Samiti should prepare and pass its own budget. The Samiti should have the freedom to formulate and implement local sector programmes, according to local requirements. Unless these provisions are included in the legislation on Panchayati Raj, real powers cannot be transferred to these democratic bodies. While the Collector should have no powers to regulate the Samiti’s budgeting, formulation of schemes and determination of priorities, we recommend that the provision which exists in the draft Bill for cancellation of resolutions passed by the Samiti, which do not conform to law or are in excess of the powers conferred, or whose execution will endanger human life, public health, public safety etc., should be retained.

3.13. The constitution of the Taluk Samiti should be in the manner laid down in Clause 5 of the draft Panchayat Union Councils and Zilla Parishads Bill. We however feel that associate membership for the members of the Legislative Assembly laid down in Clause 6 of the Bill is undesirable, since it is likely to inhibit the growth of local leadership. The Chief Executive Officer of the Samiti should be the officer of the new unit (i.e., the Tahsildar) whose functions should be as prescribed in Clause 23 of the Bill.

The District level.

3.14. Above the sub-district level, nominated District Development Councils exist; these were constituted for the first time in the State in 1957 and have been envisaged as non-official bodies of an advisory nature, which will ensure maximum people’s co-operation in the implementation of the District Plan.

3.15. The Administrative Reforms Committee, 1958, while recommending a reconstitution of these Councils made two sets of recommendations. One recommendation was that the non-official body at the District level may be an advisory body, with the Collector as Chairman and having all M.L.As of the District as ex-officio members, as also indirectly elected representatives.
of Panchayats and Municipalities. The alternate recommendation was that the non-official body at the District level should be constituted by direct election with powers to take decisions and implement them, as far as development work is concerned, with the requisite finances and control over staff; the President and the Vice-President of this body should be non-officials, the Secretary alone being an official. The Collector who would not be a member of the Council, would merely be kept informed of the progress of its work from time to time. The first recommendation envisages an advisory role for the Council and the second, an executive role.

The Kerala District Councils Bill, 1959.

3.16. In 1959, Government introduced in the Legislature, the Kerala District Councils Bill, 1959, which was based almost completely on the second recommendation of the Reforms Committee, 1958. The Bill envisaged the constitution of a non-official executive body at the District level for Plan implementation. In the statement of objects and reasons of this Bill, it was stated:

"This Bill seeks to create and establish District Councils as units of self-Government at the District level. The District Development Councils of today are merely bodies consisting of a certain number of individuals representing the people in an indirect way and are associated with the development activities of Government at the district level in a purely advisory capacity. The object of this Bill, however, is to confer on representatives of the people, expressly elected for the purpose, the full responsibility and power for planning and execution of development work. The officers of the Government are proposed to be associated with the District Councils only in an expert advisory capacity and their work will be assessed and reported on by the President. The basic principles of the proposed legislation are:

(a) a District Council will be set up for each revenue district.

(b) the District Councils will consist of members representing the Municipalities elected from among the councillors,
members elected on the basis of adult franchise from non-
municipal areas and official members comprising the officers
of Government connected with the planning and execution of
development schemes in the district who will not have the power
to vote or move any resolution.

(c) there will be reservation of seats for Scheduled Castes,
Scheduled Tribes;

(d) the number of the non-official members of the District
Council will range between 15 and 30 according to the popula-
tion; and

(e) the term of the office of the District Council will be
the same as that of the Panchayats, namely five years.

The functions of the District Council are on the one hand
administrative. The administrative work relating to develop-
ment schemes involving the scrutiny and approval of district
plans and schemes, budgets, reappropriation, and control and
review of the work of subordinate officers are now performed
by the District Collectors at the District level. In the first
stage the District Councils will take over these functions and
act as agents of the Government. They will generally direct,
co-ordinate and supervise the activities of the officials and non-
official agencies in the district. The Development Councils may
also have executive functions. Parallel to the role of Pancha-
yats as agencies for the execution of development works, will be
the executive role of the District Councils in being entrusted
with the execution of works of a major nature. In the second
stage, they will take over and assume full control and respon-
sibility over the social services branch of development continu-
ing to function as in the first stage in regard to other items
of development work. In the third stage they will assume full
charge over development work in the district except major
schemes which may be specifically retained in the Government's
direct control, and function as full-fledged local self-govern-
ment units for their area."

3.17. This Bill received a mixed reception in the Assembly
and divergent opinions were expressed. It was referred on
24-4-1959 to a Select Committee which decided to elicit public
opinion on the Bill. The Bill, however, lapsed on the dissolution
of the Assembly by the President of India.
3.18. The Kerala Panchayat Union Councils and Zilla Parishads Bill, 1964, however sought to legislate only for a Zilla Parishad with an advisory role. The constitution of the Zilla Parishad (see Clause 68 of the Bill) provides for the following membership:

(a) The Collector, Ex-officio;

(b) Subject to the provisions of Sub-Section (3) all Members of Parliament and Members of the State Legislative Assembly chosen to represent a constituency which consists, of, or comprises, or which relates to, the District or any portion thereof or who reside in the District;

(c) Chairman of all Councils in the District and until a Council is constituted for any local area in the District, a person chosen in the prescribed manner by the Presidents of Panchayats in that area:

Provided that no person shall be so chosen unless his name appears in the electoral roll for any of the Panchayats in the area;

(d) Mayor of the Municipal Corporation, if any;

(e) Chairmen of all Municipal Councils in the District;

(f) Presidents of all Co-operative Central Banks in the District; and

(g) Such Gazetted Officers of the Government connected with planning and execution of development schemes in the District as are nominated by the Government.

The Collector, would be the Chairman of the Zilla Parishad, whose functions would be merely advisory as provided for in clause 69 of the Bill.

3.19. We have given careful thought to the question whether the district level body should be an executive body with powers and control over the district staff of various departments connected with the Plan, modelled on the pattern obtaining in Andhra Pradesh, Maharashtra etc. Quite a few States which have introduced Panchayati Raj have thought it fit to give only an advisory role to the district level body. In our opinion, so
far as Kerala is concerned, the balance of advantage lies in district level bodies being vested, for the present, with functions of an advisory character, as contemplated in the Kerala Panchayat Union Councils and Zilla Parishads Bill; we recommend accordingly. These bodies should be called Zilla Parishads—a term which is not foreign to the language of the State.

3.20. The success of Panchayati Raj largely depends on the leadership and co-operation extended to the democratic bodies at all levels, by the District Collector and other development officers. The Collector being the co-ordinator of all developmental activities in the District has a pivotal role to play, under Panchayati Raj. In the chapter that follows, we shall discuss the various roles and functions of the Collector.
CHAPTER IV

DISTRICT ADMINISTRATION (iii)

The District Collector

4.1. The State has to guide and supervise the implementation of the Plan in the District and has necessarily to make one person responsible for the successful implementation of the District Plan and the institutional change of Panchayati Raj. In relation to the tasks assigned, there should be one agency at the District-level, which will ensure co-operation between different agencies and an understanding of the purposes of the Plan. This agency is the Collector in all States. Even though he has other traditional roles to play, the emphasis has shifted to ‘development’, with the advent of planning. It is against this background that the Collector’s role as the Chief Development Officer of the District, should be viewed.

4.2. For efficient Plan implementation, it is necessary to clothe the Collector with sufficient authority and to define its bounds as far as possible. The need to define the Collector’s role and responsibility as also his span of control over the team of District Officers should be understood in the right perspective; the motivation should not be to build him up as a District-level satrap, but as the principal agent of Government in the District, playing the role of the captain of a team of District officials. All along, the Collector’s functions have been broad and diverse; he has never been the administrator of any narrow, technical programme. In a planned economy, where District Officers are largely or exclusively concerned with the implementation of the District Plan, which is subject to criticism and evaluation by the District Development Council (Zilla Parishad) of which
the Collector is the Chairman, it is inevitable that leadership has to come from the Collector. The technical programme of any Department becomes the programme of the District Development Councils and hence, the Collector's. We certainly do not expect any Collector to scrutinise or sit in judgment over the technical details of say, a works-programme; but as the Chairman of the District Development Council we would expect him to decide on priorities and time-schedules—items which always exercise the minds of the non-officials of the District Development Council. The feeling has to develop that the whole District team has a common objective, viz., efficient implementation of the District Plan and that individual officers of the team are only cogs in the total machine.

Development functions

4.3. In all areas of development covered by the District Plan, the Collector should have full responsibility for implementation. In this connection we would invite reference to a Resolution of the Government of Bihar, passed in 1956, which defines the duties and functions of the Collector in the context of development activities; we find ourselves completely in agreement with the views contained in the extracts below:

* "The District Officer's control over development and welfare activities in the district will generally conform to the pattern of District Magistrate's control over the police. The organisational and professional control of the police, up to the district level, is exercised by the Superintendent of Police, and above the district level by the Deputy Inspector General of Police, and then the Inspector General of Police. But, subject to certain restrictions, the general functional control over the Superintendent of Police is that of the District Magistrate and in the exercise of this control, the District Magistrate is guided by the Divisional Commissioner and by Government and not by the Police hierarchy. Similarly, while the organisational and professional or technical control over Development Officers of district rank will be that of the departmental superiors, the functional control in non-technical matters will be exercised,

* District Officer = Collector
within certain limits, by the District Officer. The District Officer will not be burdened with routine matters, establishment duties and technical matters of which he might have little knowledge. He will only be responsible for ensuring:

(a) that the development and welfare schemes are such as would meet the needs of the people;
(b) that the time-tables for various schemes are adhered to, and targets reached in time;
(c) that there is no corruption;
(d) that there is proper co-ordination, and difficulties in the execution of schemes are removed; and
(e) that wherever necessary people's co-operation is secured.

The District Heads of all Development and Welfare Departments should remain in close touch with the District Officer, and seek his guidance and assistance; and on his part the District Officer should take keen interest in their work and help them in every way. The District Officers' guidance should, however, be confined to the administrative field; and in technical matters the views of the technical officers should prevail, and supervision must come from their own technical superiors. All Heads of Departments should play an active role in establishing successfully these arrangements, and in inculcating in their subordinates the right attitude towards the District Officer. The anxiety for safeguarding departmental rights, privileges, or prestige should give place to anxiety for furthering the object of Government as a whole and for speedy progress of work, seeking from and offering to officers of other departments, all the co-operation needed for fulfilling the object."

4.4. We recommend that the relationship between the Collector as the Chief Development Officer and co-ordinator in the District and other District officers concerned with the implementation of the District Plan (Development Officers) should be on the following lines:—

(a) A Development Officer should forward his tour programme to the Collector; the Collector will be competent to instruct the Development Officer to perform
a particular tour for a particular purpose, not covered by the tour programme.

(b) The Collector will have the power to call for periodical progress reports from the Development Officers in his District, to make observations on them and to issue such instructions as he may consider necessary. He will however confine his observations to administrative matters and will send copies of his instructions to the regional officer or the Head of Department concerned.

(c) The Collector will be competent to call for a report in the nature of an explanation from the Development Officer in respect of any administrative matter; but if he wishes any further action to be taken, he will report the matter to the Head of the Department concerned.

(d) The Collector will write annual confidential reports on the work and conduct of Development Officers in his District and forward the reports to the Heads of Departments concerned.

4.5. While the Collector will be generally responsible for the successful implementation of all programmes in the District Plan, we recommend that he should have a special responsibility in regard to agricultural production, in the same way as revenue collection is his special responsibility. In Kerala we have an intelligent agricultural community which takes to new ideas and methods readily; all that it requires—and which it at present lacks—is the prompt supply of improved seeds, fertilisers, pesticides and where the cultivation is dependent on irrigation, water from the irrigation source in time. Since agricultural plans are bound with agricultural seasons there cannot be any "spill-over" programmes; a season lost is lost for ever. A beginning has already been made to emphasise the Collector’s role in agricultural production by designating District Agricultural Officers as Personal Assistants to the Collector; however, this arrangement has not achieved all that it was intended to. Elsewhere we are recommending the posting of Deputy Directors of Agriculture in all the Districts, with two Divisional
Officers (the present District Agricultural Officers) under them. The Deputy Director, Agriculture should become an integral part of the Collector's organisation. The Collector should also have control over Minor Irrigation and Co-operation. Since foodgrains production must ultimately stand or fall on land utilisation in the villages and the formulation of village production plans, we believe that the Collector who will also be a Director of Panchayats, in the proposed set-up, will be able to ensure a faster tempo in agricultural activities under Panchayati Raj.

Other functions

4.6. Apart from development functions, the Collector has other traditional functions; he is a revenue officer and the Government's chief agent in the District; he is also responsible for the maintenance of law and order in the District.

4.7. In the discharge of his revenue functions, the Collector is assisted by a Personal Assistant at headquarters. In some Districts, he has the assistance of additional Personal Assistants for revenue recovery and land acquisition. The hard core of revenue work is done by the Tahsildars, whose work is overseen by the Revenue Divisional Officer at the sub-divisional level. This Officer has also magisterial function and he generally acts as the eyes and ears of the Collector in the subdivision.

4.8. In our view, the Collector should not, normally, have additional Personal Assistants. Revenue recovery is a normal function of the Tahsildars; a situation where arrears are permitted to accumulate and then special staff is appointed to clear the same, has to be avoided. In any case we are not convinced of the usefulness of an officer of the grade of Deputy Collector to clear revenue arrears—an item of work which can be done by Special Deputy Tahsildars. While it may be necessary to appoint Deputy Collectors for land acquisition, when the volume and urgency of work justify it, generally it should be possible to handle additional land acquisition work, by the appointment of Special Tahsildars, with necessary field staff.
4.9. In this connection we may advert to a general complaint that inordinate delay occurs in work relating to land acquisition, often holding up the commissioning of projects. We are aware that the procedure prescribed by the Act may not lend itself to further simplification and is time-consuming. However, the appointment of necessary field staff including survey staff and a more liberal application of the urgency provisions of the Act should help to expedite land acquisition. We are informed that land acquisition is very often delayed for want of scrutinised sub-division records; such delay can certainly be avoided by appointing the requisite survey staff under the land acquisition officers. The Collectors should consider land acquisition as a very important item of work for which they are responsible and conduct systematic reviews.

Law and Order

4.10. During the examination of witnesses we were surprised to find that the traditional role of the Collector as the Officer fully responsible for the maintenance of law and order in the District has been subjected to a slow process of abridgement. We are informed that instances are not rare where in matters relating to law and order, Superintendents of Police receive instructions directly from the Inspector General of Police, which are often not communicated to the Collector in advance. Such practices should cease. The concept that the Collector is the head of the District Police and is responsible for the maintenance of law and order is a time-honoured one and has necessarily to be respected. It is to the Collector that the Government look for maintenance of law and order; it is the Collector who is taken to task by Government if things go wrong. It is therefore essential that nothing is done to curtail his authority or to weaken his control. In our opinion the assessment of local law and order situations should be the responsibility of the Collector, assisted of course, by the Superintendent of Police; where the Inspector General of Police considers it necessary to issue instructions to the Superintendents of Police, he should invariably keep the Collector informed. In our view, intervention by the Inspector General of Police will become necessary only in law and order situations having inter-District or State-wide implications; in such cases, instructions to the
Collectors must issue from the Government. In all local situations the Superintendent of Police should take instructions from the District Collector. We recommend that Government should issue instructions on these lines.

The Collector as Government’s agent

4.11. All functions which do not pertain to any specific Department are attended to by the Collector and in the discharge of such functions, he acts as the representative of Government. A number of non-official witnesses whom we interviewed underlined the need to build up the Collector as Government’s chief agent in the District. Eventhough it is fashionable to speak derisively about the pre-Independence paternalistic administration of the Collector, we feel that people still hunger for one officer in the District to whom they can take all their problems. This officer can only be the Collector and hence we recommend that his role as Government’s principal agent in the District should be reiterated. While doing so, Government should clothe him with more authority in areas of developmental and social welfare work, so that most problems are solved at his level. While we do not deem it necessary to state in detail how this may be done, we would indicate the following guidelines:

(a) Administrative sanction for any individual scheme included in the District Plan, the cost of which does not exceed Rs. 1 lakh and which does not involve appointment of staff borne on regular establishment should be accorded by the District Collector subject to technical scrutiny by the concerned Departmental Officers.

(b) Wherever implementation of a scheme calls for temporary appointment of staff, the Collector should have powers of appointment, in the first instance for a period not exceeding six months.

Volume of work in Panchayati Raj

4.12. Under the scheme of Panchayati Raj the volume of a Collector’s work is bound to increase. We have considered how assistance can be given to the Collector so that he is enabled to devote sufficient attention to development work as also to
the working of the Panchayati Raj institutions. We are of the view that the Collector should be largely relieved of his responsibilities as a Revenue Officer; while he should be generally responsible for revenue administration, almost all items of revenue work should be attended to by the Personal Assistant (General) to the Collector. We recommend that the designation of this Officer should be changed into “District Revenue Officer” and that senior Deputy Collectors should be posted as District Revenue Officers. Except in important revenue matters, Tahsildars should correspond directly with the District Revenue Officer. The Revenue Divisional Officer should work as an effective inspecting officer and the executive assistant of the Collector, in development and Panchayati Raj administration.

4.13. We shall now deal with some aspects that are relevant to sound administration in the Districts. Some witnesses who appeared before us expressed the opinion that comparatively junior officers should not be posted as Collectors and that complaints exist that Collectors are “inaccessible”, “hasty”, “immature” etc. We got the impression that by and large, our Collectors have been doing very well; yet, occasionally, lapses have occurred which detract from the high standards of personal qualities of leadership expected of an officer holding charge of a District. We do not consider that age has anything to do with this, because in official life one finds young men who are “mature” and older persons who are “immature”. However we must observe that what does matter is experience and that a Collector should be a person who has put in sufficient years of service and gathered a fund of experience which alone will enable him to play the varied roles expected of him. Usually an I.A.S. Officer nowadays becomes a Collector in the fifth or sixth year of his service. Part of this period would have been spent by him under training and the remainder, as Sub-Collector and Under-Secretary/Deputy Secretary. In a number of other States also an I.A.S. Officer today gets his District-charge in the fifth or sixth year of service.

Shri V. T. Krishnamachari has recommended the following pattern of postings for a direct recruit to the I.A.S.

Practical Training  
Charge of a Sub-division  18 months
Under Secretary to the State Government and Deputy to a Head of Department  18—24 months
Charge of a District  18—24 months
Towards the end of the sixth or in the seventh year of service

4.15. From the following *table it will be seen that as against an average age of 47 years and 1 month and average length of service of 17 years and 3 months for direct recruits working as Collectors before the Second World War in 1939, the comparable figures in 1960 were 38 years and 9 months and 6 years and 11 months respectively; by 1965 the average age had fallen still further to 36 years and 5 months, but the length of service had increased slightly, to 8 years and 4 months.

<table>
<thead>
<tr>
<th>As on 1st February</th>
<th>Age</th>
<th>Direct Recruits</th>
<th>Length of Service</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td>Years</td>
<td>Month(s)</td>
</tr>
<tr>
<td>1939</td>
<td>47</td>
<td>1</td>
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</tr>
<tr>
<td>1960</td>
<td>38</td>
<td>9</td>
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</tr>
<tr>
<td>1961</td>
<td>38</td>
<td>7</td>
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<tr>
<td>1962</td>
<td>39</td>
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<td>1963</td>
<td>37</td>
<td>11</td>
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<tr>
<td>1964</td>
<td>37</td>
<td>4</td>
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<tr>
<td>1965</td>
<td>36</td>
<td>5</td>
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4.16. The frequency of transfer of Collectors is alarming, the all-India average length of posting in a district charge being 1 year and 8 months. In our view officers with a length of service of at least 10 years alone should be posted as Collectors and should be retained as such for a minimum period of 3 to 4 years. The


†Ibid.
Kerala cadre of the I.A.S. is fairly young and we are informed that it would be difficult to find officers of this seniority for all the districts immediately, without pulling out those working as Secretaries and Additional Secretaries to Government. However, we recommend that a beginning should at once be made by posting 3 or 4 senior officers—with a length of service of 10 years or more—to the Districts; it should be possible to find senior men for all the Districts in about two year's time. We also recommend that as a matter of policy, Government should decide on a system of tenure under which every Secretary to Government will return to the District after a term of 3 or 4 years in the Secretariat.

Accessibility

4.17. The criticism that Collectors are often inaccessible may be a sweeping one; yet we feel obliged to remark that there are certain trends that would give substance to this criticism. The hit and run type of touring which a number of Collectors seem to indulge in, is one such. Unless Collectors make it a point to halt in interior villages—and we see no reason why they should not, as reasonably satisfactory amenities are now available in most places—they will never get to know the people, and will thus become inaccessible to them. Another trend that is noticed is their preference to spend time in “camp offices” attached to their residences; in our opinion, except while on tour, the Collector should be available in the Collectorate during working hours. Some official witnesses stated before us that Collectors sometimes do not afford opportunities to them for discussions and merely refer them to the Personal Assistants. We hope that such instances are not typical; being the Chief Development Officer and coordinator in the District, no Collector should refuse to discuss matters in person; on the other hand, Collectors should try to meet their Development Officers as often as possible, and thus keep an effective watch on plan-implementation.

Social Contacts

4.18. We are perhaps stating the obvious when we say that District Collectors should not live in ivory towers and be reduced to the position of officers seldom heard of and more
seldom seen. The civil servant’s cardinal virtue of olden days, viz., a passion for anonymity, is difficult of practice today when an appreciable degree of programme-involvement is inevitable. Detachment is necessary and proper, but not so aloofness and non-contact on a social plane with members of the public. We are not suggesting that a Collector should strive to be “popular” or should shed his dignity by becoming a social extrovert. We are aware that in a State like Kerala where most people are dyed in various political hues, contact with the public can sometimes be a tricky thing; but it should not be forgotten that in every place there are people who are held in high regard locally and we would expect a Collector to keep good relations with them, since the goodwill generated will be conducive to better and more effective work. A Collector who is not known personally by all those who matter in the District cannot be considered as successful. Contacts on the social plane necessarily involve a certain amount of private “hospitality”, and in our view a Collector’s salary would not permit of the same in these days of high prices. We therefore recommend that a sumptuary allowance of Rs. 200 per month should be paid to Collectors; with only nine Districts, the expenditure will be insignificant and will certainly be worthwhile.
CHAPTER V

THE DEPARTMENTS OF GOVERNMENT
AND
THE SECRETARIAT

5.1. The allocation of work among the different Departments of Government, and the organisation of each Department at various levels, in such a manner as to ensure the smooth and efficient running of the machinery of Government present certain problems which require examination.

5.2. In our examination of these problems, we have been struck by the fact that in the years after integration, Departments have been brought into existence without any real regard to their necessity or without any additional advantage to the public. It would appear that some officers, e.g., Principals of Medical Colleges and Ayurveda Colleges, etc., have been accorded the status of Heads of Departments merely to enable them to correspond directly with the Government, while others have been given this status because it was probably felt without much serious examination that their work could not conveniently be added to one or the other of the existing Departments, e.g., Director of Museums and Zoos, State Editor, Kerala Gazetteers, Director of Archaeology, etc.

5.3. Now, it is quite true that the work of Government has become largely diversified and has also grown in volume. Therefore, the creation of new Departments sometimes becomes necessary. However, administrative economy should always condition our thinking in these difficult days, and where a strengthening of the existing apparatus (Departments) would
do, Government should squarely set its face against the creation of new Departments, in order to obviate their becoming areas where Parkinson’s Law would operate. We have examined the working of the various Departments of Government and have come to the conclusion that 65 Departments (see Appendix V) as now organised are too many and that some Departments can be merged with others and some others grouped together and brought under one Head of Department without loss of efficiency. We make the following recommendations in this regard:

(a) The Department of Dairy Development should be merged with the Department of Animal Husbandry.

(b) The Department of Weights and Measures should be merged with the Department of Labour.

(c) The Department of Soil Conservation should be merged with the Department of Agriculture.

(d) The Department of Geology should be merged with the Department of Industries.

(e) The Department of State Insurance should be merged with the Department of Treasuries.

(f) A single Head of Department should be in charge of the Government Presses and the Department of Stationery.

(g) The Principals of the Ayurveda Colleges should cease to be Heads of Departments and should be brought under the Department of Indigenous Medicine.

(h) The Principals of the Medical Colleges should cease to be Heads of Departments and should be brought under the Department of Health Services.

(i) A single Head of Department should be in charge of Primary, Secondary and Collegiate Education, the separate Head of Department for Collegiate Education being abolished.

(j) The Departments of Home Guards, Fire Force and Civil Defence should be merged with the Police Department.
(k) A new Department called the Department of Cultural Affairs should be created and to it should be transferred the following subjects, the present separate Heads of Departments who handle some of them being abolished:—

Museums and Zoos, The Sri Chitra Art Gallery, Archaeology, Library Movement and State Libraries, Art Schools, Malayalam Encyclopedia, Kerala Gazetteers, Tourism, Archives, Yogic Culture and matters relating to the Sahitya Academy, the Sangeetha Nataka Academy, the Lalit Kala Academy and the Kalamandalam.

The inclusion of such a variety of subjects under a single Department may evoke the comment that in so classifying these subjects, we have only followed the age-old principle that in the night all cats are grey; but we are convinced that singly none of these would justify a whole Department to itself.

5.4. In Part II of this Report we have dealt in greater detail with the changes proposed above. We may also mention here that the Departments of Municipalities and Panchayats would stand abolished, according to our recommendations in Chapter II. The number of Departments in the State would thus become 41 in all.

Regional Offices

5.5. We now turn to the Regional Offices of Departments. As against five Departments which had regional offices in 1958, fifteen Departments have regional offices today as part of their organisation. These are listed below:—

1. Agriculture.
2. Fisheries.
3. Police.
4. Forest.
5. Public Works.
7. Panchayat.
8. Public Instruction.
11. Labour.
12. Factories and Boilers.
13. Local Fund Audit.
15. Survey.

5.6. Several witnesses have expressed doubt about the usefulness of regional offices; some have advocated their outright abolition on the ground that they are merely intermediaries performing no useful function. There seems to be a feeling that in a small State like Kerala, regional offices are unnecessary since, with only nine Districts, the Heads of Departments should be able to directly oversee the work of their District Officers. The Administrative Reforms Committee, 1958, which examined this question expressed the view that "the question whether a regional officer is necessary will depend on two factors; the size of the State and the workload of the department", and concluded that "responsible officers will be necessary at intermediate levels in the hierarchy for the proper exercise of delegated authority".

5.7. In our opinion the function of a regional office is two-fold, viz., (i) to supervise and control the work of the officers at the District and sub-district levels, and (ii) to relieve the Head of the Department of part of his work. A regional office will be necessary only if the Head of the Department cannot supervise and control directly the activities of his Department and its existence will be justified only to the extent to which it takes over the responsibilities of the Head of the Department. The smallness of the State does not appear to be a major factor that impinges on this problem, and in fact, the advantages (in the present context) of the smallness are largely taken away by the peculiar geographical configuration of the State, with its capital at one extreme end.

5.8. After a careful examination of the need or otherwise of regional offices in the various Departments on the above basis, we recommend the abolition of the regional offices of the
following five Departments only, out of the fifteen mentioned at para 5.5 above:

*Agriculture.
Fisheries.
Employment.
Factories and Boilers.
†Panchayats

Responsibility of the District Officer

5.9. We have noticed that some Departments have special officers in the Districts, of the rank of District Officers to attend to particular items of work. This, to our mind, is an undesirable trend since the totality of the Department’s activities within a District should be the responsibility of the District Officer. The average area of a District in Kerala is 4317 sq. kms. only, while the all-India average is 9922 sq. kms. With very good facilities for communication, despite the comparatively high population, the Districts are if anything, "undersized" from the point of view of workload; it will therefore be idle to contend that a particular programme within a District calls for an additional officer of the rank of District Officer for successful implementation. In our recommendations relating to specific Departments (in Part II) we have, except in a few cases, adhered to the principle of undivided responsibility of the District official.

Crash programmes and Special staff

5.10. In a planned economy, often special programmes have to be intensively implemented over a short period of time and for this purpose a special pattern of staff has to be adopted. Usually the staff pattern is indicated by the Government of India and Central assistance is available. It has come to our notice that even after the period of a crash programme is over—

*The recommendation for abolition of the regional level in the Department of Agriculture is made because we are proposing the strengthening of the District organisation by the appointment of Deputy Directors.
†See para 2.17.
when Central assistance will be withdrawn—the special staff is sometimes permitted to continue. This practice could result in an appreciable addition to the committed expenditure of the State. We recommend that on the conclusion of “special” or “crash” programmes, the special staff appointed on the basis of Central assistance should be retrenched.

**Heads of Departments and the Secretariat**

5.11. We now come to the Secretariat. There seems to be a large volume of opinion that the Secretariat is a slow-moving organisation and functions under a system of built-in delays. It is sometimes argued that the division of the work of Government into two water-tight compartments—namely, the Government Secretariat, and the Departments subordinate to it—has no longer much validity, in view of the fact that major policies are not at present decided by the Secretariat, but are incorporated in our Plans. What the Secretariat now does, it is argued, is not policy-making, but only priority-making which the Heads of Departments themselves can do, perhaps even more efficiently. Again, it is contended, that under a democratic set-up where the political acceptability of programmes and policies is best known to the elected representatives of the people and the Ministers, the latter would not need whole-time Secretaries to function as advisers on this aspect, to the same extent as during the British rule and that therefore, Heads of Departments could easily fill this role without detriment to efficiency.

5.12. The Indian Institute of Public Administration, Andhra Pradesh Regional Branch has published a study of the relationship between Secretariat Departments and Executive Heads of Departments.* In this publication, the arguments for and against the present system of the separate existence of the Secretariat and the Departments have been admirably summarised. We may usefully extract the relevant portions from this study.

"There are two schools of thought arising out of this situation; one is in favour of the status quo with minor modifications; the other is for either the abolition of the Secretariat

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altogether or for giving “Secretariat status” to the Heads of Departments. Those who are opposed to the present system of the separate existence of the Secretariat and the Departments put forward the following arguments:

(a) It is becoming increasingly impossible to draw a clear line between policy and execution—one impinges on the other.

(b) Existence of two separate entities (Secretariat and Departments) is causing delays. There is overcentralisation in the Secretariat.

(c) There is duplication of work. The same work is once again done in the Secretariat Departments.

(d) The Secretariat Officers do not always understand the problem of technical Departments.

(e) There is no need to have a generalist administrator between the technical man and the Minister. This layer confuses the issues.

(f) The proposals of Heads of Departments involving financial commitments are scrutinised by the Finance Department, which should be a sufficient check on any tendency to be extravagant or indiscreet. Hence there is no need to have an Administrative Ministry.

(g) There are Ministries and other organisations such as the Planning Commission in Government of India. All important policies are formulated by the Central Ministries and the Planning Commission. The existence of these bodies has narrowed the scope of the State Secretariat. The State Government Departments only execute the policies framed by the Centre.

(h) Not all the Heads of Departments are technical men—some of them are generalists. If the generalist Head of the Department sends a proposal, there is no need for it to be scrutinised by another generalist in the Secretariat.

(i) The attitude of the Secretariat is negative—it is fault-finding and is not positive.
(j) The Secretariat is likened to the House of Lords in England. If it agrees with the Head of the Department, it is superfluous and if it disagrees, it is mischievous. In a vast majority of the cases it agrees with the Head of the Department by contributing nothing but delay.

(k) The outlook of an officer will not change by the circumstance that he is functioning as a Head of Department and it is difficult to believe that if he is given Secretariat status he will not conduct himself with that degree of detachment and objectivity which is needed.

Those who support the present arrangement contend that:

(a) As far as possible, it is better to keep policy separate from execution. If the two are combined it leads to chaos and confusion.

(b) The Minister is a lay-man. He has limited experience of administration. He has to give a considerable portion of his time to his party, to the legislature and to the public. The Minister, therefore, needs the assistance of an administrator "who can advise him in the formulation of policies on the basis of proposals made by a Head of the Department and to discover from time to time with what fidelity and success the policy laid down is carried out."* He will act as a "filter and funnel".

(c) If a Head of the Department is also Secretary to Government, the latter would have to depend on the technical man for final advice in the shaping of policies. A specialist is preoccupied with a single problem or activity and is likely to press for its adoption, regardless of its administrative repercussions. Therefore, there is need for its scrutiny

from the point of view of Government as a whole. This is the function of the Secretary, who is rightly designated as Secretary to Government.

(d) The appointment of Heads of technical Departments as generalist officers results in a waste of technical experience without any compensatory advantages. They would be preoccupied with Secretariat work and tend to neglect field work.

(e) If the Head of the Department is also the Secretariat Officer, there is little scope for the redressal of grievances of citizens. The officer is both the prosecutor and the judge. Under the present arrangement, the Secretariat can hear appeals and redress grievances.

(f) It is not safe to keep the executive head close to the political decision-making. A little distance from the latter is in the interest of clean administration. Hence the Secretariat acts as a shock-absorber.

(g) In a parliamentary democracy some staff agency should look after the Press, the Legislature and the Parliamentary questions, etc. Only a full-time staff agency can do it and this is done by the Secretariat.

(h) On the analogy of the second chamber, it is pointed out that the relations between the Head of the Department and the Secretariat resemble those of Philip Drunk and Philip Sober.”

Views of other Committees

5.13. A number of Committees, before and after Independence, have examined the problems of Secretariat organisation and the relationship between the Secretariat and the Heads of Departments. By and large, the view that the Secretariat should be primarily responsible for policy-making and that the Departments should concern themselves with the implementation of that policy has been accepted by them and no merger of these two wings of Government has been advocated by these Committees. However, the Administrative
Reforms Committee, Andhra Pradesh, 1960 recommended the merger of the offices of the Heads of Departments with the Secretariat, according to a phased programme. A later Committee constituted by the Andhra Pradesh Government—The Administrative Reforms Committee 1964-65—did not, however recommend such merger; it merely recommended the conferment of appropriate Secretariat status on the Heads of Departments, with a view to associating the Head of Department fully "with the thinking of the Secretariat................. thereby affording him an opportunity to make his contribution to the Secretariat thinking in an important manner". This Committee also made incidental recommendations "to eschew duplicate noting and scrutiny of the proposals sent by the Heads of Departments at the clerical level in the Secretariat" and "to provide for financial scrutiny within the Department itself up to a certain extent and avoiding the sending up of every proposal big or small, to the Finance Department for approval".

5.14. The Administrative Reforms Committee, Kerala, 1958 which also considered the question of the combination of the functions of the Secretary to Government and the Head of Department concluded that "it is not desirable to combine the functions of Secretariat Officers and Heads of Departments except in cases in which the system is already in vogue."

5.15. While we are not in agreement with the view that there is hardly any "policy-making" at the Secretariat in these days of planning, and cannot find our way to recommending a complete merger of the Departments and the Secretariat (except in isolated cases dealt with later), we feel that the time has come when we should consider whether it is necessary to keep alive the sharp distinction between the Secretariat and the Heads of Departments—a distinction that was born and has been kept on largely due to historical reasons.

5.16. In the course of giving evidence before us, a senior official expounded a scheme under which there would be only four Secretariat Departments: (Services, Law, Finance and Planning), and all Heads of Departments would be given appropriate Secretariat status, so that a Head of Department
will have to deal only with his Minister, and not the regular Secretariat hierarchy. In this set-up it was explained, there would be a Finance cell attached to each Head of Department or to a group of Heads of Departments which would advise on all financial matters. The Heads of Departments would also obtain the opinion of the Law and Services Departments of the Secretariat directly, and the file before it reaches the Minister, would be complete in all particulars. The Minister will have the assistance of an "Administrative Secretary" who will be conceptually different from a Private Secretary, as also a Secretary to Government. The Administrative Secretary will merely verify whether all necessary consultations have been made and opinions taken, and will not be a "layer" between the Head of Department and the Minister. We have given careful consideration to this scheme, but are unable to accept it for two reasons, viz. (i) The need for scrutiny of proposals by a generalist who will tender advice to the Minister, viz., a Secretary to Government, cannot be dispensed with, and (ii) Replacement of the regular Secretary by an "Administrative Secretary" is likely, in our opinion, to lead to considerable mischief and consequent demoralisation.

5.17. Basing our examination of this problem on the peculiar conditions obtaining in this State, and steering clear of purely theoretical considerations, we have come to the conclusion that it will be distinctly advantageous to confer appropriate Secretariat status on certain selected Heads of Departments. In examining this matter we have kept two objectives in view—better quality of work and the esprit de corps that would follow from the psychological satisfaction that such status would give to Heads of Departments.

5.18. It is true that even as things are, every proposal of a Head of a Department with which a Secretary differs has to be submitted to the Minister by the Secretary, and that a Head of a Department has opportunities for discussion with the Secretary and the Minister, when he may press home his view-point. Yet, Heads of Departments seem to hold the view that their thinking is not always available to the highest decision-making levels. They resent—and we feel, rightly—the present practice of the examination of their proposals, all
along the line in the Secretariat and noting from the lowest levels upwards,—a practice which leads to delays, and according to them, often confuses issues. It has been represented to us that a possible method of preventing delay and avoiding useless and unimaginative noting at lower levels in the Secretariat is to reorganise the Secretariat on an officer-oriented pattern under which initial action will be taken by an officer not below the rank of an Assistant Secretary; such an arrangement coupled with wider delegation of powers to the Heads of Departments could in some measure minimise delay. However, an officer-oriented system is bound to be costly, because high-paid officers would be spending most of their time on routine work. Again, mere officer-orientation will not completely eliminate duplication of work in the Secretariat Departments. There is no getting away from the fact that the non-association of Heads of Departments at the stages preliminary to decision-making has led to an amount of frustration among them, and has resulted in the feeling that the Secretariat is a stumbling block to efficient and quick implementation of programmes.

5.19. As a result of careful consideration of the problem in all its aspects, we recommend the following action:

(i) The Revenue Department of the Secretariat should be abolished; the First and Second Members of the Board of Revenue should function as Secretaries to Government, ex-officio, for the subjects now under their respective charges, as Heads of Departments. Other subjects now dealt with in the Secretariat Revenue Department should be suitably allocated between these Members. (The Third Member is already Secretary to Government in the Food Department.)

(ii) The Second Member, Board of Revenue should also be Secretary to Government, ex-officio, for the subjects now dealt with under "Transport A" and "Transport B" sections of the Secretariat Public Works Department.

(iii) The Director of Harijan Welfare should be a Deputy or Joint Secretary, ex-officio in the Agriculture & Rural Development Department of the Secretariat.
(iv) The single Head of Department recommended by us for Government Presses and Stationery should be a Joint Secretary in the Secretariat Education Department with ex-officio status as Head of the Department.

(v) The Head of the new Department of Cultural Affairs should be a Joint Secretary, ex-officio, in the Education Department of the Secretariat.

(vi) The Director of Treasuries and Insurance should be a Joint Secretary, ex-officio in the Finance Department.

(vii) The Heads of the following Departments should be given appropriate ex-officio Secretariat status; the appropriate status indicated against each need be taken only as a guideline requiring detailed consideration:

(1) The Director of Agriculture and Soil Conservation Joint Secretary
(2) The Director of Animal Husbandry and Dairy Development Joint Secretary
(3) The Chief Engineer, General and Irrigation Additional Secretary
(4) The Chief Engineer, Buildings and Roads Additional Secretary
(5) The Chief Engineer, Public Health Engineering Additional Secretary
(6) The Registrar of Co-operative Societies Additional or Joint Secretary
(7) The Chief Conservator of Forests Additional Secretary
(8) The Director of Public Instruction Additional Secretary
(9) The Director of Technical Education Joint Secretary
(10) The Director of Industries and Commerce Additional Secretary or Joint Secretary
(11) The Director of Employment and Training Joint Secretary
(12) The Commissioner of Labour Joint Secretary
(13) The Director of Fisheries Joint Secretary
(14) The Director of Health Services Additional Secretary

The Director of Tourism and the Director of Public Relations already have the status of Deputy Secretaries, ex-officio, to Government. The Director of Public Relations should retain
this status; with the Head of the proposed Department of Cultural Affairs, which would deal with Tourism also, functioning as Joint Secretary, ex-officio, there will be no separate post of Director of Tourism.

5.20. Due to the paucity of accommodation in the Secretariat, it may not be possible for the Heads of Departments listed above to function in the Secretariat. In the scheme that we are detailing below, accommodation for these Heads of Departments in the Secretariat is not necessary; all that is required is Secretariat assistance for them.

5.21. We have made a rough assessment of staff needs and are indicating below, the Secretariat staff that may be located in the various offices of Heads of Departments who will, under our recommendation, be given ex-officio Secretariat status.

<table>
<thead>
<tr>
<th>Heads of Departments</th>
<th>Joint Secretary</th>
<th>Deputy Secretary</th>
<th>Assistant Secretary</th>
<th>Superintendents</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Director of Agriculture and Soil Conservation</td>
<td>..</td>
<td>1</td>
<td>..</td>
<td>2</td>
</tr>
<tr>
<td>2. Director of Animal Husbandry and Dairy Development</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>3. Registrar of Co-operative Societies</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>4. Chief Conservator of Forests</td>
<td>..</td>
<td>1</td>
<td>..</td>
<td>1</td>
</tr>
<tr>
<td>5. Director of Fisheries</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>6. Director of Public Instruction</td>
<td>..</td>
<td>1</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>7. Director of Technical Education</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>8. Director of Industries and Commerce</td>
<td>..</td>
<td>1</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>9. Director of Health Services</td>
<td>..</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>10. Director of Employment and Training</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>11. Commissioner of Labour</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Heads of Departments</td>
<td>Joint Secretary</td>
<td>Deputy Secretary</td>
<td>Assistant Secretary</td>
<td>Superintendents</td>
</tr>
<tr>
<td>----------------------</td>
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<td>----------------</td>
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<tr>
<td>12. Chief Engineer, Public Health Engineering</td>
<td>..</td>
<td>..</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>13. Chief Engineers, Public Works</td>
<td>1</td>
<td>..</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>14. Board of Revenue</td>
<td>..</td>
<td>1</td>
<td>2</td>
<td>8</td>
</tr>
</tbody>
</table>

(Note: The necessary staff can be found by suitably distributing existing Secretariat staff).

5.22. Under this scheme the work in the office of the Head of the Department will be transacted as follows:—

The Office of the Head of the Department will have an office wing (i.e., his own office) and a Secretariat wing (i.e., the Secretariat staff located in his office). The office wing will while making proposals prepare a comprehensive note and forward it along with the relevant office files to the Secretariat wing. The Secretariat wing will process the proposals, obtain the advice of Law, Service, Finance, etc., wherever necessary. and put up files to the Secretary ex-officio (i.e., the Head of the Department). In all cases which can be disposed of by the Secretary, ex-officio, under the rules of business of the Secretariat, orders of Government will straightaway issue. A fortnightly statement giving details of such orders will be circulated by the Secretary ex-officio (the Head of the Department) to the Secretary to Government for information. There will be a division of work between the Secretary to Government and the Secretary, ex-officio (the Head of the Department), such division being decided upon by the Secretary to Government in consultation with the concerned Head of the Department. In all matters allotted to the Head of the Department in his capacity as ex-officio Secretary, files must be submitted by him directly to the Chief Secretary, the Minister or the Cabinet as the case may be, and such files on return will be routed through the Secretary to Government. In all other cases, files will be routed to higher levels through the Secretary to Government. We feel that if this scheme is worked out
complaints regarding examination of the proposals of a Head of a Department all along the line in the Secretariat will cease and delay in the disposal of Government’s work will be considerably reduced.

**Finance Cells**

5.23. We have considered the feasibility of locating Finance Cells in the Offices of the Heads of Departments on whom conferment of ex-officio Secretariat status has been recommended above. No purpose will be served by creating such Finance Cells, unless they are headed by sufficiently senior officers of the Finance Department. Such an arrangement will require considerable expansion of the Finance Department and consequent additional expenditure. We are of opinion that financial scrutiny can be expedited by attaching Finance wings to the Secretaries to Government in the Administrative Secretariat. These wings will be able to attend to the files of all Departments under the charge of the concerned Secretary to Government. The Finance wings should be associated even at the stage of formulation of schemes and should not confine themselves to a formal scrutiny at the final stage.

**The Secretariat Departments**

5.24. The conferment of ex-officio status on Heads of Departments recommended above involves only the following Departments in the Secretariat.

Agriculture and Rural Development.
Education.
Industries.
Health and Labour.
Public Works.
Revenue.

5.25. With the conferment of Secretariat status, ex-officio, on the Heads of Departments mentioned in para 5.19 the workload of Secretaries to Government will be reduced appreciably. We therefore feel that it would be possible to effect a reduction in a number of Secretaries to Government by suitably regrouping the Secretariat Departments wherever
necessary. While a realistic assessment of the reduction that is possible may have to await the results of working out the scheme suggested in paras 5.21 and 5.22 for say, a period of six months, we recommend that the feasibility of the suggestions given below should be examined by Government:

(a) Home and Public Departments can be combined.

(b) Even though the scheme does not apply to the Finance Department, there is no need for a separate Secretary to Government for Planning; the Finance Secretary can attend to Planning also—an arrangement that obtains now.

(c) Store Purchase should be transferred to the charge of the Industries Secretary.

(d) In normal times it will not be necessary to have a separate Secretary for the Food Department; the work now being done by the Civil Supplies Commissioner who is also Secretary for Food could be carried out by the Director of Civil Supplies working under the Agricultural Production Commissioner and functioning as Additional Secretary to Government ex-officio. The times, however, are not normal and therefore we do not wish to press this proposal. We would, however, suggest that the Government should examine this matter when a suitable opportunity arises.
CHAPTER VI

PERSONNEL ADMINISTRATION

6.1. As is well known the efficiency of any organisation depends largely on the quality of its personnel. Efficiency demands not merely improvement in organisation, methods and procedures; it also calls for a continuous review which would ensure intelligent personnel administration.

Recruitment

6.2. The State Government employs about 1.78* lakhs persons of whom 7145 are Gazetted officers belonging to the All India Services and the State Services. Non-gazetted officers belong to the subordinate Services. The State Services and most of the Subordinate Services have been constituted department-wise.

6.3. Recruitment to almost all posts under the State Government is made through the agency of the Kerala Public Service Commission, on the basis of an examination or an interview or both. Where there is a substantial intake for identical posts every year or where the number of candidates is large, the examination method of selection is adopted. Where the number to be recruited is small, a written examination is not usually conducted and recruitment is based on interviews alone.

6.4. Generally, at the lowest level of a Department, recruitment is by selection from the open market. At higher levels, open market recruitment is seldom made, promotions from

*Including aided school teachers, the figure is about 2.89 lakhs.
within the Department, or transfer from another Department, being the usual practice. Special Rules have been framed for the recruitment to each class of posts. These Rules prescribe whether a post should be filled up by promotion from a lower cadre, by transfer from another service or by direct recruitment. We notice that Special Rules have not been issued for 13 State Services and for 19 Subordinate Services. In these cases the issue of Special Rules should be expedited.

6.5. Based on the recommendations of the Administrative Reforms Committee, 1958, District Recruitment Boards were constituted in 1959. These Boards have a Member of the Public Service Commission as Chairman and the concerned District Collector as Member. Recruitment to all sub-clerical posts, like drivers, peons, mechanics, etc., is made by these Boards; at present about 400 categories of sub-clerical posts are covered by them.

**Personnel Planning**

6.6. Personnel Planning is an integral part of sound personnel administration. We notice that there is lack of advance planning on the part of Government Departments, in matters connected with recruitment, with the result that appointments on a regular basis tend to lag behind actual requirements and sometimes sanctioned posts are left unfilled. Except for a few categories like clerks, typists etc., for which there is a regular annual intake, the Public Service Commission conducts recruitment only for firm vacancies notified to them by Government, from time to time. No assessment of the number of employees of different categories required to be recruited every year is now made; thus it is now not possible for the Public Service Commission to recruit personnel against anticipated vacancies. Delay is also caused by the non-constitution of Departmental Promotion Committees, non-fixation of qualifications, non-finalisation of gradation lists etc. The result is that often posts are left unfilled or are filled provisionally. In our view, keeping posts vacant as also filling them with provisional hands is not conducive to efficiency. We recommend that the number of employees required in a year, under the various categories to which recruitment is annually made (e.g., Sub-Inspectors of Police, Assistant Surgeons, Co-operative
Inspectors, para-medical personnel etc.) should be assessed in advance and the Public Service Commission moved to conduct recruitment against these anticipated vacancies. Heads of Departments should be instructed to assess the number of employees under different categories required to be recruited and to report to the Public (Services) Department by the first of June, every year; an officer of a sufficiently high status like a Deputy Secretary, should be responsible for scrutinising these reports, preparing a proper forecast of requirements and reporting to the Public Service Commission before the end of June. Under this system the Public Service Commission would get about nine months to complete the recruitment and personnel would be available for the succeeding year commencing from the first of April.

Clerks

6.7. Recruitment to the clerical grade in all Departments is made on the basis of a written examination every year. On the results of this examination, a common list of successful candidates is maintained by the Public Service Commission; names are advised to the various Departments from this common list. Thus, the Department to which a recruit goes is determined solely by accident. We have looked into the number of higher posts available to the clerks in the various Departments and find that there is wide disparity in prospects. The following data are revealing:

<table>
<thead>
<tr>
<th>Ratio of clerks to higher posts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Revenue</td>
</tr>
<tr>
<td>Agricultural Income Tax and Sales Tax</td>
</tr>
<tr>
<td>Public Instruction</td>
</tr>
<tr>
<td>Police</td>
</tr>
<tr>
<td>Public Works</td>
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<tr>
<td>Public Health Engineering</td>
</tr>
<tr>
<td>Agriculture</td>
</tr>
<tr>
<td>Animal Husbandry</td>
</tr>
<tr>
<td>Forest</td>
</tr>
<tr>
<td>Panchayats</td>
</tr>
<tr>
<td>Health Services</td>
</tr>
<tr>
<td>Registration</td>
</tr>
</tbody>
</table>
6.8. As long as chances of promotion are not nearly the same in all Departments, the maintenance of a common list of recruits to the clerical cadre will result in real hardship. It often happens that the name of a recruit with a high rank is advised to, say the Forest or Public Works Department, while the name of another, hundreds of places below him, is advised to the Department of Co-operation or Land Revenue. In our view, the arbitrariness that is inherent in a system under which, irrespective of rank, a recruit is advised merely on the accident of Departmental needs can be removed, at least in part, by grouping the Departments of Government on the basis of prospects of promotion and conducting separate recruitment of clerks to these groups. We have attempted a grouping of Departments, as given below; the grouping suggested here is quite tentative and may be finalised after scrutiny by Government.

**Group I.** Land Revenue (General Administration) Agricultural Income Tax and Sales Tax Co-operation

**Group II.** Agriculture Animal Husbandry Fisheries Health Services Industries Forest Public Instruction Police Registration Labour Treasuries.

**Group III.** Other Departments.

We recommend that while recruitment of clerks for Departments under Group III may be made on the basis of the existing type of examination, a more rigorous examination should be devised for Group I and Group II Departments.

**The District as a unit of recruitment**

6.9. The District as a unit of recruitment has not been adopted by most Departments in the State. The unit is a Zone...
or the State itself, even for clerks, in Departments other than the Police and Land Revenue. This leads to frequent dislocation of staff. The recruit who accepts appointment anywhere to begin with, to avoid forfeiture of his right for appointment, is obsessed with the desire to get a transfer to the District of his choice and often, has little inclination for work. The loss of seniority which a transfer to another District Unit entails, does not affect personnel of most Departments since the District as a unit for recruitment has not yet been introduced. We recommend that the District should be the unit for recruitment and promotion for all categories of posts upto and including the lowest gazetted posts, in all Departments. This will prevent frequent dislocation of subordinate staff and also protect normal chances of promotion upto the lowest gazetted posts in the District unit.

**Direct recruitment**

6.10. Direct recruitment is made only at the lowest levels in most Departments, all higher posts being filled by promotion. The exceptions are listed below:

<table>
<thead>
<tr>
<th>Department</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture</td>
<td>Agricultural Assistant</td>
</tr>
<tr>
<td>2. Agricultural Incometax and Saletax</td>
<td>*Sales Tax Officer</td>
</tr>
<tr>
<td></td>
<td>*Agricultural Income Tax Officer *</td>
</tr>
<tr>
<td>3. Excise</td>
<td>Assistant Sales/Tax Officer</td>
</tr>
<tr>
<td>4. Land Revenue</td>
<td>Preventive Officer</td>
</tr>
<tr>
<td>5. Economics &amp; Statistics</td>
<td>Inspectors Grade II</td>
</tr>
<tr>
<td></td>
<td>*Deputy Collector</td>
</tr>
<tr>
<td>6. Co-operation</td>
<td>Deputy Tahsildar</td>
</tr>
<tr>
<td>7. Community Development</td>
<td>*Research Officer</td>
</tr>
<tr>
<td>8. Employment and Training</td>
<td>Research Assistant</td>
</tr>
<tr>
<td>9. Factories &amp; Boilers</td>
<td>Junior Statistical Inspector</td>
</tr>
<tr>
<td>10. Fire Force</td>
<td>Junior Co-operative Inspector</td>
</tr>
<tr>
<td>11. Forest</td>
<td>*Assistant Registrar</td>
</tr>
</tbody>
</table>

*Block Development Officer
*Senior Employment Officer
*Inspector of Factories
*Sub Officer
*Assistant Conservator
Ranger
Forester
Department

12. Health Services
13. Industries
14. Jails

15. H. R. & C. E.
16. Labour
17. Motor Vehicles

18. Municipalities
19. Panchayats
20. Public Health Engineering

21. Police
22. Public Works

23. Town Planning

Category

Family Planning Extension Educator
*Deputy Director
Assistant Jailor Grade I
do. Grade II
District Probation Officer (Grade II)
Welfare Officer
*Superintendent, Balamandir
*Deputy Commissioner
Assistant Labour Officer
Assistant Motor Vehicles Inspector
Municipal Commissioner (Grade III)
Executive Officer (Grade III)
Junior Engineer
Overseer
Sub Inspector
Junior Engineer
Overseer Grade I
Overseer Grade II
Junior Engineer

6.11. The ratios for promotion and direct recruitment fixed by the above Departments vary substantially as the following illustrative table will show:

<table>
<thead>
<tr>
<th>Post</th>
<th>Promotion</th>
<th>Direct Recruitment</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
</tr>
</tbody>
</table>

*Sales Tax Officer
*Agricultural Income Tax Officer
Assistant Sales Tax Officer

*Deputy Collectors
Deputy Tahsildars
Junior Engineers
Junior Employment Officer
Assistant Labour Officer

75%  25%
80%  20%
80%  20%
40%  60%
50%  50%
66-2/3% 33-1/3%

Assistant Jailors Grade I
Assistant Jailors Grade II

75%  25%
50%  50%
75%  25%

*Assistant Registrars, Co-operation
Sub-Inspectors of Police

66-2/3%  33-1/3%

(Note: All gazetted posts have been indicated with asterisks).
6.12. We recommend that—

(a) that there should be provision for direct recruitment at levels below the lowest gazetted in every Department,

(b) that the feasibility of direct recruitment at intermediate levels in every Department should be explored and wherever possible, introduced,

(c) that, to maintain the necessary vitality by the infusion of fresh blood, the proportion of direct recruits prescribed for posts in the table ** given under 6.11 above, should be fixed at 40% in all cases where it is below that level,

(d) that in the case of services** for which proportions have not yet been fixed, it should be laid down that 40% of the posts should be filled by direct recruitment and the rest by promotion,

(e) that persons already in Government service should be permitted to compete for direct recruitment, relaxation from the age-rule being given to them, and

(f) that such relaxation should be up to 8 years for Government employees in the age-group, 25 to 35 and up to 5 years for those above 35 years.

Administrative structure

6.13. We find that there is great disparity in the chances of promotion to higher posts available in different Departments and offices in the State, because several categories of posts do not bear any fixed ratio to the posts below. The illustrative table that follows will make the position clear.

**except Departments that would be covered by the proposed Kerala Administrative Service,
<table>
<thead>
<tr>
<th>Department</th>
<th>Lower post</th>
<th>Ratio of lower posts to higher posts</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Police</td>
<td>Sub Inspectors</td>
<td>3:1</td>
</tr>
<tr>
<td>2. Public Works</td>
<td>Junior Engineer/ Head Draftsman</td>
<td>5:2</td>
</tr>
<tr>
<td>3. Public Health</td>
<td>do.</td>
<td>2:1</td>
</tr>
<tr>
<td>Engineering</td>
<td>do.</td>
<td></td>
</tr>
<tr>
<td>4. Co-operation</td>
<td>Inspectors (Junior and Senior)</td>
<td>8:1</td>
</tr>
<tr>
<td>5. Registration</td>
<td>Sub Registrars (Grade I and II)</td>
<td>22:1</td>
</tr>
<tr>
<td>6. Agriculture</td>
<td>Agricultural Assistants</td>
<td>4:1</td>
</tr>
<tr>
<td>7. Animal Husbandry</td>
<td>Veterinary Surgeons</td>
<td>8:1</td>
</tr>
<tr>
<td>8. Excise</td>
<td>Inspectors (Grade I &amp; II)</td>
<td>12:1</td>
</tr>
<tr>
<td>9. Treasuries</td>
<td>Sub Treasury Officers (Grade I &amp; II)</td>
<td>5:1</td>
</tr>
<tr>
<td>10. Forest</td>
<td>Rangers</td>
<td>7:2</td>
</tr>
<tr>
<td>11. Health Services</td>
<td>Assistant Surgeons</td>
<td>5:1</td>
</tr>
</tbody>
</table>

While we concede that it is impracticable to provide an absolute equality of chances of promotion, as the nature and volume of work vary from Department to Department, we recommend that Government should take appropriate action to correct the existing imbalances and inadequacies in the administrative structure which lead to stagnation at lower levels and affect administrative efficiency.

**Publicity**

6.14. The Public Service Commission gives publicity to recruitment by publishing short advertisements in important newspapers and detailed advertisements in the Kerala Gazette. Advertisements in the newspapers do not contain the qualifications prescribed for each post. We recommend that newspaper advertisements should be complete in all particulars, so that candidates can get all necessary information without reference to the Gazette.
Verification of antecedents

6.15. A major cause for the delay in appointments is the time taken for conducting enquiries into the antecedents of candidates selected by the Public Service Commission. We are of the view that in the case of non-gazetted employees who are not associated with decision making and who do not hold regulatory jobs, verification of antecedents may be dispensed with. We are in agreement with the suggestion in the “Interim Report on Personnel Administration” of the Administrative Reorganisation Committee, Maharashtra, 1985, that in the case of non-gazetted employees, “undesirable candidates could be effectively excluded by means of a suitable entry in the application form in which candidates should be required to aver in simple and recognisable terms that they have not participated in subversive or communal activities”, any false entry rendering them liable to action including removal from service.

Kerala Administrative Service

6.16. The constitution of a Kerala Administrative Service has been engaging the attention of Government for some time and we have been asked to express our views on the subject. We believe that a Kerala Administrative Service is essential for building up an efficient second-line generalist cadre which will help to tone up administration. The scheme communicated to us is intended to cover the Administrative Secretariat, the Finance Department and the Departments of Agricultural Income tax and Sales tax, Revenue, Municipalities, Panchayats, Co-operation, Excise and Treasuries. The initial cadre strength of the proposed Kerala Administrative Service has been worked out as 50, being 33.33% of the permanent feeder category posts which will be included in the cadre plus 25% thereof, for junior duty posts. We consider that the determination of the cadre strength is reasonable. We recommend that the Kerala Administrative Service should be constituted on the lines of the scheme formulated by Government, with the following modifications.

(a) The posts proposed to be encadred in the Revenue Department should be increased, since we have recommended
the abolition of the Departments of Municipalities and Panchayats and the integration of personnel in these Departments with personnel in the Land Revenue Department may become necessary.

(b) It should be clarified, to remove all doubt, that the eligibility of Deputy Collectors now in service for promotion to the I.A.S. under the promotion quota, under Rule 4 of the Indian Administrative Service (Appointment by Promotion) Regulations, 1955 would subsist even after the constitution of a Kerala Administrative Service.

Exchange of personnel

6.17. In the complicated machinery of Government there is need for personnel with a broad outlook, with versatility and with the knowledge of how one part of Government influences another. Even after the constitution of a Kerala Administrative Service which will ensure horizontal mobility in some measure, there is real need to have schemes for the exchange of employees between Departments and between the Head Office and the field divisions. The Administrative Reforms Committee, 1958 had made detailed recommendations in this regard. However, these recommendations have not been seriously implemented so far. We urge that the exchange of personnel as recommended by the previous Committee should become a regular feature. Officers who are above fifty years of age may, however, be exempted from the exchange programme.

Training

6.18. Training of personnel is as important in Government as in business organisations. Since the existing educational institutions are not geared closely to the needs of Government, it is not easy to find new employees with exactly the right background for specific jobs. Even if this were possible, new employees must learn through practice. To keep them acquainted with new developments and to help them to correct wrong work-habits, older employees also need training. Again, employees on promotion, especially from positions with no supervisory responsibilities to positions involving leadership of others, need to be trained.
6.19 While pre-service training is now given to some categories of directly recruited officers, the training programmes are generally somewhat ad hoc in nature; except when organised in training schools, pre-service training is considered as an addition to the ordinary duties of Government officers, to whom new recruits are attached for training. There is no general scheme of training for persons already in service and hardly any programme for imparting training to persons promoted to positions involving leadership over others.

6.20. We recommend that a survey of training facilities for Government servants should be conducted by the O & M Division and a scheme formulated to serve the following objectives:

(i) Detailed programmes of training should be devised so as to cater for different levels of employees, with due regard to the functions and responsibilities which they are expected to discharge.

(ii) Training should be given at different stages of service—soon after entry, on promotion to supervisory levels and later, at senior levels, the content and methods of training being adapted to each level.

(iii) Wherever necessary, field training should be given.

(iv) There should be a central agency to co-ordinate all programmes of training.

_Probation_

6.21. Recruits to Government service in any category or class are usually required to complete a period of probation which is generally two years. Probation stimulates the employees' interest in learning their work quickly and helps the employer to weed out unsuitable officers. If administration is not to be burdened with misfits and with material of doubtful value, weeding out unsuitable officers at the very beginning of service is essential. The existing rules in this regard are adequate and appropriate. However, we consider that hardly any use is ever made of the power to terminate service on grounds of unsuitability. Government should impress on Senior Officers the need for adequate exercise of their power to terminate
the service of new entrants, who during the period of probation
give clear evidence of their being not fit to be confirmed as
permanent members of the service.

Promotions

6.22. Based on the recommendations of the Administrative
Reforms Committee, 1958, Government in 1959 categorised
posts in the various departments into three—(a) posts to
which promotions will be made on the basis of merit alone and
not seniority, (b) posts to which promotions will be made
according to seniority subject to a person’s fitness for promo-
tion and (c) posts to which promotions will be on the basis
of seniority alone.

6.23. Selection of candidates for appointment to posts coming
under category (a) i.e., "merit posts", is made by Departmental
Promotion Committees constituted for the purpose. A Member
of the Public Service Commission is the Chairman of every
Departmental Promotion Committee; the appointing authority
for the post concerned and another officer or officers nominated
by the Head of the Department are members of the Committee.
The Committees meet periodically and prepare “select lists”;
these lists contain as many names as there are anticipated
vacancies. An annual review of the select lists is also con-
ducted by the Departmental Promotion Committees. For most
Departments, the month during which the Departmental
Promotion Committee should meet has been predetermined.
These Committees scrutinise the confidential records of
"eligibles", from the feeder category, the field of choice usually
being restricted to three times the number of anticipated
vacancies. The select list is prepared by selection of officers
from the field of choice, on the basis of merit and ability,
seniority being considered only when all the other qualifications
are equal. Persons included in the select list are ranked in
the order of their seniority in the feeder category; however,
a person included in an earlier select list is ranked above a
person who enters the list for the first time, if during the
annual review, he deserves retention in the list.

6.24. Generally, all posts in the gazetted cadre are "merit
posts". Promotion for posts in the Subordinate Services is
made according to seniority subject to fitness; promotion to
the lowest grade posts is based purely on seniority.

6.25. In the interests of efficiency we recommend the following
changes in the existing procedure governing promotions.

(a) Appointments to the posts immediately below the
lowest gazetted posts in all Departments should be by selection,
based on merit. (Already, in some Departments this principle
has been accepted, e.g., Deputy Tahsildars in the Revenue
Department.)

(b) The select lists for the lowest gazetted posts in all
Departments should consist of only those 'eligible' in the field
of choice who, on the basis of interviews by the Departmental
Promotion Committees, are pronounced as fit for such inclu-
sion on merits.

(c) It should be clarified that the term "fitness" means
fitness to hold the post in every respect, viz., general ability,
technical efficiency and character and conduct. This, in our
opinion, is necessary to ensure that promotion purported to
be based on the seniority-cum-fitness principle, does not in
practice tend to become promotion based on seniority alone,
subject only to prescribed test qualifications.

(d) A person who has been considered by a Depart-
mental Promotion Committee on three occasions and has been
passed over for promotion on all these occasions, shall not be
considered again for promotion. It is a reasonable presumption
that such a person has not the potential to enable him to hold
a higher office with success.

(e) For all other than the lowest gazetted posts in the
State Service, an upper age limit should be prescribed on reach-
ing which, promotions to higher posts will be denied. We
recommend that 53 shall be the upper age limit for promotion
in the case of all District and Regional level posts and 55, in
the case of posts of Heads of Departments. In our opinion, it
is reasonable to presume that an officer who does not make
the grade before reaching these age limits, is poor material.
Since the age for retirement has been raised to 58, the upper
age-limits recommended by us will not cause any real hardship.
Incentives

6.26. It is often said—and there is a great deal of truth in this—that according to the rules that exist at present, promotion in Government services has tended to depend not wholly or chiefly on merit but mostly on seniority in service. "If", as someone has facetiously remarked, "a Government servant is able to keep out of jail, he is certain, by the mere efflux of time, to obtain promotion to higher ranks." While this may be somewhat exaggerated, it is undoubtedly true that in Government service, proper incentives for good work do not exist. The institution of writ petitions under which an aggrieved Government servant could take his grievances to court, has had the result of fettering the discretion of superior authority in rewarding merit by suitable promotion. On the other hand the various rules promulgated by Government relating to departmental enquiries have made the enquiries complicated and prolonged, resulting in the postponement of punishment of Government servants whose work or conduct has been found to be unsatisfactory. The cumulative effect of all these is to create among Government servants the feeling that good work does not pay.

6.27. Existing Government orders provide for the grant of good service entries, incentive cash awards and advance increments. However, the orders are hedged in such fashion that these devices are often not readily available. For instance, the grant of advance increments has been limited to cases of sustained merit and continuous record of good work. They can be given only after good service entries and incentive awards have been given. Heads of Departments do not have powers to sanction incentive awards and advance increments. In the case of advance increments, proposals have to be scrutinised by the concerned Administrative Department, the Public Department and the Finance Department before circulating the case for sanction to the Chief Minister through the Chief Secretary and the Minister concerned. Recently Government have ordered that incentive awards in the nature of either cash awards or advance increments for meritorious service will not be given to Gazetted Officers. Obviously, there are too many restrictive checks.
6.28. We make the following recommendations to provide real incentives:

(a) There should be a system of generous cash awards to officers of all revenue-earning, law-enforcement and Vigilance Departments up to and including the lowest Gazetted ranks. An annual incentive fund (we consider Rs. 2,000 per year adequate) should be placed at the disposal of these Heads of Departments, who should be free to make cash awards to their subordinates for good work. The term “good work” should not be defined in any narrow sense; in fact, it is better not to define it at all, but leave the decision to Heads of Departments. Other appropriate restrictions may however be imposed. For example, it may be prescribed that the same officer shall not get a cash award more than once in two or three years; a ceiling on the quantum of the award may also be imposed.

(b) There should be a liberal grant of advance increments for exceptionally good work. The power to grant advance increments to subordinate staff including the lowest gazetted ranks should vest with the Heads of Departments; in other cases, the Heads of Departments should make recommendations to Government and a convention should develop that Government will invariably accept the recommendations.

(c) The grant of cash awards and advance increments should be publicised through the Gazette and the Press.

Confidential Records

6.29. Recently *Government have codified the instructions in force regarding the preparation and maintenance of confidential records of Government servants. The procedure has been streamlined and some welcome changes (like the provision for communicating appreciative remarks) have been introduced. We find that the forms prescribed for writing up confidential records are adequate and that the instructions issued would ensure that the common defects in the maintenance of these records are avoided. We recommend one minor addition to

* G.O.(P) 344 dated 24-8-1966.
Form B, which is the form for confidential reports on non-gazetted officers and ministerial staff. This form should include a specific column regarding the fitness of the officer reported on, to hold a gazetted post.

**Discipline**

6.30. We have referred in the opening Chapter of this Report to the state of indiscipline among Government servants in this State and have stressed the need for correcting this. Discipline is not something that can be ensured by the issue of Rules or Manuals. Discipline among the subordinate staff of an office cannot be maintained merely by exhortations and warnings. It is best achieved by personal example. If the Head of an Office is punctual in his habits, prompt in the disposal of his business, courteous to those with whom he has to deal, these cannot but be reflected in the general discipline and conduct of those who work under him. When he is himself disciplined, the Head of the Office should be able, without difficulty, to enforce discipline among the staff. A common feature today is the adoption by Government servants of such methods as strikes, demonstrations, working to rule, fasting and other similar practices. Government servants have been given the right to organise themselves into associations. If any class of Government servants has a grievance, the concerned association has the right to bring the grievance to the notice of the Government or the Head of the Department or office. There should be a common forum where the employees of Government and its officers would be represented and matters of common interest could be discussed. The Staff Councils provide such forums.

**Staff Councils**

6.31. In 1955, with a view to establishing a "machinery for fostering better relations between the Government and its employees", the Government of Travancore-Cochin ordered the constitution of Staff Councils, consisting of representatives of Government on the one hand and the staff on the other. This order of *Government contemplates the establishment of a Joint Council for all the subordinate and inferior staff in the

State (except in the Police and Prisons Departments) and a Departmental Council for every Department under Government (except the Police and Prisons Departments). The Councils are advisory bodies and are competent to discuss matters relating to (i) the conditions under which the members of staff are required to work, (ii) general principles regulating the conditions of service, (iii) the welfare of the members of the staff and (iv) the improvement and efficiency of standards of work. Discussions on conditions of service are to be based on general principles and no individual cases are to be sponsored by these Councils.

6.32. We understand that this order of the erstwhile Trancore-Cochin Government is still in force. However, we find that even today only 21 out of 65 Departments have constituted Departmental Councils and the Joint Council has not been constituted. We are constrained to observe that this is a very unsatisfactory situation.

6.33. We find that the Government of India have taken action to constitute Whitley-type Councils for Central Government employees. In Appendix VI the broad scheme under which these Councils have been constituted, has been given. We recommend that Government should take expeditious action to constitute Whitley-type Councils in all Departments.

6.34. It is not enough to provide forums. It is necessary that such institutions should meet at regular intervals and discuss freely and frankly the problems relating to employees. Once a case has been established after discussion, it is the duty of the Government or the Department concerned to deal with that case promptly and expeditiously. We are convinced that in many cases it is the delay in attending to such matters that results in the adoption by employees of Government of practices that do not conform to the code of conduct of Government servants, as this is understood in other democratic countries.

Disciplinary Rules

6.35. The Kerala Civil Services (Classification, Control and Appeal) Rules which govern all Departments other than the Police, have been amended from time to time. The changes
are so numerous that a republication of the Rules has become urgently necessary. This should be done, as otherwise, disciplinary proceedings are likely to be vitiated for want of corrected copies of the Rules.

6.36. A number of official witnesses have pointed out that the procedure for imposition of penalties is involved and time-consuming. We find that the criticism is not justified as far as "minor penalties" are concerned; the procedure for the imposition of major penalties cannot be simplified further, because of the provisions of Article 311 of the Constitution.
CHAPTER VII

ADMINISTRATIVE EFFICIENCY—SOME ASPECTS

7.1. In any discussion on "good administration", one hears the comment that our services had been organised in the British days for the performance of regulatory functions only, and have not oriented themselves to face the new tasks and responsibilities which democracy and the State's Welfare commitments entail. In the opening chapter we have referred to this criticism at some length and pointed out that it is not based on any sound reasoning. "Reorientation" is a much-abused word which means very little. What is required is Administration, the ability and the willingness of the civil servant to work hard and the determination and the skill of the Government to enforce discipline and to extract hard and honest work, to reward merit and to discourage slackness and inefficiency.

7.2. The core of administration is the management of programmes designed to serve the general welfare; a good administration has necessarily to be an efficient administration and there are some major factors that can make all the difference between an efficient administration and a lethargic one. In this chapter, we proceed to discuss some of them.

Responsibility

7.3. Responsibility at every level has to be clearly laid down and a situation where everybody runs about, chasing the same problem, without anybody being squarely responsible for its solution has to be avoided. How this is to be done has to be examined by individual Departments, as the solution must naturally depend on the nature of work which varies from Department to Department. Certain general guidelines can
however be indicated. Every Department should issue job-charts for all categories of officers at various levels. To make a quantitative evaluation of work possible, weekly, monthly and quarterly targets should be prescribed wherever the work done would lend itself to such prescription. The observance of job-charts and the achievement of targets should be made the personal responsibility of the officials concerned as also their immediate superiors. Yardsticks should be devised to assess the exercise of control over subordinate officials by District Officers the quality of such control being determined by the results achieved in programme-implementation. Heads of Departments should be personally responsible for adherence to time-schedules in Plan implementation, for avoidance of shortfalls in targets, both physical and financial, and for the general efficiency of the Department.

Delegation of Powers

7.4. It is an accepted premise that responsibility and authority should correspond. Authority should be delegated to subordinate levels, commensurate with their responsibility, so that they can make decisions without constant reference back. From time to time Government have been expanding the area of delegated authority. However, there is further scope for delegation, which will ensure greater decentralisation and facilitate decision-making at lower levels and thus accelerate the disposal of Government's business. We recommend further delegation of powers to Heads of Departments and subordinate levels to the extent mentioned in Appendix VII. The Secretariat should decline to intervene in executive matters except in special circumstances, and Heads of Departments should shed the tendency to take on themselves items of work which can be done, by lower officers. Due to the smallness of the size of the State, very often pressures arise at higher levels, even in matters which should end at subordinate levels. This feature conditions the conduct of lower level officers, who, without exercising the powers delegated to them often refer matters to higher authorities. The officer, when he exercises delegated authority is haunted by the fear that Government or Departmental superiors might question the manner in which he exercises his discretion. Official witnesses have brought to our
notice instances where Government, ignoring delegated authority, have taken on themselves the responsibility for disposal of matters which are well within the competence of lower level officers. We feel that it should be made an invariable rule that once powers are delegated, Government must trust the officers to whom delegation has been made and no action must be taken by Government which would create a reasonable doubt in the minds of officers that they (the Government) do not trust them to exercise such delegated powers in a proper manner. While it is necessary to scrutinise whether delegated powers have been exercised correctly, through periodical inspections, we feel it is quite wrong to interfere in individual cases falling within delegated powers; this will only result in demoralising and confusing the officers. Such interference curbs the self-confidence of officers and encourages them to bring even trivial matters to the notice of Government—in other words, "to play safe".

7.5. We quote from a note given to us by the Head of a major Department who has dwelt on the complaint that officers who have powers, do not exercise them. He says: "This is not, untrue. Even I as Head of my Department have consulted Government before exercising certain powers which have been delegated to me. There are ample reasons for it. The basic assumption behind delegation is that the person who delegates the power has full confidence in the judgment and bonafides of the persons to whom the power is given. It is also based on the assumption that normally the person who delegated the power will not interfere until and unless he is convinced that there has been violent abuse of the delegated power. The encouragement to exercise delegated power is the approval by the authority who delegates power of the action taken by the delegated authority. There have been many instances where Government have interfered with the exercise of powers by lower levels without sufficient provocation. Such interference has very bad effect. It curbs the confidence of officers at lower levels and makes them nervous of using the powers in a situation which is a little difficult. It also makes them instinctively look up for guidance when difficult situations arise. Government have interfered in all kinds of cases including even transfers. Any number of cases can be cited to prove these hasty
interferences. Invariably in all such cases Government take over the problem and the subordinate officer does not get an opportunity to deal with the difficult problem. It is no doubt true that Government can remedy the situation at a later stage, taking up the matter in review or appeal but they do not have the patience to wait. There has been a case in which Government interfered though they had no legal authority. The matter went in appeal to the High Court who said very clearly that Government had no legal authority to interfere in the matter. There have been similar instances when (the Head of the Department) has interfered in cases which are within the jurisdiction of subordinate officers. Generally we resist the tendency to do this. But this aspect is a peculiar feature of our administration and arises mainly due to the political, economic and social background of our State. Unless there is a strong move to correct the tendency on the part of higher authorities to interfere with the exercise of discretion by the lower authorities things may not improve”.

7.6. These comments reveal the size of a problem which cries for immediate solution. We recommend that Government should refuse to interfere in the area of delegated authority; when non-exercise of delegated authority is seen, a serious view of the officer’s conduct should be taken; where such non-exercise is a continuous course of conduct, a finding should be made that the officer is unfit to hold his post, and, after due process under the Rules, he should be removed from the post, and adequate and appropriate disciplinary action should be taken wherever this is called for.

Inspections

7.7. To ensure periodical inspections of offices under their control, O & M Cells have been organised in the offices of all major Heads of Departments. The O & M Wing of the Secretariat has supplied to all Departments a questionnaire for use during detailed inspections of subordinate offices. This relates only to general office procedure; neither the O & M Wing of the Secretariat nor the O & M Cells have devised in the case of many Departments, questionnaires for evaluating
the work done by subordinate offices. This has led to a situation where inspections are largely confined to the examination of the various Registers prescribed under the Manuals governing office procedure. The core of the Department's work—which varies from Department to Department—is often left untouched. We understand that this is mainly because there are no questionnaires to guide the inspecting officers. For example, the Departments of Health Services, and Industries do not have questionnaires relating to the work done by subordinate offices. We recommend that urgent steps should be taken to prepare detailed questionnaires, Department-wise, so that a review of work done in each Department's subordinate offices and its evaluation are possible.

7.8. Scales of inspection to be conducted by officers have been prescribed for all Departments. The prescribed scales must be scrupulously followed. Inspections should be staggered throughout the year, so that adequate time is spent on every inspection. We are informed that there is a tendency on the part of the inspecting officers to put off prescribed inspections till the end of the year and then, hurriedly to finish them. This practice cannot but detract from the usefulness of inspections. We recommend that advance programmes of inspections by officers should be obtained by the next higher level and the progress of inspections watched and reviewed.

7.9. It is noticed that inordinate delay exists in the submission of rectification reports after inspections. This often makes a farce of the very device of inspections and leads to the discovery of the same inadequacies in a subsequent inspection. We recommend that a time limit of one month should be fixed for submission of rectification reports, as also a follow-up inspection, soon after the receipt of the rectification report.

7.10. An inspection register should be maintained in every office so that an inspecting officer can enter any defects brought to light during "cursory inspections" which require immediate attention. The Register will help an inspecting officer to verify during a later visit whether suggestions made by him have been carried out. Some Departments maintain inspection registers of this nature even now; the practice should be adopted by all Departments and offices.
Tours

7.11. We have heard it said by a large number of witnesses that there is a good deal of unnecessary touring—and that too, on an extensive scale—by the officers of Government and that a large part of the touring is purposeless and wasteful. Apart from the fact that this has a demoralising effect on the subordinate officers, it also results in unduly long absences of senior officers from headquarters, which must necessarily entail delay and hurried work to get rid of arrears which accumulate during absence on tour. Our attention has also been drawn to the following features of the present system of touring:

(i) Tour programmes are not carefully planned in advance, and do not ensure that all areas and aspects of the Department’s work get adequate attention.

(ii) The superior authority while approving the tour programme does not critically scrutinise it and make necessary changes.

(iii) Evaluation of the work done during tours is seldom made by the superior authority, and, when made, becomes a mere statistical analysis of tour diaries.

(iv) The same office is frequently visited by several inspecting officers of the same Department or of several Departments (e.g., Block Development Offices); this compels the subordinate officer to spend a disproportionate amount of time, attending on the inspecting officers.

(v) There are more “marches” than “halts”. In most Departments a march-halt ratio has not been fixed; where such ratio has been fixed, it is not often adhered to.

7.12. These defects can be remedied by prescribing a scale of inspections covering every office and institution of each Department, critical scrutiny of tour programmes and detailed reviews of tour diaries and determination of a maximum instead of a minimum number of days for tours except for those to whom Permanent Travelling Allowance is given. Hit and run type of touring should be sternly discouraged and a halt-march ratio should be prescribed for all categories of touring officers. Where, besides the Head of the Department, there are a number
of functional officers in the Head Office with State-wide jurisdiction, their tour programme should be so staggered that an inspecting officer does not visit the same office or institution close on the heels of another.

Departmental Manuals

7.13: Manuals are essential tools in all Departments; it is therefore strange that no concerted action has been taken for the preparation of Departmental Manuals. Several Departments do not have Manuals; e.g., Agriculture, Agricultural Income Tax and Sales Tax, Public Instruction, Health Services, Panchayats, Registration, Industries and Commerce etc. We recommend that no time should be lost in the preparation of Manuals for Departments which do not now have them.

We notice that draft manuals of some Departments have been pending with Government for approval for an unduly long time. These Manuals should be approved and issued without delay.

7.14. The delay in the preparation of Manuals in some Departments has been stated to be due to the non-unification of laws in the component parts of the State. In our view, the preparation of Manuals should not be held over till after the unification of laws and thus delayed further.

Conferences

7.15. Some official witnesses have expressed the view that conferences are seldom useful and result only in waste of time. We believe that the reason for this is that conferences are not being properly conducted. Conferences are desirable because they help to uncover new problems which need attention, to solve existing administrative problems and generally hasten the decision-making process. For a conference to be useful, there should be proper planning. Often, very obvious things are neglected; the right persons may not be invited, the time set would not be convenient for all and even an agenda would not have been prepared and sent to the participants beforehand. We recommend:

(a) that an agenda with as much background material as possible should be prepared and circulated to the participants in advance;
(b) that the convener of the conference while permitting free exchange of opinion should not allow any participant to waste the group's time by talking about irrelevant issues;

(c) that decisions taken at the conference should be recorded and circulated as soon as possible and certainly within a week; and

(d) that such decisions should be considered as authority to take consequential action.

Periodical Reports & Returns

7.16. All Offices in the State have to send a number of periodical returns to higher offices. The number of such returns, we have been told, is constantly on the increase, and consumes a good deal of the time and energy of the staff and officers without any appreciable advantage to anybody. We recommend that Government should instruct all Heads of Departments to scrutinise their lists of periodicals, to weed out obsolete, and unnecessary items, and keep alive only the bare minimum, necessary to watch and review the progress of Plan implementation, receipts, expenditure and personnel administration.

Office Procedure

7.17. The system of office procedure followed in the Secretariat is governed by the instructions contained in the Secretariat Manual. The Police Manual applies to offices in the Police Department, the District Office Manual to revenue offices and the Manual of Office Procedure to other offices. There is also an Office Manual for the Board of Revenue. Though there are five different manuals governing office procedure in the various offices in the State, the fundamental rules of procedure are more or less the same.

7.18. There is a general feeling that the present system of office procedure contributes to delay and is unduly weighted with checks and controls. The system has its merits but it is perhaps more suited for times when office work was not so heavy as it is today and the staff employed was small. It
is often pointed out that under the existing system, about half the time is spent in registering, accounting for and tabulating the work done in the other half. It should be possible to work out a simple system of office procedure, well knit and free from loop-holes—a system that will cut down delays and unproductive work to the minimum. We recommend that the O & M wing of the Secretariat should make an attempt in this direction.

Supervision

7.19. Work in an office cannot be satisfactorily done unless the Head of the office takes a personal interest in it. It is he who should set the tone, both in work and in discipline. In a Government office at the present day, it is seldom that the Head of the office walks round his office and sees the working of the office by personal contact. Invariably when he attends office he disappears into his own private room and does not see what goes on in the office. The lower supervisory staff follow the same practice. In order that work in an office is effectively supervised, it is essential that the supervisory staff, by which we mean, in the Secretariat, Assistant Secretaries, Deputy Secretaries and even Joint Secretaries, and the corresponding authorities in the office of a Head of a Department, should sit with the staff—a procedure which will automatically ensure better work. The justification for the supervisory staff sitting in cubicles or rooms away from the staff is often stated to be the need for privacy for the supervisory staff who may have visitors wishing to discuss with them matters that are confidential in nature. This is true only to a very limited extent. If the staff in an office work silently as they ought to, there can be no difficulty in holding private or confidential conversations even if the supervisory staff sit along with the rest of the staff. It should also be possible to arrange in each office a separate room for private or confidential talk or discussion to which the visitor could be conducted and the officer concerned could sit with him and carry on the conversation. Such practices obtain in large commercial houses and there is no reason why they should not be introduced into Government offices. The Head of the office should have a separate room for himself
but he should come out of his room at least once a day and walk round the office and see how work is being carried on.

Canteens

7.20. Canteens are a source of great temptation for the idle among the clerical staff. In canteens attached to Government offices at any given time may be found a number of clerks ostensibly thirsty and wanting to drink a cup of tea or coffee, but in actual fact assembling there to gossip and waste their and the Government’s time. A practice that is common in many of the Government offices in the United Kingdom—which may be adopted here also—is for a tea or coffee trolley to be brought around to the rooms where the clerks sit, so that each one, if he or she wishes may have a drink of tea or coffee. This should be at a fixed hour of a day. The canteen should be “out of bounds” to the clerks except during meal time if meals are in fact served in the canteen. This would effectively stop the absence of clerks from their seats and from their work on the pretext of getting a cup of tea or coffee. The amount of man hours now being lost in this manner must be very great.

7.21. Every office of any importance should have a Reception Room with a telephone. The person in charge of this room should have a thorough knowledge of the office and should be able to give useful and correct information to a visitor. It is unnecessary to add that he should be always present in his seat, that he should be properly and neatly dressed and that he should treat the visitor with courtesy.

Workload

7.22. There is a strong opinion that the number of “currents” received by a clerk should not be the criterion for assessing his workload, and that this should be moderated by taking into account the nature of their contents also. While this may theoretically be correct, it is difficult to have anything other than a quantitative criterion, and we feel that by and large, the number of “currents” received in an office should constitute as good a yardstick for measuring staff requirements as any other.
7.23. The standard workload fixed for an assistant in the Secretariat is 8 “currents” per day. It appears that no standard workload has been prescribed for other offices. We recommend that, considering the nature of “currents” received in the Departments, the workload for a clerk in the office of a Head of a Department should be fixed as 10 “currents” per clerk per day; for Regional and District offices, it should be 12 “currents” and for a sub-District Office, 15 “currents”.

7.24. If the number of clerks in all offices is fixed on the basis of the above workload, it appears that it would be possible to effect a permanent overall reduction of 5% in the number of clerks, without impairing efficiency. There is also scope for a re-distribution of clerks as between offices under the same Department. Government in consultation with the Heads of Departments should fix the strength of clerks in each office on the basis of the yardsticks for workload recommended above, keeping in view the scope for an overall reduction in the clerical strength of 5%.

7.25. The scale of peons allowed to most offices is found to be liberal. We are of opinion that there should be a sizeable reduction in the number of peons and recommend that in all offices where the strength of peons is five or above, one-fifth of the total strength should be retrenched.

7.26. In some of the subordinate offices, adequate supervisory posts have not been allowed. In the District and subordinate offices of a Department, the present practice is to sanction a post of Head Clerk on Rs. 160-270 in every office where there are more than 15 clerks. In offices where the number of clerks varies from 5 to 15, a supervisory allowance of Rs. 15 is given to the seniormost Upper Division Clerk, who is declared as the Head Clerk. The ratio of the number of supervisory posts to the number of clerical posts varies widely. We consider that to ensure uniformity and to strengthen the supervisory level, a ratio for supervisory ministerial officers vis-a-vis clerks should be fixed for offices other than the Secretariat. In our opinion, the ratio should be 1:8 in the offices of Heads of Departments, 1:10 in Regional Offices and District
offices and 1:12 in the sub-district offices. A ratio has already been fixed for the Secretariat, viz. 1:4. We consider that this is too liberal and recommend that the ratio should be fixed as 1:6.

**Leave Reserve**

7.27. At present there is no provision for leave reserve except in a few isolated cadres. Even in these cases, the leave reserve is not sanctioned on any uniform principle. A leave reserve is necessary for categories in which even short leave vacancies cannot be left unfilled without detriment to work and where filling up of such vacancies takes time. We consider that in the case of such categories which may be determined by Government in consultation with Heads of Departments—it is desirable to have a leave reserve of 5% of the cadre strength and recommend accordingly.

**Leave Rules**

7.28. It has been pointed out in some of the replies received from Heads of Departments that under the present rules governing the grant of earned leave it is possible for persons to take leave for short periods at frequent intervals and that it is not unusual for employees to apply for earned leave even for a day or two after casual leave is exhausted. Apart from the unnecessary work that this involves, in verifying eligibility for leave, sanctioning the leave, calculating leave salary and claiming it separately from pay, considerable dislocation of work is caused in the office as a whole. Hence certain restrictions are called for. At the same time, it is necessary to encourage persons to take leave at intervals of one or two years to recuperate their health. The Andhra Administrative Reforms Committee 1964-65 has recommended that persons who take earned leave should be allowed to surrender an equal period of earned leave, if admissible and get leave allowance for the leave surrendered. A similar provision can be incorporated in the leave rules of the Kerala Government employees, with advantage, prescribing however that this benefit will accrue only to those who take earned leave for a period of not less than one month so as to discourage applications for
short spells of earned leave. We recommend accordingly. It may be pointed out that the proposed change in the leave rules would not cause additional expenditure to Government.

**Record Management**

7.29. There is no lack of instructions regarding the up-keep and maintenance of office records in the Secretariat and other offices. Yet, in many offices, record management has been sorely neglected. Files are sometimes kept open for want of “previous papers” which are eternally being “traced”. It is clear that the greater the difficulty in tracing disposals, the worse the shape of the record room. Some official witnesses have stated that record rooms have been neglected for want of special staff. We are unable to accept this argument since it is the duty of every Head of Office to see that someone on his staff is charged with record management, by a suitable distribution of office work. Wherever there is a Head Clerk, Superintendent or Manager, in an office, proper record management should be his personal responsibility; otherwise, it should be the responsibility of the Head of the office himself. Lack of accommodation is often pleaded as an excuse for the poor shape of record rooms. This argument also lacks force, because lack of space may often be due to the accumulation of records that should have been destroyed under the rules. Existing rules for record management are quite adequate; it is their observance that leaves much to be desired. We recommend that Government should impress on all officers the importance of proper record management.

**Corruption**

7.30. The problem of corruption among civil servants has been engaging the serious and constant attention of the Central Government and the Governments of the States. That the evil exists is not in doubt, but in a very large measure this is merely a reflection of the standard of probity and rectitude among the people as a whole. Where the standard of integrity among the public is low, it is futile to expect that one class of the community, namely, Government servants would be completely free from this vice. Corruption has
existed in all countries and in all times. All this does not, however, mean that no efforts should be made to check or eradicate corruption among Government servants or that such efforts would be fruitless. But it is necessary to view this matter in the right perspective.

7.31. Based on the recommendation of the Santhanam Committee, the Government of Kerala constituted a One-Member Vigilance Commission for the State in 1965. The Commission, which has a status similar to that of the Public Service Commission, has been envisaged as a high level body which maintains administrative vigilance, i.e., the process of keeping watch against corruption and the maintenance of integrity in administration. The Commission's functions are mainly advisory; the Commission is consulted before an enquiry by the Tribunal for Disciplinary Proceedings is ordered by Government and before a prosecution is launched before the Special Judge. All cases referred by Government to the Director of Vigilance Investigation for enquiry and report, are to be routed by the Director through the Commission to Government, whenever he recommends no action or only departmental action as distinct from enquiry by the Tribunal. Government also forward reports of the Tribunal for Disciplinary Proceedings with Government's provisional findings, for the advice of the Commission. The Commission has the power to undertake an enquiry into any transaction in which a public servant is suspected of corrupt practices; it can also call for reports and returns from all Departments and thus exercise a general check and supervision over vigilance and anti-corruption work.

7.32. The Director of Vigilance Investigation is the agency for the Commission in the matter of enquiries; we are informed that suo motu enquiries by the Commission are seldom initiated and that the bulk of the investigations and enquiries conducted by the Director relate to matters referred to him by the Government in the Home Department, as also cases initiated by himself.

7.33. The post of Special Judge and Enquiry Commissioner is held by an officer of the status of a District Judge; as a
Special Judge, he functions under the Criminal Law Amendment Act, 1952 (Central Act XLVI) in trials under the anti-corruption laws; his work as an Enquiry Commissioner (Tribunal) is governed by the Kerala Civil Services (Disciplinary Proceedings Tribunal) Rules, 1960.

7.34. The machinery for anti-corruption work and administration of Vigilance is adequate. We may remark that the Vigilance Commission and the Director of Vigilance Investigation cannot ensure significant results unless the Heads of Departments realise that the fight against corruption has to be incessantly carried on by the Departmental agencies themselves. In 1961 an Administrative Vigilance Organisation was established in all Departments. Vigilance Officers have been nominated in various Departments as also the Secretariat. The Vigilance Officer of the Secretariat functions under the guidance of the Home Secretary and the Vigilance Officers of the Departments under the guidance of the Heads of Departments. We feel that the internal vigilance organisation of the Departments can function more effectively, if Vigilance Officers who are expected to be well acquainted with the Rules governing disciplinary procedure also keep in touch with relevant decisions of Courts.

7.35. We make the following recommendations on the conduct of anti-corruption work to ensure speed and better results:

(a) It should not be necessary, as now, for the Administrative Departments of the Secretariat and for Heads of Department to refer cases for investigation and enquiry to the Director of Vigilance Investigation through the Home Department; they should make such references directly to the Director of Vigilance Investigation. The Director should consult the Head of the Department in cases where he is ordering a *suo motu* enquiry; however, if a difference of opinion arises between the Head of the Department and the Director regarding the need or otherwise for an enquiry, the matter should be referred to the Home Department.

(b) All action against non-gazetted officers in anti-corruption cases should end with the concerned Administrative
Department of the Secretariat; this will give considerable relief to the Home Department which should confine itself to anti-corruption cases against Gazetted Officers.

(c) Government should impress on all Heads of Departments the importance of Vigilance work done by the internal vigilance organisation of the Departments, as otherwise large areas of corruption will be left untouched.

(d) The Government Servants' Conduct Rules should be scrutinised and loopholes should be plugged. To illustrate, Rule 24 of the Conduct Rules does not make it obligatory for a Government servant to report the purchase or sale of movable property of any value, and casts no obligation to report on the acquisition of immovable property for residence anywhere in India, by purchase or gift, if he does not have a house-site. Under the Central Civil Service (Conduct) Rules, as also the All India Services (Conduct) Rules, acquisition of movable property of a value of Rs. 1,000 or more has to be reported and prior sanction has to be obtained even for purchase of house-sites where the deal is not through a reputed dealer. Again, Rule 34 does not take in movable property, eventhough the form for submission of the Property Statement speaks of "investments" also.

Sadachar Samitis

7.36. It had been felt for a considerable period of time that official agencies have not been wholly successful in eradicating corruption and that if non-official bodies of the right type consisting of persons of standing and of good repute were formed, to whom the members of the public who have grievances could have a free access, these could play a useful role in the work relating to the eradication of corruption. The Sadachar Samitis that were established under the auspices of the Home Ministry of the Government of India represent one type of such organisation. These have now been constituted in this State and in every District of the State. They take no notice of anonymous or pseudonymous petitions. Genuine petitions signed by the aggrieved party are forwarded by the Samiti to the Head of the Department concerned for such action as he deems fit. The Head of the Department is requested to
report to the Samiti or to the Head of the Samiti the action taken by him on any petition. On receipt of the report, the Samiti in turn informs the petitioner. The usefulness of such a body from the point of view of the public is that the petition is received direct by the Head of the Samiti and has not to travel through various levels and officials before reaching him. And as the Head of the Samiti is chosen for his qualities as a leading member of the public in whom the public have confidence, Heads of Departments when they receive a communication from such a person would naturally treat it with great respect and accord it the importance that the position and status of the sender deserves. The State Governments have been requested to extend all assistance to these organisations and are doing so. In Kerala State, due in a large measure to the very high respect with which the present head of the Samiti is regarded by the public, the organisation has on the whole been able to exert a great influence in the direction of affording assistance to aggrieved members of the public and also assisting the Government in their efforts to eradicate corruption.

Public Relations

7.37. Public relations work in the State is in the charge of a Director who works under the Secretary, Public Department; this officer has been given ex-officio status as Deputy Secretary to Government. His field organisation consists of eight District Information Officers, who function largely or solely as Information Officers.

7.38. The Committee had the benefit of discussions with the Director of Public Relations of the State. These discussions reveal that while public relations work at the seat of Government is being carried on fairly satisfactorily, there is considerable scope for improvement at the village and even at the District level. The Director admitted that public relations work has not so far made any great impact on the rural population and that there is lack of co-ordination among the various agencies of Government that are entrusted with the work at the District level and at the village. The Director was of the view that it would be an improvement and a step in the
right direction if Public Relations Officers of appropriate status were attached to each Block and that publicity in the Blocks controlled and directed by these officers. We are of the view that there is no need to create any separate cadre of Block-level Public Relations Officers; work at that level should be done by Extension Officers for Panchayats.

7.39. We understand that at present, the Director of Public Relations issues two monthly magazines. When questioned about their utility and popularity, the Director confessed that there was a great deal that required improvement. Government should carefully examine whether these magazines serve any useful purpose.

7.40. Public relations work, to be successful, has in many cases, to be anticipatory in character. The Director admitted that it was a defect in the existing organisation that hardly any anticipatory work was done by the Public Relations Organisation. If Government are not to be taken by surprise by events, it is necessary that the Public Relations Department should be always looking ahead and studying possible developments or effects of Government's policy. This would enable the Government not merely to be apprised of coming events or situations, but also enable them to make plans for meeting various contingencies. An intelligent forecast by the Director of Public Relations will be an invaluable asset.

7.41. The Committee feel that there is need for proper training of Public Relations Officers (Information Officers). Government should take early steps to ensure that training is given to them.
CHAPTER VIII

ECONOMY AND FINANCIAL CONTROL

8.1. We have been asked to "formulate the steps necessary for achieving the maximum economy compatible with security, efficiency and the paramount needs of planned development of the State". The search for economy in Government expenditure has been going on for some time now. Since the declaration of National Emergency in 1962, various ad hoc measures have been taken by the State Government to keep down expenditure without slackening the pace of defence and development efforts. The growing obligations of the Government and the paucity of resources have forced Government to impose on itself some measure of financial discipline.

*Increase in administrative expenditure*

8.2. With the implementation of the Five Year Plans, there has been a phenomenal increase in the expenditure of Government. Year after year, increasingly large outlays are provided for various schemes aimed at social and economic development. During the Fourth Plan period, the demands on the State Exchequer are bound to grow still further. The need for avoiding all infructuous and wasteful expenditure is therefore greater than ever before.

8.3. While answering the questionnaire issued by this Committee the following views have been expressed by several members of the public on administrative expenditure:

(i) The non-Plan expenditure of the State Government has increased disproportionately.
(ii) The bulk of the revenues is spent on salaries and allowances of Government employees.

(iii) The funds available for development being limited, non-Plan expenditure should be slashed considerably so as to release more resources for developmental activities.

Non-Plan Expenditure

8.4. The criticism against "non-Plan" expenditure arises mainly from the belief in the minds of the public that it is of a non-developmental nature and is not productive from the nation-building point of view. This is not a correct view, because "non-Plan" expenditure is not synonymous with "non-developmental" expenditure. The Plan expenditure of an year represents the outlay on specified schemes included in the Five Year Plan. On the completion of a Plan, the State has to incur maintenance expenditure on completed Plan Schemes. Such expenditure is booked under non-Plan heads of account. Inevitably, with the conclusion of each Five Year Plan, "non-Plan" expenditure rises because the maintenance expenditure on completed schemes during the Plan period has to be met.
The following table shows the increase in the non-Plan expenditure of the State Government from 1962-63 to 1966-67 under broad categories:

**Table showing increase in non-Plan expenditure**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Tax collection expenses</strong></td>
<td>202</td>
<td>203 (0.5)</td>
<td>216 (6.4)</td>
<td>238 (10.6)</td>
<td>284 (19.3)</td>
</tr>
<tr>
<td><strong>Debt services</strong></td>
<td>491</td>
<td>576 (17.3)</td>
<td>655 (13.7)</td>
<td>838 (28.0)</td>
<td>1092 (29.8)</td>
</tr>
<tr>
<td><strong>Civil administration</strong></td>
<td>727</td>
<td>674 (—7.3)</td>
<td>705 (4.6)</td>
<td>784 (11.2)</td>
<td>881 (12.4)</td>
</tr>
<tr>
<td><strong>Miscellaneous non-development expenditure</strong></td>
<td>396</td>
<td>454 (14.7)</td>
<td>406 (—10.6)</td>
<td>456 (12.3)</td>
<td>559 (22.6)</td>
</tr>
<tr>
<td><strong>Social and Developmental services not included in Plan</strong></td>
<td>3243*</td>
<td>3217*(—0.09)</td>
<td>3433*(6.7)</td>
<td>3742 (9.0)</td>
<td>5370 (43.4)</td>
</tr>
<tr>
<td><strong>Total (non-Plan expenditure)</strong></td>
<td>5064</td>
<td>5124 (1.2)</td>
<td>5415 (5.7)</td>
<td>6058 (11.9)</td>
<td>8186 (35.1)</td>
</tr>
</tbody>
</table>

* Excludes expenditure on Road and Water Transport Schemes and Government Commercial concerns which is not included in the figures for subsequent years.
Figures in brackets indicate the percentage of increase.
Source: State Government's Budget Documents.
8.5. The increase in non-Plan expenditure year by year, as borne out by the above figures cannot be considered excessive, except perhaps in 1966-67. The increase in 1966-67 is due to two reasons—(a) the significant addition by way of maintenance expenditure on completed Third Plan Schemes and (b) the revision of salaries and dearness allowance of staff. As has been mentioned earlier, the level of services attained at the end of every Five Year Plan has necessarily to be continued in the succeeding years and a step up in non-Plan expenditure becomes inevitable. Thus, in 1966-67, the first year of the Fourth Plan, out of a total estimated non-Plan expenditure of Rs. 81.86 crores, Rs. 53.70 crores (which is about 65% of the total) is to be spent on social and developmental expenditure—on schools, hospitals, public works of a minor nature and other schemes of public utility. The criticism that non-Plan expenditure has increased disproportionately therefore lacks substance and arises from ignorance in the public mind of the items that comprise non-Plan expenditure.

Expenditure on staff

8.6. The criticism that the expenditure on salaries and allowances of Government employees is very high is made, often forgetting the fact that unlike in most other States, the salaries of private school staff are fully paid directly by the Government in Kerala and that this constitutes a very big chunk of expenditure. Including the salaries paid to private school staff, expenditure on salaries and allowances comes to 50.8% of the State's revenues. The expenditure anticipated under salaries of private school staff in 1966-67 is Rs. 15.75 crores which is 15.3% of the State's revenues. Salaries of the regular Government employees add up to Rs. 36.64 crores which is 35.5% of the State's revenues. The majority of Government employees are employed on social and developmental activities like education, medical and public health services, agriculture, public works etc. Our State spends a much higher proportion of expenditure for social and developmental services than many other States. The employment of staff in large numbers is inevitable under these circumstances. This explains the apparently high percentage of expenditure
on the salary and allowances of Government employees in this State. In this connection, it is also relevant to mention that expenditure on staff employed on civil administration (General Administration, Administration of Justice, Jails, Police and Miscellaneous Departments) comes to only Rs. 8.04 crores.

*Economy*

8.7. However, we find that it is possible to effect some economy in administrative expenditure and in Part II of the Report we have proposed changes in the organisation and staffing of a number of Departments, with a view to effecting some measure of economy consistent with efficiency.

8.8. For the implementation of the State's Fourth Plan which has an outlay higher than the Third Plan by 70 per cent, it may become necessary to appoint additional staff in a number of Departments. We suggest that a very critical scrutiny should be made of the proposals for additional staff in the context of the Fourth Plan so as to avoid unnecessary proliferation.

8.9. There is a tendency to judge the efficiency of a Department by its ability to spend the last rupee allotted to it. Any lapse or surrender of funds is treated as a pointer to the Department's inefficiency. This leads to undue emphasis on the fulfilment of financial targets. In the anxiety to spend the allotted funds, considerations of economy and financial prudence are not always given due importance. We consider that systematic attempts should be made to evaluate performance and to find out whether the results produced have been commensurate with the expenditure incurred. A proper emphasis on the achievement of physical targets and a periodical performance-assessment alone can bring to light areas of wasteful and infructuous expenditure.

8.10. Economy calls for a review of Government expenditure in all its aspects. There are many fields where the application of stricter standards will result in savings; in the succeeding paragraphs we have attempted to indicate the areas where there is scope for some economy.
Travelling allowance

8.11. The expenditure on Travelling Allowance during the last few years is as follows:

(Rs. in crores)

<table>
<thead>
<tr>
<th>Year</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961-62</td>
<td>1.2</td>
</tr>
<tr>
<td>1962-63</td>
<td>1.4</td>
</tr>
<tr>
<td>1963-64</td>
<td>1.5</td>
</tr>
<tr>
<td>1964-65</td>
<td>1.7</td>
</tr>
<tr>
<td>1965-66 (Revised estimate)</td>
<td>1.5</td>
</tr>
<tr>
<td>1966-67 (Budget estimate)</td>
<td>1.6</td>
</tr>
</tbody>
</table>

Several orders have been issued in the recent past to regulate touring and restrict the expenditure on T.A. There is, however, a general impression among the public that there is a lot of unnecessary touring and that there is scope for further reduction of expenditure on T.A. In the previous Chapter we have adverted to the need for careful planning of tours so that they are effective and purposeful; we have also made some incidental suggestions to regulate tours. There is bound to be some economy in expenditure if these suggestions are accepted.

8.12. In the Government Order No. (P) 227|Fin. Econ. dated 2-5-1963, it has been stated that Permanent Travelling Allowance should be fixed for all touring officers, whose jurisdiction is less than a revenue district, drawing a pay below Rs. 500. There are still several officers for whom Permanent Travelling Allowance has not been fixed e.g., Rangers, Circle Inspectors of Police, etc. We recommend that Permanent Travelling Allowance should be fixed for all of them taking into account their jurisdiction, scale of pay, the prescribed number of days of tour and the availability of Government vehicles.

8.13. There is a provision in the Travelling Allowance rules that when two or more officers travel together, sharing the hire charges of the conveyance used, each of them may draw
Travelling Allowance as if he travelled alone. We are unable to find any justification for this manifestly liberal provision. We recommend that this provision should be deleted.

Custody of Stores

8.14. Each Department should realistically assess its requirements of stores and equipments and place orders only for quantities which will be utilised within a reasonable time. Instances where stores have been kept unutilised for a considerable length of time are not rare. There have also been cases where loss has been caused by the clodding of cement in the possession of the Public Works Department during storage and transit. Large quantities of iron materials kept in the Public Works Department Stores have not been issued for several years. The Sub Store of the Public Works Department at Ernakulam is a case in point.

The following stock is being held there for four to six years.

<table>
<thead>
<tr>
<th>Item</th>
<th>Size (mm)</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>M. S. Rods</td>
<td>33</td>
<td>389 tonnes</td>
</tr>
<tr>
<td>Do.</td>
<td>40</td>
<td>1160 tonnes</td>
</tr>
<tr>
<td>Hexagonal rods</td>
<td></td>
<td>18743 kg</td>
</tr>
<tr>
<td>H. T. Steel wire</td>
<td></td>
<td>357 tonnes</td>
</tr>
<tr>
<td>M. S. Angles</td>
<td></td>
<td>116 tonnes</td>
</tr>
</tbody>
</table>

Iron materials are stocked there in the open yard, exposed to sun and rain. Several iron materials lie partly buried in the earth. The iron rods have got rusted and are disintegrating. It is gathered that for the last six years 1160 tonnes of 40 mm size M.S. rods have been lying in the open yard. There is a godown where costlier imported materials are kept. The roof of the godown has collapsed and does not afford any protection to the materials inside. And to cap it all, there has been no physical verification of stock in the Store ever since its formation. This Sub Store is a telling example of how loss to Government can be caused by stocking materials too much in advance of requirements and then, neglecting its upkeep.
8.15. In the Department of Public Instruction, equipments and materials worth several lakhs of rupees purchased for diversified courses of studies and for teaching craft were kept unutilised. No action was taken to dispose them off. The Special Officer for Economy Measures (1963) discovered this stock and recommended that they should be transferred to Departments like the Department of Technical Education which required them.

8.16. We are constrained to conclude that the Departmental officers do not exercise proper control and regulate their purchases with reference to the stock position and the actual requirements. Prompt action should be taken to dispose of all items which are found to be of no use.

8.17. We find that the Public Accounts Committee (1965-66) of the Lok Sabha has observed as follows:—

"The Committee would like to reiterate the recommendation contained in Section 4, item (ii) (page 34) of the Kerala Public Accounts Committee's 1st Report (1963-64) that Government should appoint only technically qualified hands to be in charge of Stores and also arrange surprise inspections of the various Departmental Stores being conducted by a separate body of special staff under the Finance Department and review the work periodically." We hope that this recommendation would be acted upon and that proper arrangements would be made for periodical stock verification as well as for surprise checks.

Government Vehicles

8.18. In several departments vehicles have been provided to officers at the State, District and Block levels for the speedy implementation of Plan Schemes and for the quick transaction of Government business. A general complaint exists that there is large scale misuse of departmental vehicles. Some members of the public have even expressed the view that vehicles supplied to Government Officers should be withdrawn. We feel that this is an extreme view. It is admitted on all hands that with
the advent of the Plan, the volume of work in most Departments has grown and has become varied. The need for thorough field inspections and contact with the public has been repeatedly emphasised. It is obvious that the provision of vehicles to officers makes for speedier rendering of services to the community. We are of the opinion that all development departments, regulatory and law enforcement departments and revenue earning departments require vehicles, to ensure efficient performance. However, there is need to prevent the misuse of vehicles and to maximise their utility. We recommend action on the following lines:

(i) The vehicles allotted to individual departments concerned with agricultural production at the district level should be treated as a common pool under the District Collector who should release vehicles to individual officers, as and when required.

(ii) The log books of vehicles show the details of the trips made as also the quantity of petrol and oil used. No care is now taken to find out whether the distance covered per unit of petrol is the maximum that the vehicle can give. It should be the responsibility of one officer in each district, preferably an officer of the Motor Vehicles Department, to inspect the log books and to verify the petrol consumption with reference to the mileage covered. It should also be laid down that the Controlling Officers who countersign T.A. bills should occasionally check the log books with the tour diaries of the officers using the vehicles.

(iii) Proper attention should be bestowed on the maintenance and timely repairs of vehicles. There should be arrangements for a systematic check up of the condition of the vehicles in each district. The necessary staff required for this purpose should be sanctioned for the Motor Vehicles Department.

(iv) Vehicles which are old and unserviceable should immediately be condemned and auctioned. It will be uneconomic to repair such vehicles and to keep them on the road.
Grants and Subsidies

8.19. The provision in the budget for 1966-67 for grants and subsidies for various purposes comes to Rs. 3.87 crores. The break up of this amount under broad categories is given below:

<table>
<thead>
<tr>
<th>Description</th>
<th>Rs. in lakhs</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) Educational purposes (excluding teaching grant to private schools)</td>
<td>172</td>
</tr>
<tr>
<td>(ii) Harijan Welfare</td>
<td>13</td>
</tr>
<tr>
<td>(iii) Social Welfare (Orphanages, Beggar Homes etc.)</td>
<td>16</td>
</tr>
<tr>
<td>(iv) Libraries</td>
<td>13</td>
</tr>
<tr>
<td>(v) Cultural &amp; Sports activities</td>
<td>7</td>
</tr>
<tr>
<td>(vi) Medical &amp; Health purposes</td>
<td>13</td>
</tr>
<tr>
<td>(vii) Agricultural purposes</td>
<td>37</td>
</tr>
<tr>
<td>(viii) Industrial purposes</td>
<td>26</td>
</tr>
<tr>
<td>(ix) Co-operative Societies</td>
<td>16</td>
</tr>
<tr>
<td>(x) Local Bodies (Municipalities and Panchayats)</td>
<td>70</td>
</tr>
<tr>
<td>(xi) Miscellaneous</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>387</strong></td>
</tr>
</tbody>
</table>

8.20. While examining the schemes for Grant-in-aid, two factors are relevant viz., whether clear rules have been laid down to regulate the payment of grant and whether there are satisfactory arrangements to ensure the proper utilisation of the grants. We find that for most schemes rules have been issued. But it cannot be said that utilisation of grants is verified promptly in all cases. There are a large number of institutions receiving grant and the audit of their accounts is in many cases delayed. In the case of subsidies and grants paid to individuals for stimulating activities in certain directions, the officer disbursing the grant should be made responsible to ensure the proper utilisation of the amount by the grantee.

8.21. Grant-in-aid schemes should be subjected to review at periodic intervals with a view to ascertaining the need for their continuance. While in a Welfare State, Social Welfare and
Social Security are the obligations of Government, schemes that have outlived their utility have to be stopped. It is also necessary to ensure that expenditure by way of grants and subsidies does not get out of hand, cutting into the limited resources available for development.

8.22. In the answers to the questionnaire issued by the Committee, the following specific instances where schemes of grant-in-aid lead to abuse have been pointed out.

(i) Grant to Colleges:

The teaching grant payable to the Private Colleges is fixed at 60 per cent of the excess of approved expenditure over the income. The income of the college is worked out on the basis of the tuition fee at standard rates realised from the students on the roll on 15th July of the previous year. As the fee received from students admitted after 15th of July is not taken into account, some Managements make admissions in large numbers after this date. Thus a part of the income is not taken into account while assessing the deficit. It is necessary that this loophole is effectively plugged. Either the tuition fee actually collected by the College in the previous year should be taken into account or the income of the College should be computed on the basis of the strength of students on the rolls on a much later date, after which admissions will normally not be made.

(ii) Maintenance of Grant to Private Schools:

Maintenance grant is now given to private schools on the basis of the number of students. The rate of the grant is Rs. 2.25 per capita for primary schools, Rs. 3.50 per capita for high schools and Rs. 6 for training schools. The Special Officer for Economy Measures 1963, had pointed out that these rates are liberal compared to the actual expenditure incurred for maintenance and upkeep of Government schools and had suggested that a reduction in the rates should be made. The Education Department of Secretariat has also stated that the maintenance grant paid to private schools is much higher than what is spent on Government schools. There are complaints that the Managers do not utilise the entire grant for the upkeep of the schools. The Director of Public Instruction himself
has reported in one of his letters to Government that "it is a constant complaint that the managements do not make proper use of the maintenance grant." According to him, it may be necessary to tighten up the control over the use of the maintenance grant; but it may not be wise to reduce the maintenance grant because the managements seem to be inclined not to spend any of their own funds for the maintenance of the schools. It is feared that any reduction in the grant may lead to a further neglect of the schools. Obviously, this is an extraordinary situation which calls for an extraordinary remedy. Government may consider, whether the maintenance of schools may not be directly undertaken by the department as in the case of Government schools, instead of paying grant to the management. Such a system even if it might lead to a slight increase in cost is well worth a trial because it has the merit of ensuring proper maintenance of schools.

(iii) Grants to Loka Karya Kshetras:

Doubts have been expressed about the usefulness of Loka Karya Kshetras. These institutions are at present doing only such services like purchase of books for libraries, providing equipments for Arts Clubs etc. There are other agencies to render these services. Proper accounts are not maintained of the grants paid to these institutions. We find that the organisation of Loka Karya Kshetras is a Plan scheme. However, in the light of the criticism made against them, Government should examine whether they deserve any financial assistance.

Financial Control

$23. The Budget is the instrument of control of the State's finances. It is an estimate of the resources available and of the expenditure on various services and activities proposed to be undertaken in a year. It defines the objects on which moneys may be spent and prescribes limits for the expenditure. It is thus the basis for orderly financial administration. The manner in which the budget is prepared therefore assumes importance. Defective and unrealistic budgeting may upset all calculations and render effective control over the finances well-nigh impossible.
8.24. The procedure for the preparation of the budget has been systematised over the years. Full details of the schemes of expenditure and the anticipated receipts are prepared by the concerned Heads of Departments and are scrutinised carefully by the Finance Department which makes suitable modifications before Budget Estimates are compiled. One reason why the estimates go awry is the inclusion of schemes for which full details have not been worked out. This happens particularly in the case of new non-Plan schemes which are brought forward in incomplete shape at the last minute. Only lump sum amounts can be provided for such schemes. There are also cases of Plan schemes included without sufficient details. The hasty manner in which these half-baked schemes are pushed in shows an anxiety to include some provision for them lest they should be put off on the plea of lack of provision. There is apparently no justification for such anxiety since, whenever unforeseen contingencies arise, the Government does not hesitate to secure supplementary appropriations.

Though instructions have been issued time and again against the inclusion of lump-sum provisions in the budget, a perusal of any year's budget will disclose a number of such cases. There are also instances of public works (e.g. road works) being provided for, before the detailed estimates are drawn up. In these circumstances it will be difficult to regulate expenditure according to the budget estimates. We suggest that the formulation and examination of new schemes, whether they are Plan schemes or not, should begin sufficiently early so that by the time they are considered for inclusion in the budget, they have been fully processed and cleared by the Finance Department also. Schemes which cannot be subjected to such a detailed scrutiny should be deferred to a later year.

8.25. Besides enabling a more realistic framing of the budget estimates, the pre-budget scrutiny of schemes will lead to speed in their implementation. Once a scheme is provided for in the budget after detailed scrutiny, financial concurrence can be assumed to have been given and sanction can be given in such cases by the Administrative Department on the strength of the budget provision. Thus no time will be lost in going ahead with the schemes.
8.26. When the budget is passed and the appropriations are placed at the disposal of the departmental officers it becomes their responsibility to incur expenditure in conformity with these budget estimates. Should new needs arise, there is provision to seek additional funds or divert funds from one head to another. If savings are anticipated under any grant they should be surrendered before the year is over. Thus it should be possible to avoid variations between the final grant and the expenditure. But the following table showing the excess over the grants during the last few years tells a different story:

<table>
<thead>
<tr>
<th>Year</th>
<th>Voted</th>
<th></th>
<th>Charged</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of cases</td>
<td>Amount (Rs. in lakhs)</td>
<td>No. of cases</td>
<td>Amount (Rs. in lakhs)</td>
</tr>
<tr>
<td>1960-61</td>
<td>8</td>
<td>133</td>
<td>7</td>
<td>65</td>
</tr>
<tr>
<td>1961-62</td>
<td>11</td>
<td>140</td>
<td>2</td>
<td>Negligible</td>
</tr>
<tr>
<td>1962-63</td>
<td>9</td>
<td>127</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>1963-64</td>
<td>9</td>
<td>193</td>
<td>9</td>
<td>18</td>
</tr>
</tbody>
</table>

8.27. Reviewing the position, the Public Accounts Committee (1965-66) of the Lok Sabha has observed as follows:

"The Committee find that excess occurred in several cases due to laxity of financial control and loose budgeting. The Committee feel, therefore, that a greater degree of financial control and accuracy in budgeting are called for . . . . . . . . . . . . . . ." We find that detailed instructions have been issued by Government from time to time to the Controlling Authorities about the manner in which the progress of expenditure should be watched and timely action taken when the need for additional funds is felt. These instructions should be followed up by suitable administrative action.

8.28. Departmental officers subordinate to the Chief Controlling authority sometimes experience difficulty because funds are not placed at their disposal by the latter in time. As soon as the Appropriation Act is passed, the Chief Controlling Authority should distribute the appropriations; but this is not always done in time. As is well known, unless funds are released in time it will not be possible to regulate expenditure. The difficulty will be felt in a greater measure if any delay occurs in
distributing funds obtained by supplementary grants towards the end of the financial year; it would not then be possible to incur the expenditure. There have been instances where funds got by supplementary grants have been allowed to lapse.

8.29. Control of expenditure does not merely mean keeping the expenditure within certain limits. There is a more important aspect to it, namely ensuring an even flow of expenditure throughout the year. At present the tempo of expenditure is very slack in the early part of the year; it gains momentum as the year progresses and in the closing months of the year, there is an unprecedented rush of expenditure attributable partly to an anxiety on the part of the Departmental Officers to prevent lapse of funds. Effective control of expenditure is extremely difficult under such conditions. Here again, there have been repeated instructions to avoid the rush of expenditure in March; yet no real improvement in this pattern is visible.

It is relevant in this connection to consider the question of changing the financial year to suit the working season in the State. The Kerala Administrative Reforms Committee, 1958 had made a valid suggestion in this matter. The relevant portion of the Report is reproduced below:

"It was represented to the Committee that the system of having the financial year from 1st April to 31st March is very inconvenient from the point of view of expenditure and allotments. The working season in the monsoon conditions of Kerala ranges from October to June. The months of April and May which follow the sanction of grants are now devoted to the distribution of funds and other preliminaries though they are eminently suitable for execution of works. The suggestion has therefore been made that the financial year should close within a natural working season so that the monsoon months may be utilised for distribution of allotments, obtaining sanctions, finalising contracts etc. We agree with this view and suggest that the question of changing the financial year from 1st of July to 30th of June may be considered in consultation with the Government of India."
8.30. The Administrative Reforms Committee of the Government of Maharashtra in an interim Report of May, 1965 coming to the same conclusion, has stated: "There is however a more important reason for the rush of expenditure generally noticed during the closing months of the financial year; that is the unsuitability of the present financial year in the context of the availability of active working seasons. . . . . . . . . The Committee is aware that the question of change in the financial year has been considered several times in the past by the Government of India but no change has been made. . . . . . . . . The Committee, however, considers that a financial year beginning from 1st July would be more appropriate to the requirements of the State and the country as a whole. As this is a national issue the Committee recommends that it should be taken up with the Government of India."

We suggest that this question should be taken up with the Government of India.

8.31. In recent years loans and advances are being issued to a large number of individuals for various purposes. The disbursing authorities are expected to maintain regular and up to date accounts of loans and their recoveries. Adequate attention has not, however, been bestowed on this work in the past and proper arrangements do not exist, in many of the offices to keep track of the recovery of loans. Timely steps have not also been taken in all cases to recover dues which have fallen into arrears. Quite recently efforts are being made to set matters right; the Inspection Wing of the Finance Department is going round the offices giving necessary guidance to the staff in the matter. We suggest that these efforts should be kept up till the position is normalised and the arrangements made in this regard get stabilised. The disbursing authorities should be made squarely responsible for watching recoveries and taking prompt action against defaulters. The Heads of Departments should by means of monthly D.C.B. statements, exercise close watch over the position; Government may obtain quarterly D.C.B. statements from the Heads of Departments for the same purpose.
8.32. Financial control should comprise internal audit of receipts also. The Departmental officers are responsible for the timely collection and proper accounting of revenues and other receipts accruing to Government. No audit is now done in respect of receipts other than sales tax revenue. Government should consider the setting up of a special machinery in revenue earning departments for the audit of receipts, in the form of internal audit wings.

8.33. We are informed that even after a Plan scheme gets included in the budget, references have often to be made to the Secretariat and to the Finance Department of the Secretariat to get individual sanctions for the various components of the scheme like appointment of staff, construction of buildings, acquisition of land and purchase of equipment. Any delay during this process is bound to affect the speedy execution of the Plan scheme. The best method of avoiding such a situation is, to formulate full details of the scheme sufficiently early so that a thorough pre-budget scrutiny is possible. We are informed that this is not always possible. We recommend that in order to minimise delay in the implementation of urgent Plan schemes, Heads of Departments should be given freedom to sanction any individual scheme within the approved programme, the cost of which does not exceed Rupees one lakh and which does not involve appointment of staff borne on regular establishment.

8.34. Another point that has been brought to our notice is that the salaries of Gazetted Officers are now drawn only on the basis of authorisations issued by the Accountant General. We are informed that officers are put to difficulties in getting the authorisations in time due to various reasons. If the salaries of 1,71,000 Non-Gazetted Officers can be drawn without specific authorisation by the Accountant General, there is no special reason why the salary of about 7,000 Gazetted Officers alone should be allowed to be drawn only on the issue of pay slips by the Accountant General. We suggest that Gazetted Officers should be authorised to draw their salaries based on orders of Government fixing the salaries etc., on the clear understanding that they will be held personally responsible for any over-drawals.
8.35. Economy is only one aspect of financial control; adherence to rules prescribed by Government is as important as getting full value for the money spent. There is a strong criticism that the rules in the financial and account codes are outmoded and unsuitable for the present day conditions. Though the basic principles enshrined in these codes are sound, the need for adapting them to suit present day requirements has to be recognised. We have not been able to make a detailed study of the Codes and hence cannot suggest a new blue-print. We consider that this is an important matter which should be looked into by Government.
SUMMARY OF RECOMMENDATIONS
SUMMARY OF RECOMMENDATIONS

Recommendations. Para number of Committee's Report (Part I)

PANCHAYATS

1. The following considerations should weigh with Government in the context of introduction of Panchayati Raj:
   
   (a) The lowest unit of administration should be the Panchayat, identical with a Revenue Village
   
   (b) The Panchayat should have well-defined functions and adequate resources to discharge them
   
   (c) Panchayats should link up with the sub-district unit, which should take in a whole number of Panchayats
   
   (d) The democratic body at the sub-district level should have real powers
   
   (e) The nature of the democratic body at the district level should be decided on pragmatic rather than on theoretical grounds

2. A fresh delimitation of Panchayats to make them co-terminous with existing revenue villages is not desirable, since delimitation of Panchayats has been completed only recently

3. There is no need to accept the existing Panchayats as units of resurvey; the unit should be one, that is most convenient from the technical
Recommendations.

Para number of Committee’s Report (Part I)

angle; if the size of a Panchayat has to be altered in future, the portion added on or taken away should be a whole number of the unit of re-survey 2.14

4. All existing Panchayats as also the Municipal and Corporation areas should be notified as Revenue Villages 2.15

5. The Guruvayoor Township should be deemed as part of the nearest village for general administrative and revenue purposes; for functions of local self-government it should retain its status as a Township 2.15

6. There is no need to integrate the village staff and the Panchayat staff in the proposed set-up 2.16

7. The village and Panchayat Offices in the new unit should be housed in the same building 2.16

8. The revenues of the Panchayat should be collected by the Panchayat’s collection staff; the Village Officer should collect land revenue and other dues to Government as at present 2.16

9. Panchayats may utilise the services of Village Officers for the collection of their own revenues under Section 75 of the Kerala Panchayats Act, 1960 2.16

10. Collectors have to be brought squarely into the picture of Panchayat administration 2.17

11. All District Collectors should be notified as Directors of Panchayats in their respective Districts 2.17

12. All Revenue Divisional Officers should be notified as Deputy Directors of Panchayats in their respective Divisions 2.17

13. The Directorate of Panchayats and its regional offices should be abolished 2.17
14. The District Panchayat Officers and subordinate staff should continue in their present form

15. District Panchayat Officers should function as Personal Assistants to the Collectors in the Panchayati Raj wing which should be organised in all Collectorates

16. The Directorate of Municipalities should be abolished and District Collectors should be notified as Directors of Municipalities in their respective Districts

17. The staff of the Directorate and the regional offices of the Department of Panchayats and the staff of the Directorate of Municipalities should be distributed among the Collectorates

18. Panchayats and Municipalities should be administered by the Agriculture and Rural Development Department at the Government level

19. All mandatory functions under Section 57(1) of the Act should be undertaken by the Panchayats; the mandatory functions under Section 57(1) should not be abridged

20. The list of discretionary functions in Appendix III should be notified immediately as mandatory.

21. Wherever such discretionary functions are now being discharged by departmental agencies, the necessary departmental funds should be made over to Panchayats and the concerned departmental officers made functionally responsible to the Panchayats

22. In the circumstances that exist in the State at present, it would not be wise to entrust primary education to the Panchayats
23. Government should go slow in the matter of entrustment of agency functions to the Panchayats.

24. Effective functional committees should be constituted in the Panchayats and the services of retired officials, technical men etc., should be utilised for the purpose.

25. If Panchayats should become effective units of local self-government their resources should be adequately built up.

26. Basic tax collected from all Panchayat areas should be treated as a common pool and distributed among Panchayats as follows:

(a) Grant towards meeting a part of the establishment charges should be given to all Third Grade Panchayats subject to the following:

(i) the staff engaged should conform to the pattern approved by Government

(ii) the payment should be limited to the amount by which actual expenditure on establishment charges exceeds 25 per cent of the annual income of the Panchayat (excluding grants, loans and contributions)

(b) Grants should be given to Panchayats whose total annual income (including the establishment grant) is below Rs. 20,000, the quantum of grant being the difference between the total annual income and Rs. 20,000

(c) The remainder of the basic tax should be distributed to all Panchayats on the basis of population, a suitable per capita rate being determined for this purpose.
Recommendations.

27. Section 67 of the Panchayats Act, 1960 should be suitably amended for the disbursement of grants to Panchayats on the above basis. When basic tax is made over to Panchayats, the payment of grants, ad hoc, should cease

28. Transfer of departmental funds to Panchayats for the performance of departmental functions should be outside the basic tax grants

29. Surcharge on stamp duty should continue to be a source of revenue for Panchayats

30. The collection of their own revenues by Panchayats is not quite satisfactory; as a mechanism to improve the collection of Panchayat revenues, Government may prescribe suitable provisions to withhold part of the admissible basic tax grant, if the Panchayat’s collection of its own revenues falls below 75% of the demand

31. The collection of Panchayat revenues should be constantly watched and systematically reviewed by the Revenue Divisional Officers and the District Collectors

TALUK SAMITIS & ZILLA PARISHADS

32. For the successful introduction of Panchayati Raj, the unit of general administration and development at the intermediate level should be one and the same

33. Blocks and Taluks should be integrated, care being taken to ensure that the agency for development is retained and the size of the unit is manageable
Recommendations.

34. The following principles should be kept in view while effecting the integration of Blocks and Taluks:
   
   (a) A unit should take in a whole number of Panchayats
   
   (b) A unit should comprise 10 to 15 Panchayats
   
   (c) The population in a unit should generally range from 1½ to 2½ lakhs, save in exceptional cases where rigid adherence to this size would not be practicable

   It should be possible to peg the number of integrated units at 70 to 80 as suggested in Appendix IV

35. The integrated unit should be called a “Taluk” and the officer in charge of the unit should be called a “Tahsildar”

36. Eventhough the same officer will be responsible for general administration and development in the new unit, the existing machinery for the discharge of these functions should be kept largely intact

37. The office of the new unit should have two wings—a general wing and a development wing

38. In the general wing, the Tahsildar should be assisted by the Deputy Tahsildar and in the development wing by the Panchayat Extension Officer

39. In the new unit, there is need only for one Extension Officer for subjects other than agriculture and co-operation
40. Depending on the area under cultivation a new unit may require more than one Extension Officer for agriculture; in the same way, depending on the number of Co-operative Societies and the volume of statutory work a new unit may require more than one Extension Officer for Co-operation.

41. The full strength of Gram Sevaks and other field staff now in position in all the Blocks should be retained and suitably deployed in the new units.

42. All Block Development Officers who have been confirmed should be integrated with the category of Tahsildars; others should revert to their parent departments.

43. Block Development Officers should be given intensive training in revenue work for six months and similarly, Tahsildars who have not worked as Block Development Officers should be given training in Community Development and Extension.

44. The stage has been reached when development work in the Blocks should be transferred to a democratic body with the power to plan and to implement projects of local development at the sub-district level; this body should be called a Taluk Samiti.

45. The Taluk Samitis should prepare and sanction their own budget and should be able to formulate schemes and determine priorities for the implementation of the schemes.

46. Community Development funds and Plan and non-Plan funds for the local sector of the State Plan, available for the Taluk Samitis should
Recommendations.

be indicated in the State Budget, taluk-wise and communicated to the Taluk Samitis as soon as the State Budget is finalised

47. The Collector should be empowered to cancel resolutions passed by Taluk Samitis which do not conform to law or are in excess of the powers conferred or whose execution will endanger human life, public health, public safety etc.

48. Taluk Samitis should be constituted in the manner laid down in Clause 5 of the draft Panchayat Union Councils and Zilla Parishads Bill, 1964

49. Associate membership in the Taluk Samitis for the Members of the Legislative Assembly is undesirable, since it is likely to inhibit the growth of local leadership

50. The Chief Executive Officer of the Samiti should be the Tahsildar and his functions should be as prescribed in Clause 23 of the Panchayat Union Councils and Zilla Parishads Bill, 1964

51. District level bodies called Zilla Parishads, which are advisory in character, should be constituted on the lines indicated in the Kerala Panchayat Union Councils and Zilla Parishads Bill

<table>
<thead>
<tr>
<th>District Administration—The Collector</th>
</tr>
</thead>
<tbody>
<tr>
<td>52. For efficient plan implementation, it is necessary to clothe the Collector with sufficient authority.</td>
</tr>
<tr>
<td>53. In all areas of development covered by the District Plan, the Collector should have full responsibility for implementation</td>
</tr>
</tbody>
</table>

Para number of Committee's Report (Part I)

| 3.12 |
| 3.12 |
| 3.13 |
| 3.13 |
| 3.13 |
| 3.19 |
| 4.2 |
| 4.3 |
Recommendations.

54. The relationship between the Collector as the Chief Development Officer and Co-ordinator in the District and the other District Officers concerned with the implementation of the District Plan should be defined

55. The Collector should have a special responsibility in regard to agricultural production

The Deputy Director, Agriculture should become an integral part of the Collector's organisation.

The Collector should have control over Minor Irrigation and Co-operation

56. The Collector should not normally have additional Personal Assistants

57. The appointment of Deputy Collectors to clear revenue arrears is unnecessary; where special staff is called for, special Deputy Tahsildars may be appointed

58. It should generally be possible to handle additional land acquisition work by the appointment of Special Tahsildars with the necessary field staff

59. Land acquisition work should be done with greater expedition; the appointment of field staff including survey staff and a more liberal application of the urgency provisions of the Act should help; Collectors should consider land acquisition as an important item of work for which they are responsible

60. The concept that the Collector is the Head of the District Police and is responsible for the maintenance of law and order should be respected and nothing should be done to curtail the Collector's authority or to weaken his control
Recommndations.

The assessment of local law and order situations should be the responsibility of the Collector; where the Inspector General of Police considers it necessary to issue instructions to the Superintendents of Police, he should keep the Collector informed.

Intervention by the Inspector General of Police will become necessary only in law and order situations having inter-District or State-wide implications; in such cases instructions to Collectors must issue from the Government; in all local situations the Superintendent of Police should take instructions from the Collector.

61. The role of the Collector as Government's principal agent in the District should be reaffirmed.

62. Administrative sanction for any individual scheme included in the District Plan the cost of which does not exceed Rs. one lakh and which does not involve appointment of staff borne on regular establishment should be accorded by the District Collector, subject to technical scrutiny by the concerned Departmental Officers.

Where the implementation of a scheme calls for temporary appointment of staff, the Collector should have powers of appointment in the first instance, for a period not exceeding six months.

63. The Collector should be largely relieved of his work as a Revenue Officer; almost all items of revenue work should be attended to by the Personal Assistant (General) to the Collector who should be designated as the District Revenue Officer; senior Deputy Collectors should be posted as District Revenue Officers; Tahsildars should normally correspond directly with them.
Recommendations.

64. The Revenue Divisional Officer should work as an effective Inspecting Officer and Executive Assistant to the Collector in development and Panchayati Raj administration

65. Officers with a length of service of at least ten years alone should be posted as Collectors and should be retained as such, for a minimum period of 3 to 4 years; a beginning should at once be made by posting such officers as Collectors in at least three or four Districts

66. Government should decide on a system of tenure under which every Secretary to Government will return to the District after a term of 3 or 4 years in the Secretariat

67. Collectors should be accessible to the public and should halt in interior villages

68. Collectors should meet their Development Officers as often as possible, to keep an effective watch on Plan implementation

69. Collectors should have contact on the social plane with all important men in the District

70. A sumptuary allowance of Rs. 200 per month should be paid to the Collectors

THE DEPARTMENTS OF GOVERNMENT AND THE SECRETARIAT

71. Some Departments can be merged with others and some others grouped together and brought under one Head of Department, without loss of efficiency

72. The Department of Dairy Development should be merged with the Department of Animal Husbandry
### Recommendations

<table>
<thead>
<tr>
<th>Para number of Committee's Report (Part I)</th>
<th>Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.3</td>
<td>73. The Department of Weights and Measures should be merged with the Department of Labour</td>
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<td>5.3</td>
<td>74. The Department of Soil Conservation should be merged with the Department of Agriculture</td>
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<td>5.3</td>
<td>75. The Department of Geology should be merged with the Department of Industries</td>
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<td>5.3</td>
<td>76. The Department of State Insurance should be merged with the Department of Treasuries</td>
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<td>5.3</td>
<td>77. A single Head of Department should be in charge of the Government Presses and the Department of Stationery</td>
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<td>5.3</td>
<td>78. The Principals of the Ayurveda Colleges should cease to be Heads of Departments and should be brought under the Department of Indigenous Medicine</td>
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<tr>
<td>5.3</td>
<td>79. The Principals of the Medical Colleges should cease to be Heads of Departments and should be brought under the Department of Health Services</td>
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<tr>
<td>5.3</td>
<td>80. A single Head of Department should be in charge of Primary, Secondary and Collegiate Education, the separate Head of Department for Collegiate Education being abolished</td>
</tr>
<tr>
<td>5.3</td>
<td>81. The Department of Home Guards, Fire Force and Civil Defence should be merged with the Police Department</td>
</tr>
<tr>
<td>5.3</td>
<td>82. A new Department called the Department of Cultural Affairs should be created for subjects like Archaeology, Museums and Zoos, Tourism, Archives etc., and the separate Heads of Departments who handle some of these subjects should be abolished</td>
</tr>
</tbody>
</table>
Recommendations.

83. A Regional Office should be necessary only if the Head of the Department cannot supervise and control directly the activities of his Department and its existence will be justified only to the extent to which it takes over the responsibilities of the Head of the Department 5.7

84. The regional offices of the following Departments should be abolished:
   Agriculture
   Fisheries
   Employment
   Factories & Boilers
   Panchayats 5.8

85. The totality of a Department’s activities within a District should be the responsibility of the District Officer 5.9

86. On the conclusion of special or “crash” programmes, the special staff appointed on the basis of Central assistance should be retrenched 5.10

87. It will be distinctly advantageous to confer appropriate Secretariat Status to selected Heads of Departments 5.17

88. The Revenue Department of the Secretariat should be abolished and the First and Second Members of the Board of Revenue should function as Secretaries to Government, ex-officio 5.19

89. The Director of Harijan Welfare should be a Deputy or Joint Secretary, ex-officio, in the Agriculture and Rural Development Department 5.19

90. The single Head of Department for the Government Presses and Stationery should be a Joint Secretary in the Education Department with ex-officio status as Head of the Department 5.19
Recommendations.

91. The Head of the new Department of Cultural Affairs should be a Joint Secretary, ex-officio, in the Education Department

92. The Director of Treasuries and Insurance should be a Joint Secretary, ex-officio, in the Finance Department

93. The Director of Agriculture and Soil Conservation, the Director of Animal Husbandry and Dairy Development, the Chief Engineer (General and Irrigation), the Chief Engineer (Buildings & Roads), the Chief Engineer (Public Health Engineering), the Registrar of Co-operative Societies, the Chief Conservator of Forests, the Director of Public Instruction, the Director of Technical Education, the Director of Industries & Commerce, the Director of Employment and Training, the Commissioner of Labour, the Director of Fisheries and the Director of Health Services should be given appropriate ex-officio Secretariat status

94. Secretariat assistance should be provided to Heads of Departments on whom ex-officio Secretariat status is conferred, on the lines indicated

95. With the conferment of ex-officio Secretariat status, the work in the offices of the selected Heads of Departments should be transacted on the lines indicated

96. Finance Wings should be attached to the Secretaries to Government in the Administrative Secretariat; these Wings should attend to the files of all Departments under the charge of the concerned Secretary to Government; the Finance
Recommendations.

Wings should be associated even at the stage of formulation of schemes and should not confine themselves to a formal scrutiny at the final stage.

97. It should be possible to effect a reduction in the number of Secretaries to Government on the lines suggested.

PERSONNEL ADMINISTRATION

98. Special Rules should be expeditiously issued for the 13 State Services and the 19 Subordinate Services which do not now have them.

99. There should be proper Personnel Planning; the number of employees required in an year under the various categories to which recruitment is annually made should be assessed in advance and the Public Service Commission moved to conduct recruitment against these anticipated vacancies; an officer of a sufficiently high status, should be responsible for Personnel Planning at the Government level.

100. Departments should be grouped on the basis of prospects of promotion and recruitment of clerks separately conducted for these groups.

101. The District should be the unit for recruitment and promotion for all categories of posts, upto and including the lowest Gazetted posts in all Departments.

102. There should be provision for direct recruitment at levels below the lowest Gazetted in every Department.

103. The feasibility of direct recruitment at intermediate levels in every Department should be explored and wherever possible, introduced.
Recommendations.

104. The proportion of direct recruits should be fixed as 40% in all cases where it is below that level and in cases where proportions have not been fixed 6.12

105. Persons already in Government service should be permitted to compete for direct recruitment, relaxation from the age rule being given to them; such relaxation should be upto 8 years for employees in the age-group 25 to 35 and upto 5 years for those above 35 years 6.12

106. Government should take action to correct the existing imbalances and inadequacies in the administrative structure which lead to stagnation at lower levels 6.13

107. Advertisements in newspapers issued by the Public Service Commission should be complete in all particulars. 6.14

108. In the case of non-gazetted employees who are not associated with decision-making and who do not hold regulatory jobs, verification of character and antecedents before employment may be dispensed with. 6.15

109. A Kerala Administrative Service should be constituted. 6.16

110. Exchange of personnel as recommended by the Administrative Reforms Committee, 1958 should become a regular feature; officers who are above 50 years of age may be exempted from the exchange programme. 6.17

111. A survey of training facilities for Government servants should be conducted by the O & M Division and training schemes formulated. 6.20
Recommendations.

112. Government should impress on senior officers the need to terminate the services of new entrants, who during the period of probation are found unfit to become full members of the service. 6.21

113. Appointments to the posts immediately below the lowest gazetted posts in all Departments should be by selection, based on merit. 6.25

114. The select lists for the lowest gazetted posts in all Departments should consist of only those who on the basis of interviews by the Departmental Promotion Committees are found fit for inclusion. 6.25

115. The term “fitness”, should be interpreted as fitness to hold the post in every respect. 6.25

116. A person who has been passed over by a Departmental Promotion Committee on three occasions should not be considered again for promotion. 6.25

117. For all posts other than the lowest gazetted, an upper age limit should be prescribed, on reaching which further promotions will be denied; the upper age limit should be 53 for promotion to all District and Regional posts, and 55, for the posts of Heads of Departments. 6.25

118. There should be a system of generous cash awards to officers of all revenue-earning, law-enforcement and Vigilance Departments, upto and including the lowest gazetted ranks; an annual fund should be placed at the disposal of the concerned Heads of Departments, for this purpose. 6.28

119. There should be a liberal grant of advance increments for exceptionally good work; the power to grant advance increments to subordinate staff including the lowest gazetted rank should vest with
Recommendations.

the Heads of Departments; in other cases the Heads of Departments should make recommendations to the Government and a convention should develop that Government will invariably accept the recommendations.

120. The grant of cash awards and advance increments should be publicised through the Press and Gazette.

121. In Form B, used for writing Confidential reports on non-gazetted officers and ministerial staff, a specific column should be provided for recording the officer's fitness to hold a gazetted post.

122. Heads of Offices should be punctual, prompt, courteous and disciplined; discipline among the subordinate staff is best ensured by setting personal examples.

123. There should be a common forum where the employees of the Government can discuss matters of common interest with Government.

124. Government should take expeditious action to constitute Whitley-type Councils in all Departments.

125. Meetings of Staff Councils should be held at regular intervals; discussions should be free and frank and once a case has been established after discussion, it should be the duty of the Government or the Department concerned to deal with the case promptly.

126. The Kerala Civil Services (Classification, Control and Appeal) Rules which have been amended from time to time, should be republished incorporating all the amendments.
ADMINISTRATIVE EFFICIENCY

127. Responsibility at every level has to be clearly laid down; job-charts should be issued for all categories of officers; to make a quantitative evaluation of work possible, targets should be prescribed wherever the work done would lend itself to such prescription; yard-sticks should be devised to assess the exercise of control over subordinate officers by District Officers; Heads of Departments should be personally responsible for adherence to time-schedules etc. in Plan implementation.

128. Further powers to Heads of Departments and subordinate levels to the extent mentioned in Appendix VII should be delegated; Government should refuse to interfere in the area of delegated authority; when non-exercise of delegated authority is seen, a serious view of the concerned officer's conduct should be taken; when such non-exercise is a continuous course of conduct, the concerned officer should be found unfit to hold his post and removed.

129. Urgent steps should be taken to prepare detailed questionnaires, Department-wise, so that a review of work done in each Department's subordinate offices and its evaluation are possible.

130. Prescribed scales of inspection should be scrupulously followed; advance programmes of inspections by officers should be obtained by the next higher level and the programmes of inspections watched and reviewed.

131. A time limit of one month should be fixed for submission of rectification reports and
there should be a follow-up inspection, soon after receipt of rectification reports

132. An Inspection Register should be maintained by all Departments and Offices in which Inspecting Officers can enter remarks during "cursory" inspections

133. The defects in touring mentioned in 7.11 should be remedied; hit and run type of touring should be discouraged; a halt-march ratio should be prescribed for all categories of touring officers; tour programmes of inspecting officers should be so staggered that an inspecting officer does not visit the same office or institution close on the heels of another

134. Manuals should be prepared immediately for Departments which do not have them; draft Manuals of some Departments pending with Government should be approved and issued without delay; preparation of manuals should not be held over till after the unification of laws in the component parts of the State

135. Conferences are useful, but have to be properly planned; decisions taken at conferences should be considered as authority to take consequential action

136. All Heads of Departments should scrutinise their lists of periodicals and weed out obsolete and unnecessary items

137. A simple system of Office procedure, well knit and free from loop-holes, which cuts down delays and unproductive work to the minimum, should be devised by the O & M wing
Recommendations.

138. Supervisory staff should sit and work with the staff; Heads of Offices should walk around their offices and see how work is being carried on.

139. Canteens attached to offices should be "out of bounds" to Clerks except during meal time, if meals are in fact served in canteens; at a fixed hour of the day, a tea or coffee trolley should be brought around to the rooms where the clerks sit and work.

140. Every office of any importance should have a Reception Room with a telephone; the receptionist should have a thorough knowledge of the office and should be able to give useful and correct information to visitors.

141. The workload for a clerk in the office of a Head of Department should be fixed as 10 currents per day; for a clerk in a Regional or District Office it should be 12 currents a day and for a clerk in a sub-District office, 15 currents.

142. On the basis of the workload suggested above, a permanent overall reduction of 5% in the number of clerks would be possible; the strength of clerks in each office should be refixed on the basis of the yard-sticks indicated.

143. In all offices where the strength of peons is 5 or more, one fifth of the total strength should be retrenched.

144. The ratio for supervisory ministerial officers, vis-a-vis clerks, should be 1:8 in the office of the Heads of Departments, 1:10 in Regional and District Offices and 1:12 in Sub District offices. The ratio in the Secretariat should be refixed as 1:6.
Recommendations.

145. It is desirable to have a leave reserve of 5% of the cadre strength for categories in which even short leave vacancies cannot be left unfilled without detriment to work and where filling up of such vacancies takes time

146. Persons who take earned leave for a minimum period of not less than a month should be allowed to surrender an equal period of earned leave if admissible and get leave allowance for the leave surrendered

147. Government should impress on all officers the importance of proper record management

148. The machinery for anti-corruption work and administration of Vigilance is adequate; however, significant results cannot be achieved unless Heads of Departments realise that the fight against corruption has to be incessantly carried on by the Departmental agencies themselves. Vigilance Officers of Departments should be well acquainted with relevant decisions of Courts, apart from the Rules themselves

149. To ensure speed and better results in the conduct of anti-corruption work, the recommendations made in 7.35 should be implemented.

150. Public relations work should make greater impact on the rural population; at the Block-level the work should be done by the Extension Officers for Panchayats

151. Government should examine whether the two monthly magazines issued by the Department of Public Relations serve any useful purpose

152. Public relations work, to be successful, has in many cases, to be anticipatory in character


Recommendations. Para number of Committee's Report (Part 1)

153. Proper training should be given to Public Relations Officers 7.41

ECONOMY AND FINANCIAL CONTROL

154. A very critical scrutiny should be made of the proposals for additional staff for the implementation of the Fourth Plan schemes so as to avoid unnecessary proliferation of staff 8.8

155. The efficiency of a Department should not be judged merely on the basis of its capacity to spend the funds allotted to it. Systematic attempts should be made to evaluate performance and find out whether the results produced are commensurate with the expenditure incurred 8.9

156. By careful planning of tours, economy in the expenditure on Travelling Allowance should be effected 8.11

157. Permanent Travelling Allowance should be fixed for all touring officers with jurisdiction of less than a revenue district and drawing pay below Rs. 500 8.12

158. The provision in the T.A. Rules that, when two or more officers travel together sharing the hire charges of the conveyance used each of them may draw T.A. as if he travelled alone should be deleted 8.13

159. Each Department should realistically assess its requirements of stores and equipments and place orders only for quantities which will be utilised within a reasonable time 8.14

160. The recommendation of the Public Accounts Committee (1965-66) to appoint only technically qualified hands to be in charge of
stores and to set up a machinery under the Finance Department to conduct surprise inspections of the various departmental stores should be acted upon

161. The vehicles allotted to individual Departments concerned with agricultural production at the District level, should be treated as a common pool under the District Collector who should release vehicles to individual officers as and when required

162. One officer, preferably belonging to the Motor Vehicles Department, should be made responsible in each District for the inspection of log books and verification of the petrol consumption with reference to the mileage covered, in respect of all vehicles in that District

163. The Controlling Officers who countersign T.A. Bills should occasionally check the log books with the tour diaries of the officers using the vehicles

164. There should be arrangements for a systematic check-up of the condition of vehicles; the necessary staff required for each District should be sanctioned in the Motor Vehicles Department

165. Old and unserviceable vehicles should immediately be condemned and auctioned as it will be uneconomic to repair them and keep them on the road

166. The accounts of the institutions receiving grants from the Government should be promptly audited
Recommendations.

167. In the case of subsidies and grants paid to individuals, the officer disburseing the grant should be made responsible to ensure the proper utilisation of the amount by the grantee 8.20

168. Grant-in-aid schemes should be subjected to review at periodic intervals and such of them as have outlived their utility should be discontinued 3.21

169. While assessing the expenditure in excess of income, in the context of determining the grants to private colleges, the actual tuition fee collected in the previous year should be taken into account, or income should be computed on the basis of the strength of students on the rolls on a much later date 8.22

170. Government should consider whether the maintenance of aided schools may not be directly undertaken by Government instead of paying maintenance grant to the Management 3.22

171. It should be examined whether the financial assistance given to Lok Karya Kshetras should be continued 3.22

172. The formulation and examination of new schemes, whether they are plan schemes or not, should begin sufficiently early, so that by the time they are considered for inclusion in the budget they have been fully processed and cleared by the Finance Department also. Schemes which cannot be subjected to such a detailed scrutiny should be deferred to a later year 8.24

173. The instructions issued by Government from time to time in regard to the control of expenditure should be followed up by suitable administrative action 8.27
Recommendations.

174. There should be no delay in the distribution of appropriation by the Chief Controlling authority, as otherwise it would not be possible for the subordinate officers to regulate the expenditure.

175. It should be possible to ensure an even flow of expenditure throughout the year; steps have to be taken to avoid the rush of expenditure in March.

176. The question of changing the financial year to suit the working season in the State should be taken up with the Government of India.

177. The efforts that are now made by the Finance Department towards systematising the maintenance of accounts relating to loans and recoveries in the various departmental offices should be kept up till the position is normalised.

The officers disbursing loans should be made squarely responsible for watching recoveries and taking prompt action against defaulters.

Heads of Departments should by means of monthly D.C.B. Statements exercise close watch over the recovery of loans issued; Government should do so by means of quarterly D.C.B. Statements.

178. Government should consider the setting up of a special machinery in revenue-earning departments for the audit of receipts in the form of internal audit wings.

179. In order to minimise delay in the implementation of urgent plan schemes Heads of Departments should be given freedom to sanction any individual scheme within the approved programme.
the cost of which does not exceed Rs. 1 lakh and which does not involve appointment of staff borne on regular establishment.

180. Gazetted Officers should be authorised to draw their salaries based on the orders of Government fixing the rates, without specific authorisation by the Accountant General, on the clear understanding that they will be held responsible for any over-drawals.

8.33

181. Government should seriously consider the question of revising the rules in the Financial and Account Codes to suit the present day requirements.

8.34

8.35
PART II

RECOMMENDATIONS RELATING TO SPECIFIC DEPARTMENTS
PART II

RECOMMENDATIONS RELATING TO SPECIFIC DEPARTMENTS

This part contains our recommendations in regard to the organisation, and structure of most Government Departments. They are given Department-wise, with the details of posts rendered surplus by our recommendations. Surplus posts have been located on the basis of the data obtained from Heads of Departments almost a year ago and it is likely some changes in the strength of staff might have occurred in the meanwhile; we have, however, tried to bring the data up to-date, as far as possible.

Where whole Departments or Offices have been recommended for abolition the probable savings under office expenditure have also been taken into account.

The total economy which can be effected on the basis of our Report has been indicated in Appendix VIII.

AGRICULTURE AND SOIL CONSERVATION

The Department of Agriculture has to popularise improved agricultural practices and make available in time, to the agriculturists, improved or new varieties of seeds, fertilisers, pesticides etc. Several non-official witnesses have stated before us that inspite of the large increase in staff, the quality of the service rendered by the Department has not improved to any appreciable extent and that there is considerable wastage of effort. The Department has to be streamlined with a view to make
the district organisation more effective and to cut out unnecessary levels. The Agriculture Department should also take over soil conservation work in agricultural areas—an item which was its responsibility till recently.

Recommendations

1. The Department of Soil Conservation should be abolished. The work should be attended to by the Agriculture, Public Works and Forest Departments in their respective jurisdictions. Necessary co-ordination should be effected by the Chairman of the State Land Development Board—now First Member, Board of Revenue. A Soil Conservation wing under a Joint Director should be organised in the Directorate of Agriculture.

2. In the Directorate of Agriculture only one Additional Director is necessary to look after extension work. The separate post of Additional Director (I.A.A.P.) should be abolished. To attend to the disposal of work at the head-quarters, two Deputy Directors and two Assistant Directors are sufficient. There should also be one Deputy Director in charge of Plant Protection. Thus two posts of Deputy Directors and two posts of Assistant Directors would be rendered surplus and these should be abolished.

3. The Research wing of the Department should continue under the Principal, Agricultural College who functions as the Additional Director (Research). There are a number of Research stations which are only research stations in name. The Kerala Agricultural Research Council should undertake a detailed study of these, looking into, among other things, the need for their continuance, the suitability of their present location etc.

4. The Examiner of Loans and the audit parties under him are engaged in the inspection of loan registers in all the subordinate offices. This team cannot handle this work which is enormous. To be effective, the work has to be decentralised and entrusted to the District Officers. In view of the arrangements suggested in para 6 below, which would facilitate conduct of the work at the District level, the above staff should be retrenched.
5. The Regional offices of the Department should be abolished as they tend to function as a fifth wheel to the coach and do not afford any substantial relief to the Directorate.

6. In Part I we have recommended that the District Collector should be responsible for agricultural production in the district. The District Agricultural Officer should be of the rank of Deputy Director and he should work in the Collectorate as Personal Assistant to the Collector. The Collector's Financial Assistant should work under the Deputy Director and be made responsible also for the inspection of loan registers and audit of accounts of the Block offices.

7. There shall be no agricultural programme in the District for which the District Officer is not squarely responsible; he should be given adequate delegated powers to discharge this responsibility. The District Officer should also be in charge of Soil Conservation work.

8. Agricultural sub-divisions co-terminous with Revenue sub-divisions should be formed—there will be 16 sub-divisions in the State—and they should be headed by Divisional Agricultural Officers of the rank of Assistant Directors. The Divisional Agricultural Officer should be allowed a small ministerial staff and his office should be located in the precincts of the Revenue Divisional Office.

9. The Divisional Agricultural Officer should function as an effective inspecting officer. Plant protection Assistants with functional division of work now attached to the District Office should be posted on a territorial basis under the Divisional Officer and should do all plant protection work.

10. The set up in the Package districts should also be reorganised on the same lines as in other districts. The Joint Director should, however, continue as the District Officer. The post of the Deputy Director (Assistant Project Officer) in his office is superfluous and should be abolished. There are two posts of Agricultural Information Officers in the cadre of Assistant Directors in each Package district. As the work could be managed with one of them, one post of Agricultural Information Officer should be abolished.
11. The work relating to cocoa development, horticultural development and development of sea island cotton is limited in scope and is confined to certain selected areas in the State. We have also expressed ourselves in favour of undivided responsibility of the District Officer for all programmes of the department within the District. Demonstration of fertilisers is an important aspect of extension work and should properly be the responsibility of the District staff. The following special staff now employed for these schemes should be abolished and the work entrusted to the regular District staff.

(i) Cocoa Development Officer
(ii) Horticultural Development Officer
(iii) Fertiliser Demonstration Officer
(iv) Sea Island Cotton Development Officer

12. The Agricultural Engineering wing should be reorganised by placing all the units under the technical control of the Research Engineer, Trivandrum who will function directly under the Director of Agriculture. The administrative control of these engineering units will be exercised by the Head of the District (viz., the Deputy Director or Joint Director (Package) as the case may be) in which the unit is located.

13. Most of the State Farms are run on uneconomic lines. Steps should be taken to make them economic.

14. At present the strength of Gramasevaks and Agricultural Extension Officers is fixed uniformly for all Blocks, Stage-wise. As the area of the Blocks varies, considerable disparity exists in the jurisdiction and workload of Gramasevaks and Agricultural Extension Officers. The District Collector should therefore be given the discretion to realign the jurisdiction of these employees so as to give them a more or less uniform workload.

15. The posts of District Soil Conservation Officers should be abolished. Field staff for Soil Conservation work should work under the Divisional Agricultural Officers. Nine posts of District Soil Conservation Officers and their office staff would be rendered surplus and should be retrenched.
16. Soil Survey work should be intensified and the Konni Research Centre should be developed into a Research-cum-training centre.

(a) Agriculture:—

**Posts to be abolished**

Addl. Director (800-1100) 1
Joint Directors (700-1000) 2
Deputy Directors (600-900) 2
Assistant Directors (350-700) 5
Sea Island Cotton Development Officer (600-900) 1
Cocoa Development Officer (350-700) 1
Horticultural Development Officer (350-700) 1
Fertiliser Demonstration Officer (350-700) 1
Agricultural Information Officer (350-700) 2
Examiner of Loans (250-500) 1
Senior Superintendent (250-500) 1
Technical Assistants (200-400) 5
Fertiliser Demonstrators (200-400) 2
Junior Superintendents (190-300) 4
Fieldman (80-160) 1
Stenographers (90-250) 4
Drivers (75-135) 4

(b) Soil Conservation:—

**Posts to be abolished**

Director of Soil Conservation (900-1200) 1
District Soil Conservation Officers (350-700) 9
Tahsildar (250-500) 1
Junior Superintendent (190-300) 1
Clerks (80-160 & 120-230) 27
Typists (80-160 & 120-230) 11
Peons (60-80) 20

**Post to be created:**

Joint Director (800-1100) 1

**Net savings per annum** Rs. 5,01,600
ANIMAL HUSBANDRY & DAIRY DEVELOPMENT

The Department of Dairy Development was formed in 1962. Its activities include Dairy Extension work (with a view to increasing milk production) and the establishment of Dairy plants for urban milk supply. The Department operates only a small budget and is not concerned with breeding programmes, organisation of fodder farms, live stock farms etc. We are of opinion that without detriment to our milk production programmes, the Department of Dairy Development could be merged with the Department of Animal Husbandry.

Recommendations:

1. The Department of Dairy Development should be merged with the Department of Animal Husbandry which may be renamed as the Department of Animal Husbandry and Dairy Development.

2. There should be a Dairy wing at the Head quarters in the new Department under an Officer of the status of a Deputy Director, assisted by an Assistant Director.

   This officer should be designated as Deputy Director of Animal Husbandry (Dairy Development).

3. The Directorate excluding the Dairy wing should be manned by the following officers:

   Director 1
   Joint Director (General) 1
   Joint Director (Poultry Development) 1
   Deputy Director (Planning)* 1
   Assistant Director (Key Villages) 1
   Administrative Officer 1
   Financial Assistant 1
   Information Officer 1

[*Existing post of Deputy Director (Extension) to be redesignated as Deputy Director (Planning).]

The posts of Deputy Director (Key Villages), Deputy Director (Veterinary) and Assistant Information Officer should be abolished.
4. The activities of the Veterinary Research Council centre around the Veterinary College, Ollukkara. Hence there is no need for a full time Secretary for the Council attached to the head-quarters; the post of the Secretary should be retrenched. A Professor of the College should function as the Secretary to the Council, a suitable special pay being paid to him for the additional work.

5. The head-quarters and field staff of the marketing wing of the Department should be retrenched as the work involved in the collection of market intelligence does not justify the appointment of whole time staff. The normal staff of the Department should be able to attend to the work.

6. The Assistant Director, Central Hatchery, Chengannur is a person specially trained for the work in the hatchery and he has been in the charge of the institution till now. There is therefore no need for the post of Production Manager on Rs. 600-900, which incidentally has not been filled up so far. The post of Production Manager should therefore be abolished.

7. The posts of District Veterinary Officers should be redesignated as Assistant Directors, Animal Husbandry.

8. All the posts of Dairy Extension Officers should be retrenched. A District Dairy Officer on Rs. 250-500 should be posted in every district where there is work connected with Dairy Projects by conversion of the existing post of Assistant Director on Rs. 250-500. The Assistant Director, Animal Husbandry should supervise the work of the District Dairy Officer.

9. The District Dairy Officer should have his office in the same building as the Assistant Director, Animal Husbandry.

10. The Milk Utilisation Centres which are now manned by Dairy Extension Officers should be placed under Dairy Extension Assistants.

11. The Hill Cattle Development Scheme, Kanjirappally is headed by an officer in the cadre of District Veterinary Officer. In each of the six centres started under the scheme, there is a Veterinary Surgeon assisted by a Live Stock Assistant.
is no need for a Veterinary Surgeon to head the sub-centres, as the work involved can be attended to by the Live Stock Assistant without any day-to-day supervision by an Assistant Surgeon. Six posts of Veterinary Surgeon will therefore become surplus and should be abolished.

12. For the Cross Breeding Schemes at Neyyattinkara and Chalakudy and in the Cattle Breeding Research Station, Thumboormuzhy there is a post of Research Officer in the cadre of District Veterinary Officers in addition to an Assistant Research Officer in the cadre of Veterinary Surgeon. In view of the limited nature of the schemes, the post of Assistant Research Officer should be retrenched retaining the post of Research Officer.

13. Intensive Poultry development scheme is now carried on as a crash programme in two selected Blocks—Trivandrum and Muvattupuzha. The scheme carries liberal assistance, financial and otherwise to poultry breeders. Such assistance should not be continued for all time but should be withdrawn after a certain level of development is reached and the poultry breeders are able to stand on their own feet. The scheme should therefore be discontinued as soon as the crash period is over.

14. The three livestock farms are not run on economic lines. The expenditure far exceeds the receipts as may be seen from the following figures relating to the year 1964-65.

<table>
<thead>
<tr>
<th></th>
<th>Receipts</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thiruvazhumkunnu</td>
<td>58,975</td>
<td>1,75,740</td>
</tr>
<tr>
<td>Mannuthy</td>
<td>75,585</td>
<td>1,67,182</td>
</tr>
<tr>
<td>Kodappanakunnu</td>
<td>95,216</td>
<td>2,92,543</td>
</tr>
</tbody>
</table>

It is understood that a Departmental Committee has some time back examined the working of these farms and suggested measures to make them self-supporting. Necessary follow up action should be taken so that they will be run at least on a no-profit no-loss basis.
157

15. The possibility of reduction of the teaching staff of the Veterinary College, pointed out in 1963 by the Special Officer for Economy Measures should be examined and action taken.

(a) Animal Husbandry:

Post to be abolished:

Deputy Directors (600-900) 2
Production Manager, Central Hatchery (600-900) 1
Assistant Information Officer (225-500) 1
Secretary, Kerala Veterinary Research Council (350-700) 1
Special Officer, Marketing (350-700) 1
Veterinary Surgeons (Hill Cattle Development Scheme) (225-500) 6
Marketing Assistants (225-500) 10
Assistant Research Officers (225-500) 3
Live Stock Assistants (90-190) 12

Post to be created:

Deputy Director (Dairy) (600-900) 1
Assistant Director (Dairy) (350-700) 1

(b) Dairy Development:

Post to be abolished:

Director of Dairy Development (600-900) 1
Deputy Director (350-700) 1
Dairy Extension Officers (225-500) 14
Upper Division Clerks (120-230) 2
Lower Division Clerk (80-160) 1
Clerk-typist (80-160) 11
Typist (80-160) 1
Peons (60-80) 13

Post to be created:

Dairy Extension Assistants (130-250) 2
Net Savings per annum: Rs. 3,31,500
CIVIL SUPPLIES

Recommendations

1. There is a post of Controller of Rationing on Rs. 900-1200 with State-wide jurisdiction. As there are 2 Deputy Controllers of Rationing functioning on a regional basis, it will be possible for the Director of Civil Supplies to look after the work without the assistance of the Controller of Rationing. The post of Controller should, therefore, be abolished.

2. An additional Village Assistant has been sanctioned under each Village Officer for attending to Civil Supplies matters. When the number of revenue villages is reduced to 951, it should be possible to reduce the number of Village Assistants correspondingly. There are 1167 posts of Village Assistants now in existence and so 216 posts will be rendered surplus and should be abolished.

Posts to be abolished:

Controller of Rationing (900-1200) 1
Stenographer (90-250) 1
Peon (60-80) 1
Village Assistants (75-135) 216
Savings per annum: Rs. 4,34,200

CO-OPERATION

There are 5097 Societies under the control of this Department. The category-wise break-up is given below:

Agricultural Credit & Service

Societies 2383
Farming Societies 193
Consumer Societies 289
Marketing Societies 79
Harijan Welfare Societies 345
Others 1803

About fifty per cent of the Agricultural Societies, most of the Farming Societies and almost all Labour Contract and Harijan Welfare Societies are dormant. Departmental targets
for the formation of various types of Co-operative Societies are fixed without any realistic assessment of the need for such Societies. In order to achieve these targets, the officers go about organising them and in the absence of popular enthusiasm, the Societies fail to function in any steady manner. It appears that the Co-operative movement which has shown a quantitative expansion, judged by the increase in the number of societies has failed to take deep roots and continues largely to be a departmental programme imposed from above.

Recommendations

1. Effective steps should be taken to revitalise societies which have a chance of survival. Other dormant societies should be liquidated without delay.

2. At the Headquarters the Registrar should be assisted by three Joint Registrars and two Deputy Registrars. The allocation of work should be as follows:—

Joint Registrar (General) — All development schemes including production, marketing etc.

Joint Registrar (Consumer—Consumer Co-operatives, Stores)

Joint Registrar (Audit) —Audit, Vigilance work and work relating to arbitration, execution and liquidation.

Deputy Registrar (Administration)

Deputy Registrar (Planning)

Under this arrangement, one post of Joint Registrar and three posts of Deputy Registrars at Head Quarters will be rendered surplus and should be abolished. There is a vacant post of Additional Registrar which should be abolished.

3. There is no need for the post of a District Agricultural Officer at the Headquarters Office of the Department to give advice on techniques of cultivation to the Farming Societies
which is the duty and responsibility of the Agriculture Department.

This post should be abolished.

4. There are about 500 posts of Inspectors in the Department; 40% of the vacancies of Junior Inspectors are filled up by promotion from clerks. Clerks get promoted to the cadre of Inspectors within a very short time and this leads to frequent dislocation of clerical staff. There are about 100 clerks in the Department. It appears that fifty to sixty Junior Inspectors can replace all clerks. Such an arrangement is likely to lead to better work. Government should examine the feasibility of this change.

5. As on 31-3-1966, audit for 1963-64 had not been conducted in the case of 771 societies, while audit for 1964-65 had not been done in the case of about 7600 societies. It is also noticed that the collection of audit fee has not been prompt and that about Rs. 5 lakhs is pending collection. Special staff should be appointed for a period of one year to clear arrears in audit and collection of audit fee.

6. The Deputy Registrars in the District are now assisted by three Assistant Registrars—Assistant Registrar (Administration), Assistant Registrar (Planning) and Assistant Registrar (Consumer Stores). The post of Assistant Registrar (Planning) should be retrenched, since work in a District can be managed effectively with the other two Assistant Registrars.

7. The Extension Officers for Co-operation in the Blocks and the Co-operative Inspectors in other areas should be fully responsible for the supervision of all Co-operative Societies within their jurisdiction. There is no justification for separate staff for the inspection of Farming Societies, Harijan Welfare Societies etc. Separate agencies may be justified only in the case of Consumer Co-operative Societies which are being built up only now. The separate posts of Inspectors for Harijan Welfare Societies, Farming Societies, and Lime Shell Societies should be retrenched.
8. Within the same area statutory and non-statutory work should be the responsibility of the same officer.

**Posts to be abolished**

<table>
<thead>
<tr>
<th>Post</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Additional Registrar (I.A.S. cadre)</td>
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<tr>
<td>Joint Registrar (700-1000)</td>
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<tr>
<td>Deputy Registrars (350-700)</td>
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<tr>
<td>District Agricultural Officer (350-700)</td>
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<tr>
<td>Assistant Registrars (250-500)</td>
<td>9</td>
</tr>
<tr>
<td>Inspectors (130-250 &amp; 190-300)</td>
<td>19</td>
</tr>
<tr>
<td>Peons (60-80)</td>
<td>5</td>
</tr>
</tbody>
</table>

Savings per annum: Rs. 2,10,200

**EMPLOYMENT AND TRAINING**

**Recommendations**

1. As recommended in Chapter V of the Report, the regional level should be cut out. Accordingly three Divisional Offices of Employment should be converted into District Offices with the same staff pattern as in other District Offices. Three posts of Divisional Employment Officers, three posts of Stenographers and six posts of Junior Employment Officers will then be rendered surplus.

2. The Director of Training is also the State Apprenticeship Adviser. There is at present a whole time Deputy Apprenticeship Adviser. As the work involved does not justify a separate post, it should be abolished and the existing Deputy Director should be designated as the Deputy Apprenticeship Adviser.

**Posts to be abolished**

<table>
<thead>
<tr>
<th>Post</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deputy Apprenticeship Adviser (550-800)</td>
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</tr>
<tr>
<td>Divisional Employment Officers (350-650)</td>
<td>3</td>
</tr>
<tr>
<td>Junior Employment Officers (190-300)</td>
<td>6</td>
</tr>
<tr>
<td>Stenographers (90-250)</td>
<td>3</td>
</tr>
</tbody>
</table>

Savings per annum: Rs. 66,900
1. Eight posts of Preventive Officers and twenty-five posts of Excise Guards now kept in abeyance should be retrenched.

2. It is desirable to have inter-changeability between the ministerial staff and the field staff in the Department all along the line. At present the post of Assistant Commissioner (Grade I) is inter-changeable with the post of Assistant Secretary and the post of Inspector (Grade I) is interchangeable with Superintendent/Manager. The posts of Assistant Commissioner (Grade II) and Inspector (Grade II) are not inter-changeable with any office post. Lower Division and Upper Division clerks are not inter-changeable with field staff.

It is recommended (a) that the post of lower division clerks and Preventive Officers should be equated, (b) that recruitment should be made only to the cadre of Preventive Officers, and (c) that clerical posts should be manned by Preventive Officers and Inspectors (Grade II).

3. Recruits to the cadre of Preventive Officers and Guards should be given training. Since the organisation of a separate Training School may not be feasible, it is recommended that the training should be given in the Police Training School under the charge of an officer of the Excise Department.

Posts to be abolished

Preventive Officers (80-160)  8
Excise Guards (75-95 and 65-80)  25

Savings per annum:  Rs. 50,100

FACTORIES AND BOILERS

Under the Chief Inspector of Factories and Boilers, there are 2 Regional Inspectors of Factories and 7 Inspectors of Factories. The entire State is divided into 9 Circles the Regional Inspectors function as Inspectors in a Circle and also as Regional Officers in the Region. As recommended by us in Chapter V of Part I, the Regional Offices of this Department should be abolished. The Regional Inspectors should be re-
designated as Inspectors of Factories Grade I and should function in their jurisdiction as the other Inspectors who may be called Inspectors Grade II.

FISHERIES

With the setting up of the Fisheries Corporation, the volume of work in the Department has been reduced to some extent. In this context the Director of Fisheries has submitted proposals for the reorganisation of his department to Government. We have examined these proposals.

Recommendations

The Zonal Assistant Directors should be fully responsible for all activities in their jurisdiction. The number of Zonal Assistant Directors should be five, their jurisdiction being as follows:

1. Cannanore and Kozhikode districts.
2. Trichur and Palghat districts.
3. Ernakulam district.
5. Quilon and Trivandrum districts.

2. There is no need for Regional Deputy Directors. The Head Quarters office should have two functional Deputy Directors—one for Training and Mechanisation and the other for Research. Three posts of Deputy Directors and the ministerial staff of the regional offices will become surplus and should be abolished.

3. There is a Junior Engineer in the Head Quarters office. His work is to scrutinise the estimates for construction works before administrative sanction is accorded by the Director of Fisheries. No such post exists in other departments whose Heads have also to give administrative sanctions for works. The post should be abolished.

4. The post of the Refrigeration Engineer should be abolished as the ice-plants and cold storages under the control of the Department have been transferred to the Fisheries Corporation.
5. The post of Assistant Director, Neendakara should be transferred to the Indo-Norwegian Project, Cannanore, as the institutions at Neendakara have been taken over by Fisheries Corporation and as an Assistant Director is necessary at Cannanore.

Posts to be abolished

- Deputy Directors of Fisheries (600-900) 3
- Refrigeration Engineer (400-700) 1
- Junior Engineer (225-425) 1
- Clerks (120-230 and 80-160) 11
- Head Clerks (160-270) 3
- Typists (80-160) 2
- Peons (60-80) 4

Post to be created:
- Assistant Director (350-650) 1
- Net Savings per annum Rs. 1,13,600

FOREST

Recommendations

1. The forest area of the State is below the all India average of 22.3 per cent. The optimum envisaged in the National Forest Policy is considerably higher. Government should, therefore, take effective steps to preserve the existing forest area from further encroachment and vigorously pursue regeneration work.

2. The Department should be reorganised as shown below (with three territorial circles, one Industrial Plantation circle, and a total of 32 divisions). With the completion of schemes under the Third Plan, it is not necessary to retain the Development Circle, though the divisions under it may have to be continued. Accordingly the Development Circle Office should be wound up and the staff retrenched.

A. Northern Circle (Kozhikode)
   1. Wynad Division
   2. Kozhikode Division
   3. Nilambur Division
   4. Palghat Division
5. Parambikulam (Teak Plantation).
6. Liaison Division (being wound up)
7. Forest School.
8. Working Plan Division.
10. Nemmara Division.

B. Central Circle (Chalakkudy)
1. Trichur Division.
2. Chalakkudy Division.
3. Malayattoor Division.
4. Munnar Division.
5. Kottayam Division.
6. Peermade (Grassland Afforestation).
7. Silvicultural Research Wing.
8. Hydel Division (temporary).
10. Working Plan Division.

C. Southern Circle (Quilon)
1. Ranni Division.
2. Konni Division.
3. Punalur Division.
4. Thenmalai Division.
5. Trivandrum Division.

D. The Industrial Plantation Circle:
1. Vazhachal Industrial Plantation Division.
2. Perumuzhi Industrial Plantation Division.
4. Perumbavoor Industrial Plantation Division.
5. Edamala Valley Teak Plantation.

3. The office of the Forest Utilisation Officer, Trivandrum should be merged with the office of the Chief Conservator of Forests and he should function as a Branch Officer at the headquarters office, submitting files directly to the Chief Conservator.
4. Since the work in the Accounts Branch of the territorial Divisional Offices has increased a post of Head Accountant should be sanctioned in each territorial Divisional Office.

5. The Check-posts of the Department except those at inter-State borders should be abolished. Check-posts within the State have not been found very useful and are redundant since the Department has Flying Squads to detect forest offences. At inter-State borders, the check-posts of the Forest, Sales tax and Excise Departments should be combined.

6. Rangers who are directly recruited after undergoing the Rangers’ course should be given one year’s training on the job before their posting to a range.

**Posts to be abolished**

- Conservator of Forests (1000-1300) 1
- Senior Superintendent (250-500) 1
- Clerks (120-230) and (80-160) 7
- Store-keeper (120-230) 1
- Draftsmen (130-250) 2
- Typist (80-160) 1
- Peons (60-80) 2

**Post to be created:**

- Head Accountants (120-230) 15

| Net Savings per annum: | Rs. 16,300 |

**HARIJAN WELFARE**

The Harijan Welfare Department does not impress one as a well-organised and well-administered Department. The programmes of the Department are implemented by District Welfare Officers who have neither the stature nor the ability required to push through the departmental programmes at the District level. Most of the Housing and Colonisation Schemes undertaken by the Department have been unsuccessful, physical targets not being achieved and funds being often misused. Educational concessions are seldom made available in time. Unless drastic changes are made in the organisation of the Department, welfare programmes will not make any real headway.
It is seen that an attempt was made in October, 1959 to tone up the administration of the Department, by making District Collectors responsible for programme implementation in the Districts. This arrangement was abandoned after six months of its introduction and hence was never given a fair trial.

We find that vested interests often shout hoarse in protest, whenever an attempt is made to streamline the working of the Department and to make it run on more efficient rails. We are of opinion that the recommendations below should be given a fair trial, in the interests of the Scheduled Castes, Tribes and other Backward Classes.

Recommendations

1. The general control and supervision over Harijan Welfare activities in the Districts should be made the responsibility of District Collectors; the District Welfare Officers should function as Personal Assistants (Harijan Welfare) to the Collectors.

2. Sanctions for all schemes intended for the amelioration of Scheduled Castes, Tribes and other Backward Communities should be given by District Collectors, who are even today the Chairmen of District Harijan Advisory Committees. Such an arrangement alone will ensure timely assistance and disbursement of educational concessions.

3. To co-ordinate the activities at the State level, there should be a Director of Harijan Welfare who would be deputy or Joint Secretary to Government ex-officio. He may be assisted by one Deputy Director, one Financial Assistant and necessary ministerial staff. The posts of one Deputy Director, one Administrative Officer and one Tribal Officer would be rendered surplus and should be abolished.

4. The posts of Chief Industrial Supervisor and subordinate staff should be abolished. The supervision of the training centres run by the Department should be the responsibility of the Extension Officers (Industries).
5. There are a number of training centres which do not impart any useful training. Trainees who pass out of these Centres do not find their training useful for securing employment or even for self-employment. The working of these Centres it appears, has been the subject of study by an official Committee appointed by Government. The Centres should provide useful training in a variety of trades other than traditional skills like basket-making etc.

6. The control and supervision of G.R.B. schools, night schools and libraries under the Department should be handed over to Panchayats.

7. A number of schemes of the Department are not geared to the objective of integration of Harijans with "Caste-Hindus" (e.g., Provision of separate wells, separate burial grounds etc.) We urge that the programmes now undertaken by the Department should be reviewed, with the need for such integration in view.

**Posts to be abolished**

- Deputy Director (550-800)
- Administrative Officer (550-800)
- Chief Industrial Supervisor (250-500)
- Tribal Officer (250-500)
- Faircopy Superintendent (160-270)
- Industrial Supervisors (190-300)
- Weaving Supervisor (120-230)
- Junior Superintendents (190-300)
- Clerks (80-160 and 120-230)
- Typists (80-160 and 120-230)
- Attender (75-115)
- Peons (60-80)

Savings per annum: Rs. 1,94,600

**HEALTH SERVICES AND MEDICAL COLLEGES**

The organisation of Medical education has been allowed to develop in a haphazard and unco-ordinated manner. The Principals of the three Government Medical Colleges work
directly under the control of the Government and quite independently of the Department of Health Services. There is no real co-ordination among the three institutions; nor is there at the seat of the Government any one with technical competence to advise Government on matters relating to their administration. We consider the present position extremely unsatisfactory.

Recommendations

(a) Medical Education:

1. Medical education in all its aspects should be brought under the general control of the Director of Health Services. The Director, being a comparatively heavily worked Departmental Head, should be given the assistance of a Joint Director on Rs. 1000-1300 who will be in complete charge of medical education.

2. The Joint Director in charge of medical education should attend all meetings and conferences held at the State Headquarters or at places outside the State, thus leaving the Principals free to devote their whole-time attention to the day-to-day administration of the Colleges.

3. The Principals of the Medical Colleges should be redesignated as Deans. Government should explore the possibility of appointing retired officers of the Medical Department as Deans.

4. There should be a free and frequent inter-change of services between the teaching staff of the Colleges and the officers of the Department of Health Services.

(b) Medical and Public Health Services:

5. (a) In the Directorate of Health Services, there should be only three Deputy Directors—one for Medical Care and Planning, another for Community Health and the third for Family Planning and Maternity and Child Health activities. The Deputy Director (Medical Care and Planning) should be in charge of the curative side. The Deputy Director (Community Health) should be in charge of all Public Health work.
(b) The Assistant Directors in the headquarters office are now working directly under the Director. They also undertake State-wide field inspections. Since they are officers having only the status of District Medical Officers, their inspections cannot be effective. The Assistant Directors in the Directorate should work under the concerned Deputy Directors and should not function as inspecting officers.

(c) Three Assistant Directors should be sufficient—one for Health Education and Vital Statistics, another for Family Planning and Maternity and Child Health work and the third for Communicable Diseases.

(d) Vigilance work should be attended to by the Administrative Officer in the Directorate.

According to the above recommendations, one post of Deputy Director and two posts of Assistant Directors will be rendered surplus and these posts should be abolished.

6. In the Districts there is a District Medical Officer who is responsible for both medical and public health activities. In public health work, the District Medical Officer is assisted by an Assistant District Medical Officer. It is seen that the public Health work gets very little attention at the hands of the District Medical Officer. The public health work in the District should therefore be placed under an officer of the same rank and status as the District Medical Officer. He should be designated as District Health Officer. The existing post of Assistant District Medical Officer of Health should be abolished when the post of District Health Officer is created. The District Health Officer may work in the office of the District Medical Officer but should have separate ministerial staff, the necessary staff being found from the existing strength in the District offices. The work of District Health Officers should be systematically inspected and reviewed by the Deputy Director (Community Health) and the Director. Periodical reports in prescribed forms should be regularly submitted by the District Health Officer to the Deputy Director (Community Health) and by the latter to the Director.
We are aware that the above proposal which virtually involves the separation of curative and preventive work at certain levels runs counter to the policy laid down by the Government of India and followed in the State. But if public health work is to be attended to satisfactorily, the changes we propose are essential. There is no virtue in following a practice which does not yield results.

7. The Medical Officers in Primary Health Centres are in charge of both curative and preventive work. This combination of functions has led to the comparative neglect of public health work. To remedy this there should be one medical officer exclusively for public health work including family planning work in each Taluk unit (after integrated Block-cum-Taluks Units are formed) working under the District Health Officer, apart from the staff in the Primary Health Centres.

8. Public Health work done by field staff is supervised at the Block level by Health Inspectors Grade II. At present, four Health Inspectors Grade I attached to the District Medical Office also supervise, on a functional basis, the Public Health activities in the whole District. In view of recommendation No. (7), there is no need for supervisory Health Inspectors Grade I. Two Health Inspectors, Grade I may however be retained to assist the District Health Officer in his field inspections.

9. When Panchayati Raj is introduced, Health Assistants and Auxiliary Nurse-Midwives should be attached to Panchayats their jurisdiction should be fixed as a Panchayat or part thereof, according to population; care being taken to see that at least one Health Assistant and one Auxiliary Nurse-Midwife are available in every Panchayat.

10. There are now 162 Primary Health Centres in 143 Blocks. When the integrated Block-cum-Taluks come into being, each unit may have more than one Primary Health Centre. It will then become necessary to realign the jurisdiction of Primary Health Centres. This should be done in such a way that their jurisdiction conforms to the whole or part of the same territorial unit.
11. There exists a separate whole time field organisation for the propagation of family planning as well as for its implementation. At the head of the field staff in the District there is the District Family Planning Medical Officer. The Deputy Director (Family Planning & Maternity and Child Health) at the headquarters oversees the work relating to Family Planning throughout the State. It is our view that the work connected with family planning should form an integral part of the public health activities of the State. We are told that at a recent high level conference held at Delhi a decision was taken to have a separate organisation for family planning in each State. While we do not question the weight or authority behind this decision, we remain unconvinced and reiterate that in this State, family planning work should be treated as part of the normal activities of the Public Health Administration. In the Districts the work should be done by the existing organisation under the control of the District Health Officer. We trust, however, that this deviation from the pattern prescribed by the Government of India will not result in a diminution of financial assistance from the Centre.

We understand that in their anxiety to obtain quick results in view of the urgency, the Government of India have fixed targets in regard to the number of sterilisation cases etc., to be attained by each State and that the State Governments in turn have issued instructions to the Family Planning staff to achieve the results within the appointed time. While the urgency of the problem is not questioned, we should like to sound a note of warning that if family planning work is not followed up in every case with proper inspection and advice, there is every danger of the scheme becoming a failure. Crash programmes in agriculture without adequate appreciation of what the average cultivator can afford to do are bad enough; but these do not affect the health of the people. Crash programmes in the field of health, implemented without proper follow-up might prove hazardous to public health and retard the progress of the Plan itself.

12. The Employees' State Insurance wing should be fully integrated with the Department. The Administrative Medical
Officer should function as an attached officer in the Directorate. The institutions should be placed under the District Medical Officers.

13. Serious attention should be bestowed on improving the administration of Government hospitals with a view to ensure higher standards of discipline and of service. There is at present a general air of indiscipline and a lack of proper attention by the staff to the patients or visitors to the hospital. This is in sharp contrast to the order, the cleanliness and the business like manner in which the staff go about their business in the Mission hospitals, and yet both the superior and menial staff of these two different classes of hospitals come from the same strata of society, while the staff in the Government hospitals are actually paid higher wages than those in Mission hospitals.

14. In view of the shortage of doctors, Government should enlist the services of retired medical men in an increasing measure.

**Posts to be abolished**

- Deputy Director (900-1200) 1
- Assistant Directors (600-1000) 2
- Assistant District Medical Officers of Health (400-700) 9
- Health Inspectors Grade I (190-300) 18

**Posts to be created:**

- Joint Director (Medical Education) (Rs. 1000-1300) 1
- District Health Officers (600-1000) 9
- Medical Officers (Public Health) (300-600) 80
- Stenographer (Rs. 90-250) 1
- Peons (60-80) 78

Extra expenditure per annum: Rs. 6,84,000

INDIGENOUS MEDICINE & AYURVEDA COLLEGES

**Recommendations**

1. Grants paid to private institutions should be routed through Panchayats.
2. There is no fixed pattern of staff in the hospitals some of which are over staffed. (Eg. R.V.C.A., Hospital, Trichur, with 30 beds and 6 physicians and 3 honorary physicians). Excess staff should be diverted to institutions where the staff may be below requirement.

3. Clerks have been sanctioned for some hospitals. There is little clerical work in the hospitals. District offices of the department require more clerks; the necessary strength should be found from the clerks now working in the hospitals.

4. The Principals of the two Ayurveda Colleges are functioning as separate Heads of Departments. At present, the post of the Principal, Ayurveda College, Trivandrum is not filled up and the Director of Indigenous Medicine is holding charge of it. As recommended in Chapter V, of Part I the Principals of both the Colleges should be placed under the administrative control of the Director of Indigenous Medicine.

5. Action should be taken to prescribe standards for the preparation of Ayurvedic medicines.

6. After the prescription of standards it should be ensured that manufacturers publish the formulae on medical preparations offered for sale.

7. Action should be taken for systematic research work in Ayurveda.

INDUSTRIES & COMMERCE AND GEOLOGY

The work relating to geological investigation and the administration of the Mines and Minerals Act are attended to by a separate Department of Geology. We consider that a properly organised Geology wing in the Industries Department will be able to perform these functions more efficiently and at less cost.

Recommendations

(a) Geology

1. The separate Department of Geology should be abolished. The Directorate of Industries and Commerce should have a Geology wing under a Joint Director (Geology)
2. The Circle offices of the Department of Geology at Calicut and Ernakulam should be attached to the Regional Offices of the Department of Industries and Commerce.

3. The Mines and Minerals Act should be administered through the District officers of the Industries Department.

(b) Industries

4. In the Directorate, the Director is assisted by one Additional Director, 2 Joint Directors, 5 Deputy Directors, 3 Special Officers and 8 Assistant Directors. With regional offices above the District level, the work of the Department would be considerably decentralised. In any case the need for such a large number of Assistant Directors who will not be competent to take decisions on the various problems coming up in the Directorate and who can at best only “process” files and push them up, is not clear. We consider that four Assistant Directors will be sufficient to attend to office work in the Directorate. The following posts should be abolished.

(i) Assistant Director (Handicrafts). — The Deputy Director (Handicrafts) should attend to all items of work relating to Handicrafts without the assistance of an Assistant Director.

(ii) Assistant Director (Small Scale Industries). — There are now two posts of Assistant Directors in this branch. One of them should be abolished. The post of the Deputy Director (Planning) should be redesignated as Deputy Director (Small Scale Industries) and one Assistant Director should work under him.

(iii) Assistant Director (Loans). — This officer is in charge of the maintenance of loan accounts. This work should be attended to by the Financial Assistant.

(iv) Assistant Director (Commerce). — The work relating to promotion of industries, helping industrialists etc., with which this officer is associated will be better performed by the Joint Director (Small Scale Industries) himself personally.

(v) Special Officer (R.B.I.) — The Deputy Director (Co-operation) should take over the work now done by the Special Officer (R.B.I.).
5. The Regional Offices should continue till a cadre of technically qualified and competent District Officers is built up. The need for continuing the Regional Offices should be reviewed thereafter.

6. Technical qualifications should be prescribed for the posts of District Industries Officers and Extension Officers and all future recruitments regulated accordingly.

7. The Co-operative Inspectors supervising the various kinds of societies under the Department should be assigned composite charge on a territorial basis, so that each Inspector will be in charge of all types of societies in his jurisdiction.

8. A large number of Co-operative Societies are languishing either for want of funds or lack of managerial talent or non-availability of raw materials or owing to inherent weaknesses in their organisation. An enquiry into the working of these societies should be made and steps taken to revitalise deserving societies and liquidate the rest.

9. The Sericultural Farm at Ambalavayal which is running at a loss should be closed down.

Posts to be abolished:

**Industries:***

Assistant Director (350-700) 5
Farm Superintendent Sericultural farm (190-300) 1
Assistant Inspector, Sericultural Farm (120-230) 1
Fieldman (75-135) 1
Mulberry cultivator (65-95) 1
Operatives (65-95) 2
Clerk (80-160) 1
Peons (60-80) 6

**Geology:***

Director of Geology (600-900) 1
Chief Accountant (160-270) 1
Clerks (80-160 & 120-230) 2
Typist (80-160) 1
Duffadar (65-80) 1
Peons (60-80) 4

Post to be created:
Joint Director of Industries (Geology) (600-900) 1

Net Savings per annum  Rs. 92,500

LABOUR & WEIGHTS AND MEASURES

Recommendations

1. The District Labour Officers should implement the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955. The post of Inspector of Newspaper Establishment with State-wide jurisdiction is unnecessary and should be retrenched.

2. All District Labour Officers should exercise the powers of a Registrar of Trade Unions under the Indian Trade Unions Act, 1926 and the powers of Certifying Officers under the Industrial Employment (Standing Orders) Act. The separate post of Deputy Registrar of Trade Unions should be retrenched.

3. With the abolition of the post of Deputy Registrar of Trade Unions, who is also the Chief Inspector under the Motor Transport Workers’ Act, the Labour Commissioner should be notified as the Chief Inspector under the Act.

4. The Department of Weights and Measures is a temporary Department formed in 1958 for the introduction of metric weights and measures throughout the State. The work which was done in stages has now been completed. The Department’s present activities relate to periodical verification and stamping of weights and measures and the enforcement of the Weights and Measures Act. We consider that a separate Department is not necessary for this limited work and recommend that the Labour Department which has a field staff for the inspection of shops and establishments should be able to take over this activity. For the stamping work separate field agency might
be necessary. Sixteen Inspectors, one for each revenue division assisted by a Manual Assistant each will be sufficient for this work. The remaining staff of the Department of Weights and Measures should be abolished.

*Posts to be abolished:*

**Labour**

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<tr>
<td>Inspector of Newspaper Establishment (250-500)</td>
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<td>Peons (60-80)</td>
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**Weights and Measures**

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<tr>
<td>Superintendent (250-500)</td>
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<tr>
<td>District Inspectors (250-500)</td>
<td>9</td>
</tr>
<tr>
<td>Divisional Inspectors (190-300)</td>
<td>11</td>
</tr>
<tr>
<td>Stenographer (90-250)</td>
<td>1</td>
</tr>
<tr>
<td>Clerks (80-160, 120-230)</td>
<td>17</td>
</tr>
<tr>
<td>Typists (80-160)</td>
<td>2</td>
</tr>
<tr>
<td>Manual Assistants (65-95)</td>
<td>20</td>
</tr>
<tr>
<td>Peons (60-80)</td>
<td>22</td>
</tr>
</tbody>
</table>

Savings per annum Rs. 3,50,700.

**LAND REVENUE**

*Recommendation*

With the introduction of Panchayati Raj and the formation of new administrative units by integration of the present Taluks and Blocks, it becomes necessary to rename the Land Revenue Department as General Administration Department in conformity with the new functions and responsibilities devolving on it. In Part I of this Report, we have indicated the necessary organisational changes. The non-technical staff of the Blocks who are confirmed will have to be fully integrated with the personnel of the Land Revenue Department. Similarly, the district and field staff of the Panchayat Department may also have to be integrated in due course into the General Administration Department, as, with the abolition of the Panchayat
Department, there is no scope for continuing Panchayat Extension Officers and District Panchayat Officers as separate cadres outside the General Administration Department.

MOTOR VEHICLES

The District Collector who is the Chairman of the Regional Transport Authority in his district does not exercise administrative control over the Regional Transport Office. The Deputy Commissioners (Agricultural Income Tax and Sales Tax) function as Regional Officers and exercise certain specified functions. But the control they exercise as superior administrative authorities is nominal. A better arrangement would be for the District Collectors to exercise full supervisory powers over the Regional Transport Offices.

Recommendations

1. The District Collectors should be made fully responsible for the administration of the Department in their jurisdiction.

2. An internal audit wing should be created in the Department, which is one of the important revenue earning Departments of Government.

MUSEUMS & ZOOS, ARCHAEOLOGY, ARCHIVES AND TOURISM

In Chapter V of Part I of this Report we have recommended the formation of a new Department, called the Department of Cultural Affairs, abolishing the separate Departments of Archaeology, Archives, Museums and Zoos, Tourism and Yogic Culture. The new Department can also attend to work connected with institutions like the Akademis. Some subjects which are proposed for the new Department (e.g., Zoos) may not have a bearing on "Culture" and their inclusion is only a matter of convenience.

Recommendations

1. A new Department called the Department of Cultural Affairs should be formed; the Departments of Museums and
Zoos, Archaeology, Archives, Tourism and Yogic Culture should cease to function as separate departments and should be wings under the new Department.

2. The following institutions and subjects should be brought under the new Department.

(a) The Sri Chitra Art Gallery
(b) The School of Arts, Trivandrum
(c) The Painting School, Mavelikara
(d) The Government Occupational Institute, Trichur
(e) Library Movement
(f) The State Library
(g) The Sahitya Akademi, The Sangeet Nataka Akademi and The Lalit Kala Akademi
(h) The Kalamandalam
(i) All items of work handled by the Cultural Wing of the Department of Public Relations
(j) Items of work dealt with in the Secretariat Department of Education, like assistance to dance, drama and theatre groups, construction of memorials, financial assistance to men of letters, Malayalam Encyclopaedia, Gazetters etc.

3. The office of the Director of Cultural Affairs should be formed by transferring the required staff from the Departments of Archaeology, Museums & Zoos, Tourism, Yogic Culture, the Cultural Wing of the Department of Public Relations and Archives.

4. The Archaeology wing of the Department should be headed by a Deputy Director (Archaeology), the Tourist wing by a Deputy Director (Tourism) and the Archives branch by an Assistant Director. Museums and Zoos should be under the immediate charge of Curators.

5. The Director of Cultural Affairs should have appropriate ex-officio Secretariat status, in the Education Department.
Posts to be abolished

Director of Museums and Zoos (600-900) 1
Peons (60-80) 2

Post to be created

Director of Cultural Affairs 1
Net savings per annum Rs. 13,600

PANCHAYATS AND MUNICIPALITIES

In Part I of the Report we have proposed that in the context of the introduction of Panchayati Raj the District Collectors should be notified as Directors of Panchayats and Directors of Municipalities in their respective Districts and that the Department of Panchayats and Municipalities should be abolished.

Recommendations

1. The Directorate of Panchayats and the three Regional Offices of that Department and the Directorate of Municipalities should be abolished and the ministerial staff distributed among the nine Collectorates. The remaining staff should be retrenched.

2. The District Panchayat Officers and the field staff of Inspectors or Extension Officers of Panchayats should work under the District Collector, the District Panchayat Officer functioning as his Personal Assistant.

Posts to be abolished

(a) Panchayat Department

Director (900-1200) 1
Deputy Directors (550-800) 4
Financial Assistant (350-650) 1
Senior Superintendent (250-500) 1
Fair Copy Superintendent (160-270) 1
Stenographer (90-250) 1
Duffadar (65-85) 1
Peons (60-80) 14
(b) Municipalities

<table>
<thead>
<tr>
<th>Position</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director (900-1200)</td>
<td>1</td>
</tr>
<tr>
<td>Financial Assistant (350-650)</td>
<td>1</td>
</tr>
<tr>
<td>Personal Assistant (225-425)</td>
<td>1</td>
</tr>
<tr>
<td>Stenographer (90-250)</td>
<td>7</td>
</tr>
<tr>
<td>Peons (60-80)</td>
<td></td>
</tr>
</tbody>
</table>

Savings per annum Rs. 2,22,300

POLICE, CIVIL DEFENCE, FIRE FORCE & HOME GUARDS

The Inspector General of Police, who is in charge of internal security is not in charge of the administration of the Department of Home Guards and the Fire Force. Under what appears to be an ad-hoc arrangement, the Director of Vigilance Investigation has been put in charge of the Fire Force; he also functions as the Director of Civil Defence. The Home Guards—a second-line agency for internal security—is under a separate Head of Department. We are of the view that the Departments of Police, Fire Force and Home Guards should be under a common Head of Department viz., the Inspector General of Police. Maximum co-ordination in Civil Defence work can be ensured only by the Inspector General of Police. In the neighbouring State of Madras, Civil Defence, Fire Force and Home Guards are all part of the Police Department and this arrangement is reported to be working satisfactorily.

Recommendations

1. The separate Departments of Home Guards and the Fire Force should be abolished. The Inspector General of Police should function as the Commandant-General, Home Guards and the Director of Fire Force. He will also be the Director of Civil Defence.

2. The separate posts of Commandant-General, Home Guards and the Commandant, Home Guards should be abolished.

3. The Headquarters staff of the Commandant, Home Guards and of the Director of Fire Force except the following staff which may be retained in the office of the Inspector General
to deal with the papers relating to Home Guards and Fire Force, should be abolished.

1. Personal Assistant (Deputy Superintendent of Police)
   1. Junior Superintendent (Manager)
   2. Upper Division Clerks
   6. Lower Division Clerks
   2. Typists
   2. Peons

4. All items of work relating to the Home Guards, Fire Force and Civil Defence which do not call for centralised action should be transferred to the Deputy Inspector General of Police in the Ranges and the Superintendents of Police.

5. The Superintendents of Police should supervise and control the Home Guards organisation in the Districts. They should be declared as Commandants of Home Guards and the full time Home Guards staff in each District should be attached to the District Police Office.

6. The State Training Institute for Home Guards—now functioning as 3 units—should be supervised by the Deputy Inspector General of Police of the concerned range.

7. The Fire Stations in a District should function under the control of the Superintendent of Police.

8. There are two regional offices in the Department of Fire Force under Regional Fire Officers on Rs. 300-600. As the Superintendents of the Districts are to control the Fire Stations the regional offices headed by such low grade officials cannot function effectively and are in any case superfluous. The offices should therefore be abolished.

9. The Fire Force Training School, Fort Cochin, should be controlled by the Deputy Inspector General of the concerned Range.

10. The posts of Personal Assistants to Superintendents of Police are held by officers of the cadre of Deputy Superintendents of Police. As the deployment of such senior officials for attending to mere office work which can be effectively done by a Manager, is a waste of trained manpower, these posts should
be abolished. There is already a Manager in each District Police Office, drawn from the ranks of the ministerial staff. If it is held that the Superintendents of Police should have the assistance of a Police Officer in the disposal of work in the office, Personal Assistants in the cadre of Circle Inspectors should be appointed in the District Office.

11. The Civil Supplies Cell of the Police Department consists of a Superintendent and a Deputy Superintendent with State wide jurisdiction, 3 Circle Inspectors at Trivandrum, Ernakulam and Palghat and 10 Sub Inspectors—one for Trivandrum City and one each for the Districts. Enforcement of Civil Supplies regulations is part of the general Police work. Further a small field organisation consisting of a Sub Inspector for a District and a Circle Inspector for three districts will not be able to enforce these regulations throughout the State. The Civil Supplies Cell should therefore be abolished and the work entrusted to the regular staff of the districts.

**Posts to be abolished**

**Home Guards and Fire Force**

<table>
<thead>
<tr>
<th>Post</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commandant-General, Home Guards</td>
<td>1</td>
</tr>
<tr>
<td>(1600-1800)</td>
<td></td>
</tr>
<tr>
<td>Commandant, Home Guards (740-1300)</td>
<td>1</td>
</tr>
<tr>
<td>Personal Assistant to Director of</td>
<td>1</td>
</tr>
<tr>
<td>Fire Force (400-700)</td>
<td></td>
</tr>
<tr>
<td>Manager (190-300)</td>
<td>1</td>
</tr>
<tr>
<td>Regional Fire Officers (300-600)</td>
<td>2</td>
</tr>
<tr>
<td>Head Accountant (160-270)</td>
<td>1</td>
</tr>
<tr>
<td>Store Accountant (160-270)</td>
<td>1</td>
</tr>
<tr>
<td>U. D. Clerks (120-230)</td>
<td>5</td>
</tr>
<tr>
<td>Stenographers (90-250)</td>
<td>2</td>
</tr>
<tr>
<td>L. D. Clerks (80-160)</td>
<td>9</td>
</tr>
<tr>
<td>Clerk-typists (80-160)</td>
<td>2</td>
</tr>
<tr>
<td>L. D. Typists (80-160)</td>
<td>3</td>
</tr>
<tr>
<td>Peons (60-80)</td>
<td>5</td>
</tr>
</tbody>
</table>

**Police**

<table>
<thead>
<tr>
<th>Post</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal Assistant to Superintendent of Police (375-800)</td>
<td>9</td>
</tr>
</tbody>
</table>
Superintendent of Police (Civil Supplies) (740-1300) 1
Deputy Superintendents of Police (Civil Supplies) (375-800) 1
Circle Inspectors (250-500) 3
Sub Inspectors (175-275) 10

Savings per annum Rs. 3,18,500.

PUBLIC INSTRUCTION—COLLEGIATE, SECONDARY AND PRIMARY EDUCATION

The administration of the Government Arts and Science Colleges now rests with a separate Department called the Department of Collegiate Education. The Head of this Department has not been able to conduct academic inspection of the Colleges in a comprehensive manner since his time is largely taken up by administrative duties. Even if he were to have the time, academic inspections conducted by him cannot be effective since one person cannot be a specialist in all subjects. We understand that the University of Kerala does not have any machinery to inspect regularly all the Colleges affiliated to it. The only inspection that is now conducted by the University is at the time of according recognition to the College; this inspection concerns itself with the facilities available rather than the quality of teaching. We consider that the responsibility for ensuring the maintenance of high academic standards should be that of the University. In this view, the conclusion is inevitable that for the administration of the Government Colleges and the disbursement of grants to Private Colleges, there is hardly any justification for a separate Department. By delegating more powers in regard to purchase of equipments, furniture etc., to the Principals of the Colleges, it is possible to reduce the administrative work considerably.

The Department of Public Instruction which deals with Secondary and Primary Education has been reorganised not less than six times since 1956. The frequency with which organisational changes have been made, one reorganisation closely following on the heels of another, has not been helpful.
in building up administrative efficiency. Our recommendations are therefore intended to make for greater efficiency and expedition in the disposal of work without any basic structural changes in the Department.

**Recommendations**

(a) *Collegiate Education*

1. The separate Department of Collegiate Education should be abolished and a Collegiate wing formed in the Directorate of Public Instruction under a Joint Director to attend to the work relating to the Colleges.

2. The Collegiate wing should be staffed by one Joint Director, one Accounts Officer, one Special Officer for scholarships and necessary subordinate staff. The post of the Administrative Officer should be abolished.

3. The University of Kerala should be moved to set up a regular machinery for inspection of all colleges in the State including Private Colleges.

4. It has been noticed that there are certain courses in some of the Government Colleges where the number of students over a period of years has been less than five; such courses should be discontinued wherever possible. Care should also be taken to avoid duplication in starting post-graduate and other advanced courses; when University runs a post-graduate course at a centre, Government should not start an identical course at the same place.

5. The Department of Collegiate Education now runs three Vijnan Mandirs. These were started by the Government of India with the object of giving scientific advice to villagers on matters like plant protection, sanitation, family planning etc. In 1963 they were taken over by the State Government. As there are separate departmental agencies to disseminate scientific knowledge on various matters to the rural people, there is no necessity for continuing the three Vijnan Mandirs. These institutions should be abolished and the staff retrenched.
(b) Secondary and Primary Education

6. A proper cadre of Assistant Educational Officers and District Educational Officers has to be built up. Selection to the cadre of Assistant Educational Officers should be made on the basis of merit from among Graduate Teachers. The selected candidates should pass the Account Test for Executive Officers and a Special Test in Kerala Education Rules and other departmental matters. One year's training on the job should be given before they are given independent charge. It should be laid down that only Teachers who have worked as Assistant Educational Officers for a minimum period of two years will be eligible for promotion as Headmasters of Secondary schools. This will result in creating a cadre of Headmasters with administrative experience. Senior Headmasters who are likely to be promoted to the cadre of District Educational Officers should be posted as Personal Assistants to the District Educational Officers for at least a period of one year so that they will be fairly well acquainted with the problems of administration before they are appointed as District Educational Officers. Selection to the cadre of District Educational Officers should, again be made purely on the basis of merit. A wholesome practice would be to lay down that no one who has passed the age of 53, should be appointed to the post of District Educational Officer.

7. The administrative powers now exercised by the District Educational Officer over primary schools should be delegated to the Assistant Educational Officers. The staff fixation in aided primary schools may be made the responsibility of the Assistant Educational Officer, the District Educational Officer merely reviewing the orders passed by the Assistant Educational Officer.

8. A large part of the time of the District Educational Officers and Assistant Educational Officers is devoted to routine administrative matters relating to aided schools. While the creation of a post of Personal Assistant has given some relief to the District Educational Officer, there are still
complaints that there is unconscionable delay in the sanctioning of increments and countersigning arrear bills. Considering the large number of employees involved, the number of aided schools being almost double that of Government schools, it will be next to impossible to gear the department’s administrative machinery to the enormous task of scrutinising individual claims and according individual sanctions in respect of the aided school staff. The obvious solution would be to delegate powers in these matters to the Headmasters of aided schools. We are aware that the Headmasters of aided schools are not fully within the Government’s administrative control and that the salary paid to the staff, is technically a grant the disbursement of which has to be authorised by a departmental officer. But weighing the pros and cons of the issue, we consider that the balance of advantage lies in delegating to the Headmasters of aided schools, both Secondary and Primary, the power of drawing salary bills without countersignature, and of sanctioning ordinary leave and increments to the staff and we recommend accordingly. The following safeguards should be taken:

(i) The above power will be conferred only on those Headmasters who have passed the Account Test for Executive Officers and a Departmental Test on Kerala Education Rules etc.

(ii) Audit of the bills should be done within a three or four months’ period so that any excess drawals made or irregularity committed can be detected in time and timely corrective action taken.

The same powers should be given to the Headmasters of Government Primary Schools also.

9. Action to close down uneconomic schools and absorb surplus and supernumerary teachers in Malabar area should be expedited.

10. At present the strength of graduate teachers in a Secondary school is fixed with reference to the number of divisions, i.e., at the rate of one teacher for every division. Government have recently ordered that qualified language teachers should be given charge of classes. In view of this order, the strength of graduate teachers should be refixed on
the basis of the number of periods they have to handle, i.e.,
at the rate of one teacher for every 25 periods of work. Such
a refixation will render about ten per cent of the present
strength surplus. Five per cent of the strength should be
kept as leave reserve and the balance of the surplus staff
retrenched.

11. There are three posts of Social Education Organisers,
one for each region. For the supervision of the social edu-
cation activities in the Blocks such an Officer does not seem
to be necessary. They are now associated with the work of
fixing grants to libraries and checking up on their utilisation.
The entire work relating to libraries is being recommended
to be transferred to the new Department of Cultural Affairs.
The posts of Social Education Organisers with their staff
should therefore be abolished.

Posts to be abolished

- Director of Collegiate Education (1300-1700)  1
- Administrative Officer (550-800 + 50)  1
- Junior Superintendents (190-300)  4
- Upper Division Clerks (120-230)  5
- Social Education Organisers (300-500)  3
- Lower Division Clerks (80-160)  22
- Upper Division Typist (120-230)  1
- Lower Division Typist (80-160)  2
- Peons (60-80)  6
- Vijnan Mandir Officers (350-650)  3
- Assistant Vijnan Mandir Officers (250-500)  3
- Laboratory Assistants (80-160)  3
- Clerk-typists (80-160)  3
- Peon-cum-Watchers (one on Rs. 60-80 and
the other on Rs. 70-85)  2

Post to be created

- Joint Director (Collegiate Education) (800-1100)  1

Savings on account of absorption of surplus and super-
numerary teachers, abolition of uneconomic schools and
reduction in the number of High School Assistants—

\[ \text{Rs. } 57,00,000 \]

Net savings per annum \[ \text{Rs. } 59,09,100 \]
The Department was formed to implement the National Water Supply and Sanitation Programmes under the Five Year Plans. Based on the allotments for these schemes, the workload did not justify the formation of a separate department; this position continues to hold good even now. During the intervening period certain items of building works relating to the Health Services Department were entrusted to this Department possibly to give sufficient work to the new Department. At present the construction of E.S.I. dispensaries is being attended to by the Public Health Engineering Department, while the construction of E.S.I. hospitals is done by the Public Works Department. There is no rationale in this division of work. We are of opinion that building construction programmes including water supply and sanitary installations of buildings should be the responsibility of the Public Works Department and that the Public Health Engineering Department should confine itself to the execution of water supply and drainage schemes.

The formation of a separate Department for Public Health Engineering is in conformity with the policy enunciated by the Government of India and the system followed by the majority of the States. In this State, the Department which has now become permanent has been in existence for over 10 years. Any re-integration of the Public Health Engineering Department with the parent department at this stage will give room to problems of personnel. Hence on pragmatic considerations, we are not recommending such a step, though we have no hesitation in stating that on merits the Public Health Engineering Department should be an integral part of the Public Works Department functioning as a specialised wing of it.

Recommendations

1. The work of construction of buildings for E.S.I. dispensaries should be transferred to the Public Works Department and the staff of the Department now attending to this work, viz., 8 Assistant Engineers and 20 Junior Engineers with their subordinate staff should be abolished.
2. The number of divisions and sub divisions should be fixed on the basis of workload. The following norms should be adopted.

<table>
<thead>
<tr>
<th>Division</th>
<th>Sub division</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Rs. 25 lakhs</td>
<td>Rs. 7½ lakhs</td>
</tr>
</tbody>
</table>

If the outlay for a year in a district exceeds Rs. 40 lakhs, an additional division should be formed.

3. Based on the workload for 1966-67, the number of divisions, sub divisions and sections required is given below:

<table>
<thead>
<tr>
<th>Division</th>
<th>Outlay (Rs. in lakhs)</th>
<th>No. of divisions required</th>
<th>No. of sub divisions required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trivandrum</td>
<td>43</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Quilon</td>
<td>8</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Alleppey</td>
<td>8</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Kottayam</td>
<td>11</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Ernakulam</td>
<td>43</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Trichur</td>
<td>7</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Palghat</td>
<td>7</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Calicut</td>
<td>6</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Cannanore</td>
<td>9</td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>

|              | 142                    | 7                          | 18                           |

Seven Territorial Divisions and two Special Divisions (Augmentation Division, Trivandrum and Project Division, Alwaye) are now in existence. The workload in Trichur and Palghat together or in Calicut and Cannanore together does not justify a separate division. But considering the area of jurisdiction one division would have to be allowed. It should therefore be possible to manage the work with 7 divisions in all. The surplus staff if computed on the basis of the present workload will be 2 Executive Engineers, 7 Assistant Engineers and 3 Junior Engineers with their office staff. We recommend that on the basis of the budgeted outlay for 1967-68, the requirements of the staff of the department should be worked out on the above lines and that the divisions, sub-divisions and sections that would be rendered surplus be abolished,
4. A Special Circle is now functioning at Ernakulam for the investigation of water supply and drainage for the Greater Cochin area. There are three divisions under it—one for investigation of drainage scheme, another for investigation of water supply scheme and the third for designs. Prima facie the staff has been sanctioned on a very liberal scale. One would think that the entire investigation could have been done by one Executive Engineer assisted by the necessary field staff. Possibly the fact that Central assistance was available might have eclipsed all other considerations. We recommend that 2 Executive Engineers alone need be retained for the work and that they should function under the Superintending Engineer, Northern Circle. The posts of one Superintending Engineer and one Executive Engineer and their office staff would be rendered surplus and should be abolished.

**Posts to be abolished:**

- Superintending Engineer (1000-1300) 1
- Executive Engineers (600-1000) 3
- Assistant Engineers (350-650) 18
- Divisional Accountants (250-500) 2
- Senior Superintendent (250-500) 1
- Junior Engineer/Head Draftsman (225-425) 47
- Junior Superintendents (190-300) 2
- Draftsman Gr. I/Overseers (130-250) 27
- Upper Division Clerks (120-230) 25
- Upper Division Typists (120-230) 5
- Stenographer (90-250) 1
- Draftsman Gr. II/Overseers Gr. II (90-190) 27
- Lower Division Clerks (80-160) 73
- Lower Division Typists (80-160) 13
- Store Keepers (80-160) 2
- Drivers (75-135) 13
- Tracers (75-135) 4
- Surveyors (75-135) 24
- Peons (60-80) 67
- Cleaners (60-80) 7

Savings per annum (based on the workload for 1966-67) Rs. 11,50,000
PUBLIC WORKS

The Public Works Department is organised into two branches—(a) Irrigation and (b) Building and Roads, each under a Chief Engineer. The staff is borne on a common establishment and the senior of the two Chief Engineers is in charge of establishment matters. There is a separate field staff for both these branches. Even within these branches there are special divisions and circles whose jurisdiction cuts across that of the normal circles and divisions. Thus within the irrigation branch there is a separate wing for minor irrigation consisting of a Circle with State-wide jurisdiction and 9 divisions, one for each revenue District. The formation of a separate minor irrigation wing was sanctioned recently on the ground that minor irrigation works did not get the attention they deserved. We are unable to support the view that new Departments or new wings in existing Departments should be created whenever one aspect of work gets neglected; the remedy is to take suitable administrative measures and to tighten up supervision.

Recommendations

1. The separate wing for minor irrigation should be abolished. A single agency should be made responsible for all types of irrigation. For the execution of major projects there should be special staff stationed at the project site itself.

2. The number of divisions and sub divisions in each branch of the Public Works Department should be fixed on the basis of workload. The following norms should be adopted.

<table>
<thead>
<tr>
<th>Division</th>
<th>Sub division</th>
<th>(Rs. in lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Buildings and Roads</td>
<td>60</td>
<td>15</td>
</tr>
<tr>
<td>Irrigation (excluding major projects)</td>
<td>50</td>
<td>10</td>
</tr>
</tbody>
</table>

If the outlay for works in a revenue district exceeds Rs. 80 lakhs in the Buildings and Roads branch or Rs. 70 lakhs in the Irrigation branch, an additional division should be formed.

3. Each Assistant Engineer should be given the assistance of three Junior Engineers.
4. Based on the budgeted outlay for 1966-67, the number of divisions, sub divisions and sections required for each branch of the Public Works Department viz-a-vis the number now existing is as follows:—

<table>
<thead>
<tr>
<th>Workload</th>
<th>Rs. in crores</th>
<th>No. of divisions</th>
<th>No. of sub divisions</th>
<th>No. of Sections</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building &amp; Roads</td>
<td>9.0</td>
<td>15</td>
<td>17</td>
<td>60</td>
</tr>
<tr>
<td>Irrigation (Excluding Major Project Works)</td>
<td>5.0</td>
<td>10</td>
<td>16</td>
<td>50</td>
</tr>
</tbody>
</table>

(*Mechanical sub divisions and sections, and the sub divisions and sections attending to project works and investigation of minor irrigation works coming under the Divisions have been excluded.)

The number of divisions, sub divisions and sections that are surplus, on the basis of the present workload in both the branches together is 8, 29 and 155 respectively. We recommend that on the basis of the budgeted outlay for 1967-68, the strength of divisions, sub divisions and sections should be refixed in the above manner early in that financial year and the excess divisions, sub divisions and sections abolished.

5. The pattern of staff of a territorial circle office, division office, sub division office and section office should be as follows:—

**Circle Office**

- Superintending Engineer: 1
- Personal Assistant (Assistant Engineer): 1
- Financial Assistant: 1
- Senior Superintendent: 1
- Junior Superintendent: 1
- Clerks: 3 for every division under the circle
- Head Draftsman (Junior Engineers): 2
- Draftsmen: 2 for every division under the circle
- Tracers: 3
- Blue Printer: 1
- Typists: 4
- Peons
Division Office

Junior Superintendent 1
Divisional Accountant 1
Head Draftsman 1

One clerk in the general and establishment branches for every sub division under it plus 2 clerks for routine work.

One clerk in the Accounts and Compilation branches for every sub division under it plus 2 clerks for routine work.

One Draftsman in the Drawing branch for every sub division under it plus one Draftsman for routine work.

Typists 3
Tracer 1
Blue Printer 1
Peons 4

The post of Technical Assistant now in existence in some of the division offices in the Buildings and Roads branch should be abolished.

Sub division Office

Head Clerk 1
Clerks 3
Typist 1
Draftsman 3
Peons 2

The pattern of staff in a section office may be a Section Officer, who may either be a Junior Engineer or an Overseer, one Clerk and one Peon.

6. For attending to the works of the Panchayats and the Blocks, a Junior Engineer or an Overseer should be attached to each of the new administrative units at the Taluk/Block level. A separate post of Assistant Engineer should be sanctioned in each revenue district to supervise them. This Assistant Engineer should function under the Executive Engineer (Buildings & Roads) of that district.

7. For ensuring effective supervision and greater expeditiousness in the electrical works, Executive Engineers should be attached to each Circle of the Buildings and Roads branch.
The field staff should be headed by Junior Engineers and their work should be directly supervised by the Executive Engineers. The headquarters staff of the Electrical wing should be withdrawn and the posts of Assistant Engineers (Electrical) in the circle offices and 4 posts of Assistant Engineers (Electrical) in the field should be abolished.

8. The need is felt for reorganising the stores wing of the Public Works Department. There now exist a Central Stores at Trivandrum and 2 Sub Stores at Ernakulam and Feroke to cater to both the branches of the Public Works Department. Besides, there are as many division stores as there are divisions. Numerous instances of shortage of stock and defalcation have come to notice in recent years. The two main defects are—(i) the Stores are not manned by technical persons of sufficient status (e.g. the division stores are under the charge of Storekeepers, who are only lower Division Clerks; (ii) no systematic arrangements exist for periodical stock verification.

We understand that the Chief Engineer has sent proposals to Government for reorganising the stores with a Central Store and one district store in each district, the former headed by an Executive Engineer and the latter by Assistant Engineer or Junior Engineer. It would be advantageous to locate the Central Stores at Ernakulam, which besides being a central place has greater facilities to secure materials and stock them. The district stores should preferably be manned by Assistant Engineers in all cases. Three Divisional Accountants functioning at Trivandrum, Ernakulam and Calicut on a regional basis could attend to stock verification in all the Stores at prescribed intervals. We recommend the proposals of the Chief Engineer with these modifications for the earnest consideration of the Government. It is seen that the proposals result in appreciable saving on account of the amalgamation of individual division stores and the reduction of lower staff.

9. In the Office of the Chief Engineer, General and Irrigation, two Administrative Assistants are working while in the Office of the Chief Engineer, Buildings and Roads, there is only one Administrative Assistant. The two posts of Admini-
Administrative Assistants in the former office were created at a time when the Irrigation branch was functioning under two Chief Engineers. With the abolition of one of these posts of Chief Engineers one post of Administrative Assistant should logically have been abolished. Judged by the workload also, there is no case for a second Administrative Assistant in the office of the Chief Engineer (General & Irrigation); one post should therefore be abolished.

10. There exist a post of Executive Engineer, Water Resources under the Chief Engineer, General and Irrigation and an Executive Engineer for Planning under the Chief Engineer, Buildings and Roads. The former attends to the work in the Planning section and the work relating to flood control and inter-State water disputes. In fact both these officers do office work. The Chief Engineer, General and Irrigation has the assistance of a Deputy Chief Engineer and a Superintending Engineer, while the Chief Engineer, Buildings and Roads has the assistance of a Deputy Chief Engineer. There is also the required complement of other technical and non-technical staff in various cadres. The two posts of Executive Engineers mentioned above should be abolished.

**Posts to be abolished**

<table>
<thead>
<tr>
<th>Position</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superintending Engineer (1000-1300)</td>
<td>1</td>
</tr>
<tr>
<td>Executive Engineers (600-1000)</td>
<td>11</td>
</tr>
<tr>
<td>Assistant Engineers (350-650)</td>
<td>29</td>
</tr>
<tr>
<td>Assistant Engineers (Electrical) (350-650)</td>
<td>7</td>
</tr>
<tr>
<td>Junior Engineers/Head Draftsman (225-425)</td>
<td>169</td>
</tr>
<tr>
<td>Do. Electrical (225-425)</td>
<td>1</td>
</tr>
<tr>
<td>Draftsmen (130-250 and 90-190)</td>
<td>149</td>
</tr>
<tr>
<td>Tracers (75-135)</td>
<td>24</td>
</tr>
<tr>
<td>Blue Printers (75-115)</td>
<td>7</td>
</tr>
<tr>
<td>Administrative Assistant (350-650)</td>
<td>1</td>
</tr>
<tr>
<td>Financial Assistant (350-650)</td>
<td>1</td>
</tr>
<tr>
<td>Senior Superintendent (250-500)</td>
<td>1</td>
</tr>
<tr>
<td>Divisional Accountant (250-500)</td>
<td>12</td>
</tr>
<tr>
<td>Head Clerk (160-270)</td>
<td>1</td>
</tr>
<tr>
<td>Stenographer (90-250)</td>
<td>2</td>
</tr>
<tr>
<td>Storekeeper (80-160)</td>
<td>12</td>
</tr>
</tbody>
</table>
Clerks (120-230 and 80-160)  115
Typists (120-230 and 80-160)  23
Peons (60-80)  58

Posts to be created

Executive Engineer (Electrical) (600-1000)  2

Net savings per annum—Rs. 25,75,200
(based on the workload for 1966-67)

SECRETARIAT

The organisational changes in the Secretariat consequent on the conferment of ex-officio Secretariat status on heads of major Departments have been spelt out in Chapter V of Part I. We have also recommended that the number of Secretaries to Government should be reduced; as a corollary it should be possible to reduce the strength of the lower staff. In the Secretariat wings attached to the Offices of the Heads of Departments it is not necessary to provide clerical assistance on a liberal scale. Papers received there will not require the normal drill of registry and other formalities of office procedure. The residuary work in the Secretariat proper requiring attention at lower levels will be negligible in the case of the following departments of the Secretariat as most of the heads of Departments under their administrative control are to be given ex-officio Secretariat status.

Agriculture and Rural Development
Education
Industries
Health and Labour
Public Works
Revenue

All these point to the possibility of substantial reduction in the strength of the lower subordinate staff of the Secretariat. It will be possible to size up the surplus capacity only after the organisational changes suggested by us are actually brought into effect and the working of the new system watched for a minimum period of three to four months. We, therefore, recommend that Government should review the position at the appropriate time and take necessary steps to retrench the surplus posts.
STATE INSURANCE

This Department is a very small one with little scope for growth. The Department's main work relates to accident claims.

Recommendations

1. The State Insurance Department should be integrated with the Department of Treasuries which should be renamed as the Department of Treasuries and Insurance.

2. An Insurance Wing headed by an Assistant Director (Insurance) and two Sections should attend to insurance work in the Directorate of Treasuries and Insurance. The remaining staff in the State Insurance Department at Headquarters should be retrenched.

3. To ensure the speedy settlement of motor accident claims, the District Collectors should be empowered to pay compensation upto Rs. 5,000 in each case. The claims Inspector should submit his report to the Collector, who should obtain advice regarding legality of the claim from the Government Pleader of the District and then sanction compensation. Cases which are beyond the Collector's sanctioning powers should be forwarded to the Government in the Finance Department.

4. There should be one Claims Inspector for each District, if the decentralisation suggested above is to work well. There are now four Claims Inspectors in the Department; five more posts should be created.

5. The maintenance of accounts in the Head Office of the State Insurance Department has been imperfect. A competent Officer should be appointed for a three-month period to bring the accounts up-to-date.

Posts to be abolished

State Insurance Officer (700-1000) 1
Junior Superintendent (190-300) 1
Clerks (80-160 and 120-230) 4
Peon (60-80) 1

Posts to be created

Claims Inspectors (190-300) 5

Net savings per annum—Rs. 23,300
STATIONERY AND PRINTING

Recommendations

1. The Departments of Stationery and Government Presses should be combined and placed under a Joint Secretary to Government in the Education Department who should function as ex-officio Controller of Stationery and Printing. The Stationery wing of the new Department should function under a Deputy Controller (Stationery); the Superintendent of Government Presses should head the Printing wing. Under this set-up a separate post of Controller of Stationery will not be necessary.

2. To prevent waste, the Controller of Stationery and Printing should scrutinise all requisitions for printing received by the Government Presses and should have the discretion to make modifications in the format as also the size of the requisition.

3. To prevent misuse of printed forms as also to ensure that fresh indents are not placed before exhausting supplies made previously, systematic inspections are necessary; the forms branch in the Government Press should be strengthened for this purpose.

4. It is necessary to improve the quality of printing in Government Presses. Better attention should be devoted to the printing of Text Books. A quality control section should be organised in the Government Press, Trivandrum.

Posts to be abolished

Controller of Stationery (700-1000)     1
Stenographer (90-250)                  1
Peons (60-80)                          2

Savings per annum—Rs. 18,900

TECHNICAL EDUCATION

Recommendations

1. There are some institutions under this Department which are strictly not institutions imparting technical education. The department should confine itself to the administration of the Engineering Colleges, Polytechnics and Junior Technical Schools.
2. The School of Arts, Trivandrum, the Painting School, Mavelikkara and the Government Occupational Institute, Trichur (which may be re-named as the Art Institute, Trichur, since it offers instruction only in arts and engraving) should be brought under the new Department of Cultural Affairs.

3. The Trade Schools, the Tailoring and Garment making centres, the Commercial institutes and Industrial Schools now under this Department should be transferred to the Department of Craftsman Training.

4. There is no annual inspection of private Commercial Institutes which have been recognised by Government. Annual inspection of these Commercial Institutes should be conducted, after collection of an annual inspection fee; ill-equipped and sub-standard institutions should be located and their recognition withdrawn.

5. There are three Technical Officers of the grade of Junior Engineers in the Directorate; their main work is the scrutiny of proposals for purchases sent by the Heads of Engineering Colleges, Polytechnics and Junior Technical Schools. Scrutiny at this level is not necessary since scrutiny is done by the Deputy Director/Director. These three posts should be retrenched.

Posts to be abolished

Technical Assistants/Head Draftsman (225-425) 3
Savings per annum—Rs. 15,000
CONCLUSION

We have now come to the end of our deliberations. As we have observed earlier, the calibre of the Civil servants of Kerala State of all ranks is of a very high order. What is required is clear and unambiguous direction from the top, the formulation of policies which could be translated into practice, non-interference in the work of the civil servants by politicians, preferment and promotion only on merit, the elimination of the unfit and the unsuitable and appreciation and reward of merit and the encouragement of independence and initiative among the civil servants. There should be a re-thinking in regard to the limits to which the assertion or vindication of fundamental rights can be extended in so far as these affect civil servants, as the Committee feel that the present practice has in many cases resulted in superior authority being unable to reward merit in time or to weed out the inefficient. There should also be, the committee feel, an unequivocal declaration by the Government that civil servants have no right to strike work and that a resort to such methods would be visited by severe punishment. Failure to take these steps will, the Committee fear, sooner or later result in orderly administration becoming impossible in the State, a contingency which it should be the desire of all those who have the interest of the State at heart to avoid. It was a British statesman who remarked that “good Government is not a substitute for self-Government”. It is, we think, equally true that self-Government is not a substitute for good Government. Whatever may be the complexion of the political parties that may comprise the Government, what the average citizen desires above all things is a good, efficient and honest administration. The Members of the Committee would feel more than gratified if it is found that their efforts have even in a small way contributed towards this end.
The Committee wish to place on record their appreciation of the valuable services rendered by the staff attached to the Committee. A large volume of work was thrown on them in collecting information from the various offices of the Government, and in their systematic collation. The Assistant Secretary, Shri Jeothi and the subordinate staff who worked under him have worked very hard in preparing the ground work for the Committee's work. A special word of praise is due to the Committee's energetic Secretary, Shri Ramakrishnan whose work throughout has been characterised by great thoroughness and ability.

Chairman,
M. K. VELLODI

Members,
K. R. K. MENON,
P. S. PADMANABHAN

Secretary,
K. V. RAMAKRISHNA AYYAR.

Trivandrum,
30th January, 1967.
LIST OF APPENDICES

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II. List of Witnesses
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VI. Whitley-type Councils—Scheme
VII. Delegation of Powers
VIII. Financial Implications.
APPENDIX I

QUESTIONNAIRE

A. General

The total expenditure incurred during the past three years under two broad heads viz., (i) Five Year Plan items and (ii) Non-Plan items is given below:

<table>
<thead>
<tr>
<th>Year</th>
<th>Plan expenditure (In lakhs of rupees)</th>
<th>Social &amp; Developmental services (In lakhs of rupees)</th>
<th>Civil Administration</th>
<th>Total</th>
<th>Col.(2)</th>
<th>Col.(5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1962-63</td>
<td>1013</td>
<td>3651</td>
<td>1816</td>
<td>5467</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1963-64</td>
<td>1301</td>
<td>3714</td>
<td>1907</td>
<td>5621</td>
<td>28.4</td>
<td>2.8</td>
</tr>
<tr>
<td>1964-65</td>
<td>1504</td>
<td>3997</td>
<td>1983</td>
<td>5980</td>
<td>15.6</td>
<td>6.4</td>
</tr>
</tbody>
</table>

Do you hold the view that the non-plan expenditure of the State Government as indicated above has shown a disproportionate increase? What in your opinion are the factors that have contributed to the increase and what suggestions would you offer to keep down the expenditure?

B. Distribution of functions between the State Government and Local Authorities

1. Do you consider that the present distribution of functions between the Government and the local authorities viz., Corporations, Municipalities and Panchayats, is made on a rational basis? Is there any overlapping of functions? If so, please give concrete instances of duplication of work.

2. Do you think that the local authorities mentioned above are discharging the functions allotted to them satisfactorily? If not, what, in your opinion are the reasons for their failure?
3. Can any of the present functions of the State Government be discharged by the local bodies with greater efficiency and economy and vice versa? If so, please give precise suggestions. The changes in the organisational set up of any of the departments of Government or of the local authorities which may be necessary to implement your suggestions may also be indicated. Would you consider it worthwhile incurring extra expenditure for implementing your suggestions if this became unavoidable? If so, would you fix any ceiling to the extra expenditure and how much?

C. Allocation of functions of the State Government among different departments

1. Do you consider that the present allocation of functions of the State Government among its various departments is on a rational and logical basis?

2. Is there any overlapping of activities among the departments?

3. Do you think that a re-allocation of functions among the departments will be conducive to greater efficiency? If so, what are your suggestions?

4. Is there any specific activity, function or scheme which is either wasteful, unproductive or ineffective and which can be avoided or curtailed?

D. Organisation of departments at the State, Regional, District and Sub District levels

1. Do you consider any change necessary in the organisational set up of any of the departments of the Government at the district and sub district levels.

2. Are regional offices (e.g. Circle Conservator’s Office, Office of the Regional Deputy Director of Public Instruction, etc.,) necessary for any department?

3. What is your assessment of the administrative efficiency of the various offices of the heads of departments as at present constituted? Is it possible to reorganise the set up of these offices to achieve a sizeable reduction in expenditure without loss in efficiency?

4. Do you think that in the case of some or most or all Heads of Departments they could function as ex-officio Secretary to Government in the department concerned without impairing efficiency or speed? Please offer your specific suggestions, particularly with reference to specialised fields like Public Works, Health, Education, Industry, Agriculture, Forest etc.
5. Have you got any suggestion for regrouping of departments in the Secretariat in order to bring about economy in expenditure without impairing efficiency?

6. What are your views on the existing organisation of the revenue districts, divisions and taluks? Does the existing organisation make for efficiency? If not will a territorial reorganisation of the districts, divisions and taluks lead to greater efficiency and economy? Or have you any other suggestions?

7. What is your assessment of the present working of the N. E. S. Blocks?

8. When all the N. E. S. Blocks in the State complete their stage II period, can the N. E. S. Block be treated as the unit of general administration in the place of the taluk? If the taluks are to be retained, would you suggest any realignment of the boundaries of the taluks? Meanwhile, can any of the functions now performed by the Tahsildar be allotted to the Block Development Officer?

9. Is the staffing pattern in the Secretariat, and in the departments at all levels (regional, district and sub-district) helpful to keep the departments at a reasonably high level of efficiency? Do you think that a change in the staffing pattern in any of the departmental offices will result in economy without detriment to efficiency? If so, what changes would you suggest?

10. Would you consider any of the Government departments or offices as over-staffed? If so, have you got any specific suggestions for reducing the staff without impairing efficiency and speed?

11. In your opinion is there any department of the Government that should be abolished or merged in a related department?

12. Could some of the offices be combined without loss of efficiency e.g., the offices of the various Chief Engineers of the Public Works Department.

E. Methods of work and procedure

1. Do you consider that the present system of administration is over-centralised and that there is greater scope for de-centralisation from the Secretariat to the departments? If so, what are your concrete suggestions?

2. In your opinion, are the powers now delegated being fully exercised by the officers at different levels? Or do you feel that there is a tendency on the part of departmental officers generally to refer matters, which they themselves are competent to dispose of, to higher authorities?
3. Do you think that greater speed and efficiency can be achieved by enhancing the administrative and financial powers now delegated to Government officers at various levels?

4. Do you consider that there is scope for simplification and rationalisation of the methods of work and procedure in Government offices? Please give concrete suggestions.

5. Would you suggest appreciable reduction of paper work in Government offices without impairing efficiency? If so, how?

6. Do you consider that the rules in the Financial and Account Codes hamper the progress of Plan schemes and that they can be simplified without sacrificing effective financial control on Government expenditure?

7. Do you think that the time spent by Government officers at higher levels in meetings, conferences, seminars and the like could be curtailed?

8. Do you feel that there is undue or avoidable delay in the transaction of business in the Government offices? Please give typical instances of delay. What, in your opinion, are the reasons for such delay. What methods would you suggest to eliminate delays?

9. The view has often been expressed, that, considering the climatic conditions of our country, work in Government offices could commence at an earlier hour than at present and also close earlier? Do you agree with this view? If so, what changes would you suggest? If not, why not?

F. Constitution and structure of the State and Subordinate Services

1. Do you feel that any of the cadres in the State services are held by personnel who are not suitably qualified or trained?

2. Do you suggest any changes in the qualifications fixed for the various posts in the Government in order to secure the right type of candidates?

3. Do you think that all recruits to Government service should be given training before they are actually posted for work in Government offices? Or do you think that the training need be prescribed only in respect of selected categories; if so, please mention such categories. Also please give your suggestions regarding the nature of such training and the manner in which it should be imparted.

4. Are the present methods of recruitment adequate to select the right man for the right job?
5. Do you favour direct recruitment to the State services at all levels or at certain levels only? And should such direct recruitment be by means of an open competitive examination or by nomination?

6. Do you consider it desirable to constitute a State Civil Service? If you do, what are your views regarding recruitment to such a service?

**G. Expenditure on T. A., supplies and services and construction of buildings**

1. Do you think that there is scope for reducing expenditure on T. A. of Government employees? What steps would you suggest to bring about an appreciable reduction in this item of expenditure?

2. What are your views regarding the supply of jeeps and vans to Government officers for journeys on official duty? Do you think that there is a widespread misuse of Government vehicles?

3. Do you think that the present method of purchasing stores by any department or office leads to avoidable waste? Give concrete instances. What modification would you suggest to the present arrangement in order to make it more economical?

4. Have you come across any instance of stores, equipments and other materials remaining unutilised in any Government office for an unduly long time?

5. Do you believe that the present system of giving contracts for Government works is working satisfactorily? Do you think that the departmental execution of works will be cheaper and satisfactory?

6. Do you consider that Government buildings can be constructed more economically by using cheaper building materials and by adopting simple designs under a rational building policy?

**H. Pattern of subsidies and grants-in-aid**

1. Do you think that the grant-in-aid, subsidy or financial assistance in any other form now being given by Government to any institution, local body, or individual for any particular purpose can be stopped altogether or the quantum of aid reduced?

2. Do you consider that the rules governing any such grant-in-aid/subsidy/assistance require modification? If so, in what manner should they be modified? Please indicate giving sufficient details.
APPENDIX II

LIST OF WITNESSES

A. Official

1. Abdulla Shri P. K., Secretary to Government, Education Department.
2. Abdurahmankunju Shri A., State Insurance Officer.
4. Anantakrishnan Shri S., Secretary to Government, Public Works Department.
5. Anantanarayanan Dr. R., Principal, Medical College, Calicut.
6. Balakrishna Pillai Shri N., Director, Dairy Development.
7. Bhaskaran Nair Dr. K., Director of Collegiate Education.
8. Bhaskaran Nair Shri G., Secretary to Government, Public Department.
9. Chandrabhanu Shri N., Secretary to Government, Industries Department.
10. Chandrasekharan Nair Shri N., Drugs Controller.
11. Devassy Shri M. K., Secretary to Government, Home Department.
12. Devidas Menon Shri M., Director of Fisheries.
13. Divakaran Shri M., Director of Public Relations.
14. Francis Dr. C. M., Principal, Medical College, Kottayam.
15. George Shri M. P., Chief Conservator of Forests.
16. Gopalakrishnan Dr. V. S., Director of Health Services.
17. Gopalan Shri M., Director, Vigilance Investigation.
18. Gopalaswami Shri R., Secretary to Government, Finance Department.
23. Kochukoshy Shri G. K., Secretary to Government, Health and Labour Department.
25. Kukillaya Shri P. S., Chief Inspector of Factories and Boilers.
27. Kunjan Shri V. K., Member, Public Service Commission.
30. Mariarputham Shri V., Chairman, Public Service Commission.
31. Mathai (Prof.) Samuel, Vice Chancellor, University of Kerala.
32. Mathew Shri Zachariah, Registrar of Co-operative Societies.
33. Menon Dr. M. N., Director of Animal Husbandry.
34. Menon Shri A. S., Secretary to Government, Revenue Department.
36. Nair Dr. C. K. N., Principal, Agricultural College and Research Institute, Trivandrum.
37. Nair Dr. M. S., Director of Soil Conservation.
38. Nambari Shri A. K. K., Additional Secretary to Government, Agriculture & Rural Development.
39. Nandana Menon Shri P. D., Vigilance Commissioner.
40. Narayanan Shri K., Additional Secretary to Government, Food Department.
41. Narayana Pillai, Shri E. P., Member, Public Service Commission.
42. Omanakunjamma Smt. L., Director of Social Welfare.
43. Padmakumar Shri S., Joint Development Commissioner.
44. Padmanabha Poduval Shri A., Secretary, Public Service Commission.
45. Patnaik Shri N. M., Chief Secretary to Government.
46. Paulose Shri C. V., Director of Geology.
47. Prasad Shri R., Adviser to the Governor of Kerala.
49. Raghavachari Shri N. E.-S., Adviser to the Governor.
50. Rajagopal Shri P. S., Chief Engineer, Public Health Engineering Department.
51. Rajan Shri V. N., Commandant General, Home Guards.
52. Rajaraman Shri S., Director of Technical Education.
53. Ramachandran Nair Shri R. District Collector, Cannanore.
55. Ramakrishna Pillai, Shri C. P., District Collector, Alleppey.
56. Ramankutty Shri K. K., Agricultural Production Commissioner.
57. Ramaswamy Shri M. S. K., District Collector, Quilon.
58. Ramunni Menon Shri K., District Collector, Ernakulam.
60. Swaminathan Shri T. V., Director of Employment and Training.
61. Syed Mohammed Shri P. K., Director of Treasuries.
62. Thangavelu (Dr.) M., Principal, Medical College, Trivandrum.
63. Thomas Shri G., III Member, Board of Revenue.
64. Thomas Shri George, 1st Member, Board of Revenue.
65. Udayabhanu Shri A. P., Member, Public Service Commission.
66. Umashankar Shri P. K., Director of Public Instruction.
67. Ummerkoya Shri P. P. Member, Public Service Commission.
68. Vasu Menon Shri M., Director, Tourist Department.
69. Venkitanarayana (Dr.) V., Director of Industries and Commerce.
70. Viswambharan Shri N., Deputy Director of Public Instruction.
71. Abdussalam Shri M. Managing Director, Kerala State Industrial Development Corporation.

B. Non-officials

1. Ananthanarayana Iyer Shri P.P., Bank Road, Alathur.
2. Ananthan Pillay Shri R. Retired Deputy Director of Public Health, Madras.
3. Balakrishna Menon Shri T., Retired Chief Engineer, P.H.E.D.
5. Bhaskara Pillai Shri K. K., Koickal Bhavan, Aroor P.O.
6. Block Development Committee, Kazhakuttom.
7. Block Development Committee, Vamanapuram.
12. Kaderkutty Shri A. K., Western India Plywoods, Balippattam.
13. Karunakaran Dr. G. O., Kunnukuzhy, Trivandrum.
15. Kumaran Kutty Menon Shri M., Retired Chief Engineer (Electricity Board), Ernakulam.
17. Menon Shri B. V. K., Retired Chief Secretary to Government Ernakulam.
18. Menon Shri V. N. Edapal, Palghat.
20. Nair Shri V. M., Managing Editor, Mathrubhoomi, Calicut.
21. Nayar Shri M. K. K., Managing Director, FACT.
22. Parambithara Shri Alexander, Ex. Speaker, Ernakulam.
23. Pillai, Shri A. P., Prakulam, Thrikkadavoor.
26. Seshadri Shri A. K., Municipal, Chairman, Ernakulam.
27. Seshan Shri N. K., St. Thomas College, Trichur.
30. Visalakshi (Dr.) N.R., Department of Politics, Kerala University
31. Kerala State Panchayat Presidents’ Convention, Trichur.

C. Service Associations
1. Agricultural Department N.G.Os, Union, Trivandrum.
2. All Kerala Oriental Language Teachers’ Association, Mavelikara
3. Association of Engineers, Kerala.
5. Departmental Graduate Teachers’ Association, Trivandrum.
6. Kerala Aided Primary Teachers’ Union, Ernakulam.
7. Kerala Compounders’ (Pharmacists’ Association, Trivandrum
8. Kerala Government Primary Teachers’ Association, Trivandrum
15. Private Secondary Teachers’ Association, Kottayam.
APPENDIX III

DISCRETIONARY FUNCTIONS OF PANCHAYATS TO BE DECLARED AS MANDATORY

Agriculture:

(a) Land utilisation—[Under Section 57(2) (i) (c) Panchayats may bring cultivable waste and fallow lands belonging to or vested in them under cultivation. Perhaps some powers could also be given to Panchayats under the Kerala Land Utilisation Order, so that they can ensure that cultivable land, which does not belong to or vest in them, are not left fallow].

(b) Conservation of organic manure—[Under Section 57 (2) (i) (d) conservation of manurial resources, cultivation of green manure, preparation of compost and sale of manure have been contemplated. The services of the Gramsevaks and Compost Inspectors of the Block may be made available to Panchayats in this context].

(c) Provision of implements, stores, insecticides etc. [See Section 57 (2) (i) (f); equipment and stores kept in Gramsevak circles may be kept under the control of the Panchayats].

(d) Execution of Soil Conservation Schemes [Section 57 (2) (i) (l); we refer to soil conservation by contour-bunding and not schemes which require expert knowledge].

Animal Husbandry:

(a) Maintenance of stud bulls and stud-goats, [See Section 57 (2) (ii) (c); the Department may also associate the Panchayats in the work done by artificial insemination centres and sub-centres].

(b) Promotion of poultry farming and bee-keeping [Section 57 (2) (ii) (d)].

(c) Conducting cattle and poultry shows [Section 57 (2) (ii) (e)].

Education and Culture:

(a) Noon-feeding of school children [Section 57 (2) (iii) (e); what is contemplated is the management of the CARE feeding programme in primary schools, by Panchayats].

(b) Community recreation and sports [Section 57 (2) (iii) (f)].
Social Welfare:

(a) Relief of the old and infirm and the physically handicapped. [Section 57 (2) (iv) (b); there are a number of welfare pension schemes introduced by Government, like the old age pension, pension for destitute widows, and pension for the physically handicapped. These may be sanctioned as now; after sanction, the pension payment orders may be kept with Panchayats and actual disbursement of pensions done by them].

(b) Assistance during natural calamities. [Section 57 (2) (iv) (c); assistance distributed by departmental agencies may be routed through Panchayats].

(c) Family Planning [Section 57 (2) (iv) (d); all propaganda at the Panchayat level may be done in association with the Panchayats].

(d) Organising voluntary labour for local development [Section 57 (2) (iv) (e)].

Public Health and Sanitation:

(a) Rural Water Supply [Section 57 (2) (v) (b); Panchayats should be responsible for sinking drinking water wells; rural water-supply and distribution works done departmentally may be handed over to Panchayats].

(b) Sanitation, conservancy, prevention and abatement of nuisance and disposal of carcasses of animals [Section 57 (2) (v) (c) ].

(c) Disposal of unclaimed corpses. [Section 57 (2) (v) (d)].

(d) Disposal of unclaimed cattle [Section 57 (2) (v) (e)].

(e) Preventive measures against infectious diseases and vaccination [Section 57 (2) (v) (f)]; the departmental functionaries like Health workers, vaccinators, auxiliary nurse-midwives etc., at the lowest level may be allocated Panchayat-wise, adhering to the standards regarding units of population and made functionally responsible to Panchayats.

(f) Inoculation of animals and birds [Section 57 (2) (v) (i), the departmental agency may be made functionally responsible to Panchayats].

(g) Disposal of stray and ownerless dogs [Section 57 (2) (v) (j)].

(h) Subsidised rural medical practitioners [Section 57 (2) (v) (k); we do not feel that Panchayats will be able to establish and maintain dispensaries themselves; wherever subsidies are paid by Government to rural medical practitioners, the Panchayats may be made the agency to disburse the subsidy].
Public Works:

(a) Planting of trees [Section 57 (2) (vi) (a)].

(b) Construction etc. of bathing and washing ghats [Section 57 (2) (vi) (b)].

(c) Housing under Colonisation and Settlement Schemes [Section 57 (2) (vi) (d); Panchayats may be made responsible for the programme].

(d) Accommodation for Panchayat staff and village functionaries [Section 57 (2) (vi) (f)].

(e) Famine Relief works [Section 57 (2) (vi) (g)].

(f) Opening of markets etc. and licensing [Section 57 (2) (vi) (i)].

General:

(a) Panchayat development plans [Section 57 (2) (vii) (a)].

(b) Cottage & Village Industries [Section 57 (2) (vii) (b)].
# Appendix IV

## List of Integrated Block-Cum-Taluk Units

<table>
<thead>
<tr>
<th>Name of Unit</th>
<th>Description</th>
<th>No. of Villages</th>
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</thead>
<tbody>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
</tr>
<tr>
<td>Neyyattinkara</td>
<td>Entire Parassala and Perinkadavila Blocks; Neyyattinkara Municipal area</td>
<td>13</td>
</tr>
<tr>
<td>Balaramapuram</td>
<td>Entire Athiyannur and Nemom Blocks</td>
<td>14</td>
</tr>
<tr>
<td>Trivandrum</td>
<td>Trivandrum Corporation area and Trivandrum Rural Block</td>
<td>5</td>
</tr>
<tr>
<td>Kazhakkuttom</td>
<td>Entire Kazhakkuttom and Nedumangad Blocks; Nellanad and Manickal Panchayats of Vamanapuram Block</td>
<td>14</td>
</tr>
<tr>
<td>Vamanapuram</td>
<td>Vamanapuram Block excluding Manickal and Nellanad Panchayats; entire Vellanad Block</td>
<td>10</td>
</tr>
<tr>
<td>Chirayinkil</td>
<td>Chirayinkil Block; Attingal Municipal area; Karavaram, Kilimanoor, Nagaroor, P pazhayakunnimmel and Pulimath Panchayats of Kilimanoor Block</td>
<td>13</td>
</tr>
<tr>
<td>Varkala</td>
<td>Entire Varkala Block Madavoor and Navaikulam Panchayats of Kilimanoor Block</td>
<td>9</td>
</tr>
</tbody>
</table>
### QUILON DISTRICT

1. **Quilon Rural**  
   Entire Ithikkara Block; Mayyanad, Eravipuram, Vadakkevila, Thrikkovilvattom Panchayats of Mukhathala Block; Puyappally, Veliyam, Thrippilazhikom Panchayats of Kottarakkara Block; Elanadu and Velinallur Panchayats of Chadayamangalam Block

2. **Quilon Urban**  
   Quilon Municipal area; Anchalummood Block; Chittumala Block; Kottamkara Panchayat of Mukhathala Block

3. **Kottarakkara**  
   Ezhucone, Kottarakkara and Neduvathoor Panchayats of Kottarakkara Block; entire Vettikkavala Block and Chadayamangalam Block excluding Elanad and Velinalloor

4. **Pathanapuram**  
   Anchal and Pathanapuram Blocks

5. **Karunagappally**  
   Entire Karunagappally and Chavara Blocks; portion of Ochira Block in Quilon district

6. **Kunnathoor**  
   Parakkode and Sasthamkotta Blocks

7. **Pathanamthitta**  
   Ranni and Konni Blocks; Elanthur Block excluding Cherukole, Kozhencherry and Mallappuzhaserry Panchayats. (Cherukole, Kozhencherry and Mallappuzhaserry Panchayats will be integrated with the new Chengannoor unit of Alleppey District)

### ALLEPPEY DISTRICT

1. **Chengannoor**  
   Entire Chengannoor and Kulanada Blocks, Cherukole, Kozhencherry and Mallappuzhaserry Panchayats of Elanthur Block of Quilon District

2. **Mavelikkara**  
   Bharanikkavu, Pandalam and Mavelikkara Blocks; Mavelikkara Municipal area
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<tbody>
<tr>
<td>3.</td>
<td>Karthigappally</td>
<td>Muthukulam and Harippad Blocks; Devikulangara and Krishnapuram Panchayats of Ochira Block and Kayamkulam Municipal area</td>
<td>17</td>
</tr>
<tr>
<td>4.</td>
<td>Thiruvalla</td>
<td>Mallappally, Koipram and Puli-keezh Blocks, Thiruvalla Municipal area</td>
<td>20</td>
</tr>
<tr>
<td>5.</td>
<td>Ambalapuzha</td>
<td>Ambalapuzha and Aryad Blocks; Alleppey Municipal area</td>
<td>7</td>
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<tr>
<td>6.</td>
<td>Kuttanad</td>
<td>Champakkulam and Veliyanad Blocks</td>
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<td>7.</td>
<td>Pattanakkad</td>
<td>Pattanakkad Block</td>
<td>8</td>
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<tr>
<td>8.</td>
<td>Shorthallai</td>
<td>Kanjikuzhi and Thykkattussery Blocks; Shorthallai Municipal area</td>
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**KOTTAYAM DISTRICT**

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<tr>
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<tbody>
<tr>
<td>1.</td>
<td>Changanacherry</td>
<td>Vazhur Block excluding Chirakadavu Panchayat; Madapally Block; Changanacherry Municipal area</td>
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</tr>
<tr>
<td>2.</td>
<td>Kanjirappally</td>
<td>Kanjirappally Block; Pampady Block of Kottayam taluk; Chirakadavu Panchayat of Vazhoor Block</td>
<td>11</td>
</tr>
<tr>
<td>3.</td>
<td>Kottayam</td>
<td>Ettumanoor and Pallam Blocks; Kottayam Municipal area</td>
<td>14</td>
</tr>
<tr>
<td>4.</td>
<td>Vaikom</td>
<td>Vaikom Municipal area; Vaikom and Kaduthuruthy Blocks; Kuravilangad, Kanakary and Kidangoor Panchayats of Uzhavoor Block</td>
<td>17</td>
</tr>
<tr>
<td>5.</td>
<td>Meenachil</td>
<td>Lalom and Erattupetta Blocks and Elakadu, Ramapuram and Uzhavoor Panchayats of Uzhavoor Block; Palai Municipal area</td>
<td>18</td>
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<tr>
<td>6.</td>
<td>Devicolam</td>
<td>Devicolam Block</td>
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<td>7.</td>
<td>Peermade</td>
<td>Arudai Block</td>
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<tr>
<td>1. Thodupuzha</td>
<td>Elamdesam and Thodupuzha Blocks</td>
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<tr>
<td>2. Muvattupuzha</td>
<td>Arakuzha, Avoly, Ayavana, Maradi, Paipra and Valakam Panchayats of Muvattupuzha Block; entire Pampakuda Block; Muvattupuzha Municipal area</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>3. Kunnathunad</td>
<td>Entire area of Vadavude Block; Koovapady, Mudakuzha and Rayamangalam Panchayats of Koovapady Block; Kizhakambalam, Vazhakulam and Vengola Panchayats of Vazhakulam Block; Perumbavoor Municipal area</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>4. Kothamangalam</td>
<td>Entire Kothamangalam Block; Vengooy and Asamanoor Panchayats of Koovapady Block; Paingattur and Pothanicad Panchayats of Muvattupuzha Block</td>
<td>11</td>
<td></td>
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<tr>
<td>5. Alwaye</td>
<td>Churnikara and Kizhmad Panchayats of Vazhakkulam Block; entire Ankamali Block, Chengamanad, Nedumpassery and Parakadavu Panchayats of Parakadavu Block, Alwaye Municipal area</td>
<td>14</td>
<td></td>
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<tr>
<td>6. Parur</td>
<td>Kunnukara and Puthenvelikara Panchayats of Parakadavu Block; Alangad Block; Parur Block; Parur Municipal area</td>
<td>12</td>
<td></td>
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<tr>
<td>7. Ernakulam</td>
<td>Entire Mulanthuruthy Block; entire Edappally Block and Kumbalam, Maradu and Vytila Panchayats of Vytila Block; Ernakulam Municipal area</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>8. Cochin</td>
<td>Entire Vypeen Block including Mulavukad Panchayat of Kanyannur taluk, entire Palluruthy Block; Fort Cochin and Mattancherry Municipal area</td>
<td>12</td>
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</tr>
<tr>
<td>1.</td>
<td>Cranganore</td>
<td>Entire Cranganore Block and Mathilakorn Block</td>
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<tr>
<td>2.</td>
<td>Chowghat</td>
<td>Entire Thalikulam, Chowghat and Mullassery Blocks</td>
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<td>3.</td>
<td>Chalakudy</td>
<td>Mala Block (including Poyya Panchayat of Cranganore taluk), Chalakudy Block, Kodakara and Mattathur Panchayats of Kodakara Block</td>
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<tr>
<td>4.</td>
<td>Mukundapuram</td>
<td>Vellangallur Block, Kodakara Block excluding Kodakara and Mattathur; Irinjalakuda Block; Irinjalakuda Municipal area</td>
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<tr>
<td>5.</td>
<td>Anthiagd</td>
<td>Entire Anthicad Block; Cherpu Block; Puthur and Nadathara Panchayats of Ollukara Block</td>
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<tr>
<td>6.</td>
<td>Trichur</td>
<td>Ollukara Block excluding Puthur and Nadathara Panchayats; Puzha-kal Block; Trichur Municipal area</td>
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<td>7.</td>
<td>Wadakkancherry</td>
<td>Wadakkancherry Block excluding Veloor, Erumapetty and Kadangode Panchayats and Pazhayanoor Block</td>
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<td>8.</td>
<td>Kunnamkulam</td>
<td>Chowannur Block, Veloor, Erumapetty and Kadangode Panchayats of Wadakkancherry Block, Kunnam-kulam Municipal area</td>
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</tr>
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</table>

**PALGHAT DISTRICT**

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<tbody>
<tr>
<td>1.</td>
<td>Alathur</td>
<td>Nenmara Block; Alathur Block</td>
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<td>2.</td>
<td>Chittur</td>
<td>Chittur Block, Chittur-Thathamangalam Municipal area, Kollengode Block excluding Elapully, Kodumba and Polpully Panchayats of Palghat taluk</td>
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<tr>
<td>3.</td>
<td>Coyalmannam</td>
<td>Coyalmannam Block excluding Putherseri Panchayat of Palghat taluk, Mundoor, Parli, Mankara, Mannoor, Karalasser and Kongad Panchayats of Palghat Block</td>
<td>13</td>
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<td>4.</td>
<td>Palghat</td>
<td>Elapully, Kodumba and Polpully Panchayats of Kollangode Block;</td>
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<td></td>
<td></td>
<td>Palghat Municipal area; Puthusseri Panchayat of Coyalmannam Block;</td>
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<td></td>
<td></td>
<td>Marutharode, Malampuzha, Akathara, Puthupariyaram, Pirayari and</td>
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<td></td>
<td>Kannadi Panchayats of Palghat Block</td>
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<td>5.</td>
<td>Ponnani</td>
<td>Entire Andathode and Ponnani Blocks</td>
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<td>6.</td>
<td>Pattambi</td>
<td>Pattambi Block excluding Nallaya Panchayat and the whole of Trithala</td>
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<td>Ottappalam</td>
<td>Nallaya Panchayat of Pattambi Block; Ottappalam and Sreekrishnapuram</td>
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<td>Blocks</td>
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<td>8.</td>
<td>Mannarghat</td>
<td>Mannarghat Block; Melathur and Edapetta Panchayats of Perinthalmanna</td>
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<td>9.</td>
<td>Perinthalmanna</td>
<td>Perinthalmanna and Mankada Blocks</td>
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**Kozhikode District**

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<tbody>
<tr>
<td>1.</td>
<td>Kuttippuram</td>
<td>Entire Kuttippuram Block, Ponmala and Kottakal Panchayats of Malapuram</td>
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<td></td>
<td></td>
<td>Block; Othukungal and Parappur Panchayats of Vengara Block; Kalpakancherry Panchayat of Thanoor Block, Thirunavai Panchayat of Tirur Block</td>
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<td>2.</td>
<td>Tirur</td>
<td>Tirur Block excluding Thirunavai Panchayat; Thanoor Block excluding</td>
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<td>Kalpakancherry Panchayat</td>
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<td>3.</td>
<td>Tirurangadi</td>
<td>Tirurangadi Block excluding Feroke, Kadalundy and Ramanattukara</td>
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<td></td>
<td>Blocks; Vengara Block excluding Othukungal and Parappur Panchayats;</td>
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<td>Malappuram, Uragam, Morayur, Nediyirippu, Pookottur Panchayats of Malappuram Block</td>
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<tr>
<td>4.</td>
<td>Kondotti</td>
<td>Feroke, Ramanattukara and Kadalundy Panchayats of Tirurangadi Block; entire Kondotti Block; Areacode, Edavana, Kavannur and Pulpetta Panchayats of Mancheri Block</td>
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<td>5.</td>
<td>Manjeri</td>
<td>Manjeri, Thiruvally and Thrikkalangode Panchayats of Manjeri Block; Anakkayam Panchayat of Malappuram Block; entire Wandoor Block</td>
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<td>6.</td>
<td>Kozhikode</td>
<td>Kozhikode Block, Kozhikode Corporation area; Chevayoor Block</td>
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<td>7.</td>
<td>Kunnamangalam</td>
<td>Koduvally and Kunnamangalam Blocks</td>
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<td>8.</td>
<td>Badagara</td>
<td>Badagara Municipal area; Badagara Block; Tuneri Block; Thondannur Block excluding Maniyur Panchayat; Kunnummel, Nadapuram and Naripetta Panchayats of Kunnummel Block</td>
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<td>9.</td>
<td>Quilandy</td>
<td>Panthalayani Block; Meladi Block; Atholy, Balusseri, Panangad, Unnikulam and Ulliyeri Panchayats of Balusteri Block; Maniyoor Panchayat of Thodannur Block</td>
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<td>10.</td>
<td>Perambra</td>
<td>Perambra Block; Mavilumpara, Kayakkodi and Kuttiady Panchayats of Kunnummel Block; Kottur, Kayanna, Neduvannur Panchayats of Balusseri Block</td>
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<td>11.</td>
<td>South Wynad</td>
<td>Sultan Battery and Kalpetta Blocks</td>
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**CANNANORE DISTRICT**

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<td>Mananthody Block</td>
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<td>2.</td>
<td>Tellicherry</td>
<td>Tellicherry Block, Tellicherry Municipal area; Panniyannur, Panoor, Mokeri, Kunnathuparamba and Tripangottur Panchayats of Kuthuparamba Block</td>
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<td>Kuthuparamba Block excluding Panniyannur, Panoor, Mokeri, Kunnathuparamba and Trippan-gottur Panchayats</td>
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<td>4.</td>
<td>Cannanore</td>
<td>Cannanore and Edakkad Blocks, Cannanore Municipal area, Pappiniseri, Cherikunnu and Kunnupuram Panchayats of Thalipparamba Block</td>
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<td>5.</td>
<td>Payyannoor</td>
<td>Payyannoor Block, Pariyaram of Thaliparamba Block, Pilicode and Trikkarippur Panchayats of Nileswar Block</td>
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<td>6.</td>
<td>Thaliparamba</td>
<td>Thaliparamba Block excluding Pariyaram, Cherukunnu, Kannapuram and Pappinisseri Panchayats, Irikkur Block</td>
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<td>7.</td>
<td>Kanhangad</td>
<td>Nileswar Block excluding Thirikkaripur and Pilicode Panchayats; Kanhangad Block</td>
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<td>8.</td>
<td>Kasargode</td>
<td>Kasargode and Manjeswar Blocks and Kasargode Municipal area</td>
<td>19</td>
</tr>
</tbody>
</table>

*Note:*—Under the Committee’s recommendations, all Panchayats, Municipalities and Corporations will stand notified as villages.
APPENDIX V

LIST OF DEPARTMENTS

1. Agricultural Incometax & Sales Tax
2. Agriculture
3. Animal Husbandry
4. Archaeology
5. Ayurveda College, Trippunithura
6. Ayurveda College, Trivandrum
7. Bureau of Economics & Statistics
8. Civil Defence
9. Civil Supplies
10. Collegiate Education
11. Community Development
12. Cooperation
13. Dairy Development
14. Drugs Control
15. Employment & Training
16. Excise
17. Factories & Boilers
18. Fire Force
19. Fisheries
20. Forest
21. Geology
22. Government Presses
23. Harijan Welfare
24. Health Services
25. Hindu Religious & Charitable Endowments
26. Home Guards
27. Indigenous Medicine
28. Industries & Commerce
29. Jails
30. Kerala Gazetteers
31. Labour
32. Land Board
33. Land Revenue
34. Law College, Ernakulam
35. Law College, Trivandrum
36. Local Fund Accounts
37. Malayalam Encyclopaedia
38. Medical College, Kottayam
39. Medical College, Kozhikode
40. Medical College, Trivandrum
41. Motor Vehicles
42. Municipalities
43. Museums & Zoos
44. Panchayats
45. Police
46. Ports
47. Public Health Engineering
48. Public Instruction
49. Public Relations
50. Public Works
51. Registration
52. Soil Conservation
53. Sri Chitra Art Gallery
54. State Archives
55. State Insurance
56. State Soldiers, Sailors & Airmen’s Board
57. Stationery
58. Survey and Land Records
59. Technical Education
60. Tourist
61. Town Planning & Architecture
62. Treasuries
63. Vigilance Investigation
64. Weights & Measures
65. Yogic Culture
APPENDIX VI

*WHITLEY-TYPE COUNCILS—SCHEME

1. The scheme will cover all regular civil employees of the Central Government except: (A) Class I services; (B) Class II services, other than the Central Secretariat services and the other comparable services in the headquarters organisation of the Government; (C) Persons in industrial establishments employed mainly in managerial or administrative capacity, and those who being employed in supervisory capacity draw salary in scales going beyond Rs. 575 per mensem; (D) Employees of the Union Territories and (E) police personnel.

2. The machinery will supplement, and not replace, the facilities provided to employees to make individual representations or to associations of employees to make representations on matters concerning their respective constituent services, grades, etc.

3. There will be a joint council at the national level.

4. The national council will deal with matters affecting Central Government employees generally, such as minimum remuneration, dearness allowance and pay of certain common categories, for instance office clerks, peons, and the lower grades of workshop staff, and matters relating to categories of staff common to two or more departments and not grouped together in a single departmental council. Matters of interest to employees of a single department will not be dealt with by the national council. The national council may have two standing committees, one to deal with matters relating to non-industrial staff and the other with industrial staff.

5. The National council will consist of an official side and a staff side. The official side will be appointed by the government and may consist of up to 25 members. The staff side may consist of up to 60 members who will be nominated by the recognised associations, in the manner prescribed in this behalf. The Cabinet Secretary will be the Chairman of the council and the staff side will elect its own leader. Each side will appoint its own secretary or secretaries.

*Source: The "Indian Express" dated 29th October 1966.
6. The scope of the councils will include all matters relating to conditions of service and work, welfare of the employees, and improvement of efficiency and standards of work, provided, however, that (i) in regard to recruitment, promotion and discipline, consultation will be limited to matters of general principles and (ii) individual cases will not be considered.

7. If there is no agreement between two sides the matter may be transmitted to a committee of the council for further examination and report. But, if a final disagreement is recorded, and the matter is one for which compulsory arbitration is provided, it shall be referred to arbitration, if so desired by either side. In other cases, the government will take action according to its own judgment.

8. Compulsory arbitration shall be limited to: (i) pay and allowances; (ii) weekly hours of work; and (iii) leave of a class or grade of employees.”
### APPENDIX VII

#### DELEGATION OF POWERS

**A. Common to all Departments**

<table>
<thead>
<tr>
<th>Existing powers</th>
<th>Proposals</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Leave and Increments</strong></td>
<td>In cases where no substitutes are required, Heads of Departments are empowered to sanction all kinds of leave except study leave and special disability leave to officers under them and also to make arrangements for additional charge and sanction charge allowance under Rule 53 (b) (ii) and (iii) Kerala Service Rules. They can also sanction increments to all Non-gazetted officers.</td>
</tr>
<tr>
<td><strong>Withdrawal from Provident Fund Deposits</strong></td>
<td>Heads of Departments have powers to sanction withdrawals both in normal cases and in cases requiring special sanction. They have powers to sanction non-refundable withdrawals also.</td>
</tr>
<tr>
<td><strong>Advertisement Charges</strong></td>
<td>Heads of Departments have now powers to sanction advertisement charges upto Rs. 100 in each case subject to the condition that the rates are approved by the Director of Public Relations (In the case of Chief Engineers, Chief Conservator of Forests and Director of Health Services the limit is Rs. 250).</td>
</tr>
<tr>
<td>Renting of Private Buildings</td>
<td>Heads of Departments are empowered to sanction the hiring of private buildings upto Rs. 200 in each case. There is no corresponding general delegation to District Officers</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Repairs to motor vehicles</td>
<td>Heads of Departments can sanction expenditure on repairs to motor vehicles by approved workshop at the rates approved by the Transport Department upto Rs. 1000 in each case without any annual limit. Some District Officers are competent to sanction upto Rs. 250 in each case</td>
</tr>
<tr>
<td>Medical expenses reimbursements</td>
<td>Heads of Departments are competent to sanction all cases of reimbursement of medical expenses subject to the conditions and limitations under Government Servants’ Medical Benefit Rules</td>
</tr>
<tr>
<td>Petty Construction, Repairs and maintenance of Government buildings</td>
<td>Heads of Departments are competent to sanction petty construction and repairs upto Rs. 1000 on a proper estimate in each case without reference to Public Works Department provided that these buildings are not included in the Public Works Department register</td>
</tr>
<tr>
<td></td>
<td>The monetary limit should be enhanced to Rs. 400 in the case of Heads of Departments; District Officers should be empowered to hire private buildings upto a limit of Rs. 100.</td>
</tr>
<tr>
<td></td>
<td>The monetary limit should be enhanced to Rs. 2000 in each case in the case of Heads of Departments. Regional Officers should be given powers to sanction repairs upto Rs. 1000 in each case and all District Officers upto Rs. 250 in each case subject to budget provision and also subject to other rules governing the repairs of motor vehicles.</td>
</tr>
<tr>
<td></td>
<td>The same powers should be delegated to the Regional and District Officers in respect of the officers under them.</td>
</tr>
<tr>
<td></td>
<td>Powers upto Rs. 500 should be given to regional officers and upto Rs. 250 to District Officers.</td>
</tr>
</tbody>
</table>
B. Specific Departments

1. Agriculture

In view of the proposal to abolish Regional offices and appoint Deputy Directors to be in charge of districts, the powers now exercised by the Regional Joint Directors should be delegated to the District Agricultural Officers (Deputy Directors).

2. Collegiate Education

The Principals of Government Colleges have only limited powers in the matter of purchase of laboratory materials, library books and furniture.

The Principals of Government Colleges should be authorised to sanction purchase of science materials for each department of study, subject to availability of provision and observance of Store Purchase Rules. They should also be given full powers for the purchase of library books and furniture subject to the same conditions.

The Principals are empowered to incur contingent expenditure up to Rs. 30 at a time subject to a maximum of Rs. 1000.

The present limit of Rs. 30 should be enhanced to Rs. 100 at a time.

3. Fisheries

Cases of illicit fishing can be disposed of only by the Director of Fisheries as per statutory provisions.

The Assistant Directors of Fisheries (Zonal) should be given full powers in disposing of cases of illicit fishing by amending the relevant statutory provisions.

The powers now exercised by the Regional Deputy Directors should be delegated to the Zonal Assistant Directors in view of the proposal to abolish the Regional level.
4. Forest

The Conservators and Divisional Forest Officers are having only limited powers in executing civil works of the Forest Department. The Circle Conservators, Deputy Conservators and Assistant Conservators should be given identical powers in regard to the sanctioning of estimates for civil works, as the Superintending Engineers, Executive Engineers and Assistant Engineers respectively of the Public Works Department.

The Civil works are executed through Contractors

The Chief Conservator of Forests should be given powers to sanction departmental execution of civil works in forest areas, by engaging job workers within a monetary ceiling of Rs. 25,000 in the case of buildings and Rs. 50,000 in the case of roads subject to the condition that the estimate for the work is not exceeded.

Divisional Forest Officers can sanction refund of money deposited by the contractors in auction sales only upto Rs. 1000

The Conservators of Forests have only limited powers in the disposal of thondy articles

The Conservators of Forests have now powers to accept taungya leases upto a limit of Rs. 25,000 only

The Divisional Forest Officers should be given full powers to sanction refund in cases arising out of the cancellation of sales which are within their competence to confirm.

The Conservators of Forests should be given powers to sell thondy articles without any restrictions.

The Conservators of Forests should be empowered to accept taungya leases without any monetary limit.
5. Indigenous Medicine
The Contingent Bills of the District and subordinate offices of the Department are countersigned by the Head Office.

6. Industries
The Regional Joint Directors have powers to sanction loans under Small Scale Industries, Handicrafts, Sericulture, Rural Industrialisation, and Cottage Industries Schemes for each institution or individuals and to Industrial Co-operative Societies upto Rs. 7,500.

The Regional Joint Directors have powers to sanction grant upto Rs. 5,000 at a time to Weavers' Co-operative Societies for reimbursement of rebate subject to the rules framed in this behalf and also subject to the directions of the All India Handloom Board.

The District Industries Officers have now powers to sanction:
1. Small Scale Industrial loans up to Rs. 2,000 on personal security
2. Small Scale Industrial loans upto Rs. 2,500 on property security
3. Payment of handloom rebate upto Rs. 1,000 subject to rules and also subject to the directions of the All India Handloom Board

The District Officers should be authorised to draw Contingent Bills without countersignature.

The limit should be raised to Rs. 10,000.

Since no discretion is involved in the grant of rebate claims, powers to sanction reimbursement of rebate irrespective of the amount involved in each claim should be given to the Regional Joint Directors.

The limit should be raised to Rs. 2,500.

The limit in these cases should be raised to Rs. 5,000.
7. Labour

The Personal Assistant to the Labour Commissioner is not delegated with any specific powers.

8. Prisons

The Superintendents of Central Jails are not having powers to purchase materials required for the Jail industries.

9. Public Health Engineering

Assistant Engineers can issue technical sanction of estimates upto Rs. 3,000 only. They have no powers to issue administrative sanction. They can pass the final payment of bills upto Rs. 2,500.

10. Public Works

T. A. Bills of Junior Engineers are now countersigned by the Superintending Engineers.

The Personal Assistant should be delegated with administrative and financial powers on a par with Administrative Officers of other Departments.

The Superintendents of Central Jails should be given powers for purchase of stores required for the Jail industries subject to availability of provision and observance of Store Purchase Rules.

The Assistant Engineers of the Public Health Engineering Department should be given the following enhanced powers as in the case of their counterparts in the Public Works Department.

1. to give technical sanction of estimates upto Rs. 10,000.
2. to give administrative sanction upto Rs. 5,000.
3. to pass final payment of bills upto Rs. 5,000.

This power should be delegated to the Executive Engineers.
11. Technical Education

Sanctioning of scholarships is now done by a Committee consisting of the Director and Principals.

The Principals of Engineering Colleges now have only limited powers for the purchase of laboratory equipments, furniture etc.

Heads of institutions have now powers to condone shortfall in attendance upto 15% and the Director of Technical Education has powers upto 25%.

As the number of scholarships are fixed for each institution, the Principals themselves can sanction scholarships. Accordingly the Principals should be given this power.

The Principals of Engineering Colleges should be given powers to purchase materials, equipments, furniture etc. subject to availability of budget provision and observance of Store Purchase Rules. The powers of Principals of Polytechnics in this matter should be limited to Rs. 1,000 while those of Superintendents, Junior Technical Schools to Rs. 500.

The heads of institutions concerned should be given the powers now enjoyed by the Director of Technical Education.
## APPENDIX VIII

### FINANCIAL IMPLICATIONS

#### Part—I

<table>
<thead>
<tr>
<th>Description</th>
<th>Savings per annum (Rs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Reduction in the number of Revenue Villages (Para 2.15)</td>
<td>13,32,800</td>
</tr>
<tr>
<td>2. Creation of integrated administrative units in the place of the existing blocks and taluks (Paras 3.3 to 3.7)</td>
<td>12,63,700</td>
</tr>
<tr>
<td>3. Abolition of the posts of Additional Personal Assistants for revenue recovery (Para 4.8)</td>
<td>77,500</td>
</tr>
<tr>
<td>4. Abolition of Revenue Secretariat (Para 5.19)</td>
<td>1,29,000</td>
</tr>
<tr>
<td>5. Reduction in the number of Secretaries to Government (Para 5.25)</td>
<td>48,200</td>
</tr>
<tr>
<td>6. Five per cent reduction in the overall strength of clerks in Departments and Assistants in the Secretariat (Para 7.24)</td>
<td>16,15,600</td>
</tr>
<tr>
<td>7. One fifth reduction in the strength of Peons in Offices where there are five or more Peons (Para 7.25)</td>
<td>4,32,800</td>
</tr>
<tr>
<td>8. Rationalisation of the scale of supervisory posts (Para 7.26)</td>
<td>2,47,000</td>
</tr>
<tr>
<td>9. Travelling Allowance (Para 8.11)</td>
<td>15,00,000</td>
</tr>
</tbody>
</table>

**Deduct:**

- 1. Extra expenditure on sumptuary allowance to District Collectors (Para 4.18) (-)21,600
- 2. Provision for cash awards etc. (Para 6.28) (-)28,000

**Total of Part I**

65,97,000

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### Part—II

Savings on account of the recommendations relating to individual Departments

Total (Part I and II)

1,85,21,600

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1,19,24,606