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GOVERNMENT OF KERALA

Abstract

PUBLIC SERVICE—ADMINISTRATIVE REFORMS—EIGHTH REPORT OF THE KERALA ADMINISTRATIVE REFORMS COMMITTEE—APPROVED—ORDERS ISSUED

PERSONNEL AND ADMINISTRATIVE REFORMS (AR) DEPARTMENT

G.O. (Ms.) No.10/2003/P&ARD.

Dated, Thiruvananthapuram, 12th May 2003.

Read:—G. O. (Ms.) No. 7/97/P&ARD dated 26-5-1997.

ORDER

In the Government Order read above, the Kerala Administrative Reforms Committee was constituted to recommend measures to simplify and streamline the present system of administration in the State. The Committee has submitted its Eighth Report on specific administrative reforms relating to the following departments.

- (1) Scheduled Castes Development Department.
- (2) Scheduled Tribes Development Department.
- (3) KIRTADS.
- (4) Social Welfare Department.

Government have examined the report in detail and are pleased to approve the recommendations contained in the Eighth Report of the KARC as modified below:

Para No.	Recommendations in the Eighth Report of KARC	Government Decision on the Recommendation
(1)	(2)	(3)

SPECIFIC ADMINISTRATIVE REFORMS—SCHEDULED CASTES DEVELOPMENT DEPARTMENT

2.4 The Committee on Decentralisation of Powers has made the following recommendation regarding the restructuring of Scheduled Castes Development Department in the context of decentralization.

“In respect of the Scheduled Castes Development Department, the District Officers and Staff could be transferred to the District Panchayat. As regards Taluk Development Officers and Personal Assistants to DDOs, they could be transferred to Urban Local Bodies and Block Panchayats in accordance with the strength of the Scheduled Caste population. Since there are only 61 Taluk Development Officers, 13 PAs and 64 Block Extension Officers, only 138 Urban Local Bodies and Block Panchayats out of a total of 210 can be covered. It is suggested that all Urban Local Bodies having at least 5% SC population may be covered, using Taluk Development Officers and Block Extension Officers based on SC population and in the case of Block Panchayats which cannot be covered, the General Extension Officer could be put in charge of SC Development”.

The recommendations already implemented except in the case of District Level Officers. The transfer of District Officers and Staff to the District Panchayat may affect the functioning of the Department and hence the recommendations not accepted.

(1)	(2)	(3)
2.5	The Administrative Reforms Committee fully endorses this recommendation and calls for its speedy operationalisation.	
2.6	The Scheduled Castes Development Department should take up the nodal role in monitoring and evaluation of Special Component Plan Programmes in the State including those taken up by the Local Governments. Through their Block Level and District Level Offices, they should collect and consolidate data on implementation of various programmes by the Local Governments and by Sister Departments.	Accepted.
2.7	Management Committee may be constituted for hostels and other institutions (other than schools) like ITCs run by the department or transferred by the Department to Local Governments. Ideally the Committee should consist of 1/3 rd officials and elected representatives, 1/3 rd representatives of benefitted groups and 1/3 rd non-government organizations and other eminent persons actively involved in the cause of the uplift of the Scheduled Castes. On the whole this Committee should have at least 1/3 rd women in its total strength. This Committee should meet at least once in a quarter.	Accepted.
2.8	At present the pre-matric hostels have been transferred to the Block Panchayats or Urban Local Governments based on their location. It is recommended that the post-matric hostels may be transferred to the District Panchayats or to the Municipal Corporations based on their location.	Admission of students to the post-matric hostels is not being made at the District Level but at the State Level. Hence it is not advisable to transfer them to the District Panchayats. Recommendations not accepted.
2.9	The management of hostels leaves much to be desired. The Wardens are generally junior personnel and in the case of post-matric hostels there is no system of the Warden remaining in the hostels after office hours. Hostels for such groups of people are not envisaged as mere lodges. They are expected to offer a conducive environment for personality development and educational improvement. Therefore in the case of post-matric hostels a panel of three College Lecturers may be identified who will share duties by staying in the hostels by turn. Suitable honorarium could be given to the persons. The present system of Resident Tutor is not very successful. In the case of Girls' Hostels, the Special Rules for posting Watchmen should be amended to ensure that only ladies are posted.	Accepted.
2.10	As mentioned above, managing hostels is a sensitive activity, which calls for lot of attitudinal and management skill. Since at present the post of Warden is more or less equal to clerical posts, there is need for special training. Educational institutions having expertise in providing training for social work may be commissioned to conduct thorough induction as well as refresher courses. Socially committed persons from the academic field could be appointed as honorary guardians for hostels to interact closely with students and shape their personality.	Accepted.
2.11	In order to provide quality education and good environment, it is suggested that Government may identify reputed private educational institutions and admit very poor but intelligent Scheduled Caste students in such institutions meeting their full cost. In the case of students speaking Tamil and Kannada belonging to Scheduled Castes, they may even be sent to institutions in Tamil Nadu and Karnataka.	It may not necessary to send the students to the institutions outside the State. Hence the recommendation in this regard (second sentence) not accepted.

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(3)

- 2.12 The department now has 41 Industrial Training Centres, which are headed by Training Superintendents, with Regional Inspectors of Training doing supervisory work. For the smooth conduct of the institutions, it is suggested that these officials be given the powers of the Principal and Inspector of Training of the Technical Education Department respectively. Likewise the Director of Scheduled Castes Development may be delegated the powers of the Director of Technical Education for the purpose of running the Industrial Training Centres.
- The department is running these institutions. The examinations are being conducted by the Director of Employment and Training. The department cannot takeover the responsibility of conducting the examinations for lack of manpower. So the existing system of conducting exams should continue. The existing system is that the examinations are being conducted by the Director of Employment and Training. Therefore the Administrative and Financial powers may delegate to the Director of SC Development for the purpose of running the institutions and to make administrative arrangements for the conduct of examinations as directed by the Director of Employment and Training. The examinations will be conducted by the Director of Employment and Training as per guidelines of Director General, Employment and Training, New Delhi as is being done now.
- 2.13 In the context of decentralization the office of the District Development Officer for Scheduled Castes has become quite important. With a view to streamlining the distribution of educational concessions, it is suggested that the post of the Senior Superintendent may be re-designated as Assistant District Development Officer with delegated powers to manage his area of work. In order to smoothen the distribution of educational concessions like lump sum grants and stipends, it is suggested that this item of work may be computerized.
- Accepted subject to the condition that there will be no additional financial commitment due to the redesignation of the post.
- 2.14 All expenses regarding hostels should be published openly every month showing each item including purchases. In the case of purchases, the quantity, quality, source and rate of each item has to be published.
- Accepted. The details need be published only in the hostels.
- 2.15 In order to help the local governments, management manuals need to be prepared for running the various institutions transferred to local governments particularly the hostels. Existing Government Rules and Guidelines may be included in this manual which should have two parts—one the obligatory part incorporating the rules and procedures which have to be compulsorily followed and the other the advisory part incorporating managerial guidelines which are desirable from the point of view of efficiency and accountability.
- Accepted.

(1)	(2)	(3)
2.16	Payment of educational concessions like lump sum grant and stipends to students should be excluded from Ways and Means restrictions. They should be treated as entitlements on par with salary of government staff. This would protect these concessions from being delayed due to insufficient allocation or Ways and Means difficulties.	Accepted.
2.17	A crash training programme covering every development functionary of the department needs to be undertaken immediately. All officers of and above the rank of Block Extension Officer should be given at least two weeks' training in institutions like KILA, SIRD or IMG. The department may be permitted to use ½ per cent of the SCP allocation for this purpose.	Accepted with modification that the Kerala Institute for Research, Training and Development Studies for SC/ST (KIRTADS) should also be included among the institutes for imparting training.
2.18	In future, it should be ensured that at the level of Taluk Development Officers, at least 2/3 rd of the posts are filled by direct recruitment with MSW or MA (Sociology) or MBA (Rural Management) being the essential qualification.	Accepted.

SCHEDULED TRIBES DEVELOPMENT DEPARTMENT

- 3.6 The Committee on Decentralisation of Powers has made certain basic recommendations concerning the deployment of personnel from the Scheduled Tribes Development Department to Local Governments and the consequent restructuring of the Department at levels below the State. The recommendations are extracted below:

"In the Scheduled Tribes Development Department, there are seven Integrated Tribal Development Projects and eight Tribal Development Officers in the State. It is recommended that the ITDPs and TDOs be brought under the District Panchayats other than Alappuzha and Ernakulam. Three TDOs may be posted to the Block Panchayats of Sultanbathery, Mananthavady and Attappady, which have tribal population of more than 20,000. In the case of the 48 Tribal Extension Officers, 43 among them should be placed under the following Village Panchayats, which have a tribal population of about 2500 or more.

1.	Peringamala	Thiruvananthapuram District
2.	Vithura	do.
3.	Melukavu	Kottayam District
4.	Moonnilavu	do.
5.	Mundakayam	do.
6.	Adimaly	Idukki District
7.	Kuttampuzha	do.
8.	Marayoor	do.
9.	Kanthallloor	do.
10.	Chinnakkanal	do.
11.	Vannapuram	do.
12.	Udumbannur	do.
13.	Vellaiyamattom	do.
14.	Idukki-Kanjikuzhi	do.
15.	Arakkulam	do.

(1)	(2)	(3)
16.	Kokkayar	Idukki District
17.	Agali	Palakkad District
18.	Pudur	do.
19.	Sholayar	do.
20.	Muthalamada	do.
21.	Mananthavady	Wayanad District
22.	Vellamunda	do.
23.	Thirunelli	do.
24.	Thondernad	do.
25.	Edavaka	do.
26.	Thavinchal	do.
27.	Panamaram	do.
28.	Meenangadi	do.
29.	Nenmeni	do.
30.	Ambalavayal	do.
31.	Poothadi	do.
32.	Sulthanbathery	do.
33.	Noolpuzha	do.
34.	Pulpally	do.
35.	Kottathara	do.
36.	Muttil	do.
37.	Pozhuthana	do.
38.	Padinjarethara	do.
39.	Kaniyampetta	do.
40.	Kolayadu	Kannur District
41.	Enmakaje	Kasargode District
42.	Badiyadka	do.
43.	Delampady	do.

The other Tribal Extension Officers may be placed under the Kalpetta Municipality and the following Block Panchayats, which have a tribal population of more than 10,000.

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|----|-------------|---------------------|
| 1. | Idukki | Idukki District |
| 2. | Elamdesom | do. |
| 3. | Devikulam | do. |
| 4. | Manjeswaram | Kasaragode District |

The Administrative Reforms Committee fully supports these recommendations and suggests that they be implemented at the earliest.

- 3.7 The Scheduled Tribes Development Department should play the nodal role in monitoring and evaluation of Tribal Sub-Plan Programmes in the State including those taken up by the Local Governments. Through their field level and district level offices, they should collect and consolidate data on implementation of various programmes by the Local Governments as well as by sister departments relating to tribal development. Accepted.

(1)	(2)	(3)
3.8	The hostels run by the Scheduled Tribes Development Department have not been transferred to Local Governments. The pre-matric hostels may be transferred to Block Panchayats or Urban Local Governments. For such hostels minimum physical standards like provision of cots, recreation facilities, learning aids etc., may be prescribed.	The pre-matric hostels need not be transferred to the local bodies and status quo should be maintained.
3.9	It is seen that men are often posted to Girls' hostels as wardens. This practice should be stopped forthwith. Only women should be posted as wardens of Girls' hostels. In all tribal hostels two social animators drawn from among the local tribes and paid a suitable honorarium may be posted after suitable training, to be changed every year.	Accepted.
3.10	Post-matric hostels exclusively for tribals may be started in Kozhikode, Palakkad and Thiruvananthapuram to cater to the needs of tribal boys and girls. Since they are new institutions their management could be entrusted to non-government agencies of repute having experience in running educational institutions.	The hostels may start and run by Government directly through SC/ST Development Department.
3.11	Management Committees may be constituted for hostels and other institutions (other than schools) run by the department or transferred by the department to Local Governments. Ideally the Committee should consist of 1/3 rd Officials and elected representatives, 1/3 rd representatives of benefited groups and 1/3 rd non-government organizations and other eminent persons actively involved in the cause of the uplift of the scheduled tribes. On the whole, this Committee should have at least 1/3 rd women in its total strength. This Committee should meet at least once in a quarter.	Accepted.
3.12	As mentioned above, managing hostels is a sensitive activity, which calls for lot of attitudinal and management skills. Since at present the post of Warden is more or less equal to clerical posts, there is need for special training. Educational institutions having expertise in providing training for social work may be commissioned to conduct thorough induction as well as refresher courses. Socially committed persons from the academic field could be appointed as honorary guardians for hostels to interact closely with students and shape their personality.	Accepted.
3.13	In order to provide quality education and good environment, it is suggested that Government may identify reputed private educational institutions and admit very poor but intelligent Scheduled Caste students in such institutions meeting their full cost. In the case of students speaking Tamil and Kannada belonging to Scheduled Castes, they may even be sent to institutions in Tamil Nadu and Karnataka.	Accepted with modification that it is not necessary to send students to the Institutions outside the State.
3.14	All expenses regarding hostels should be published openly every month showing each item including purchases. In the case of purchases, the quantity, quality, source and rate of each item has to be published.	The details need be published only in hostels as decided by Government on Para 2.14.
3.15	In order to help the local governments, management manuals need to be prepared for running the various institutions transferred to local governments particularly the hostels. Existing Government rules and guidelines may be included in this manual which should have two parts-one the obligatory part incorporating the rules and procedures which have to be compulsorily followed and the other the advisory part incorporating managerial guidelines which are desirable from the point of view of efficiency and accountability.	Accepted

(1)	(2)	(3)
3.16	Payment of educational concessions like lump sum grants and stipends to students should be excluded from Ways and Means restrictions. They should be treated as entitlements on par with salary of Government staff. This would protect these concessions from being delayed due to insufficient allocation or Ways and Means difficulties.	Accepted
3.17	The distribution of educational concessions may be computerized.	Accepted
3.18	The Hospitals and Dispensaries run by the Tribal Development Department may be transferred to the concerned Local Governments either at the Village Panchayat or Block Panchayat level depending on the spread of the tribal population covered by that institution.	Further action may take on the basis of the review of G.O.(P)188/2000/LSD dated 4-7-2000.
3.19	Integrated Tribal Development Project, Attappady may be transferred to the District Panchayat, Palakkad. The Block component may be integrated with the Block Panchayat, Attappady.	Further action may take on the basis of the review of G.O.(P)188/2000/LSGD dated 4-7-2000.
3.20	The Director of Scheduled Tribes Development should be provided with a telephone having STD facilities.	Accepted. Telephone with STD may provide both in the office and residence of the Director.
3.21	A crash training programme covering every development functionary of the department needs to be undertaken immediately. All officers of and above the rank of Tribal Extension Officer should be given at least two weeks' training in institutions like KILA, SIRD or IMG. The department may be permitted to use ½ per cent of the TSP allocation for this purpose.	Accepted with modification that the Kerala Institute for Research Training and Development Studies for SC/ST (KIRTADS) may also include among the institutions for imparting training.
3.22	In future, it should be ensured that at the level of Tribal Extension Officers, at least 2/3 rd of the posts are filled by direct recruitment with MSW or MA (Sociology) being the essential qualification.	Accepted.
3.23	Experience shows that in spite of decentralization the quality of planning and implementation of Tribal Development Schemes has not improved significantly. In order to formulate programmes for Tribal Development, Expert Groups may be constituted for various sectors to actually visit tribal areas, discuss with the people and come out with schemes appropriate to the needs and the locality. These groups could be constituted for Wayanad, Idukki, Palakkad and Kasaragode Districts and they could assist the Local Governments in formulating of programmes for tribal development.	Not relevant now as the Tribal Development Schemes are being implemented directly by the Department.
3.24	To provide feed back on the quality of implementation of Tribal Development Schemes a High Power Social Audit Team may be constituted at the State level with the following composition:—	Accepted with the following modifications:
	<ol style="list-style-type: none"> (1) Two officials serving or retired having a track record of good experience in tribal development. (2) Two academicians having done work in matters relating to tribal development (3) Two Journalists who have produced insightful articles on tribal development. (4) Representatives of two NGOs with proven service to tribal communities. (5) A serving District Judge nominated to the Committee by the High Court. 	<ol style="list-style-type: none"> (1) A retired District Judge may include in the Committee instead of a Serving Dist. Judge. (2) Director, KIRTADS may designate as Convener of the Committee. (3) Out of the total membership not less than one third should be women.

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- (6) One representative of the Ruling Parties.
- (7) One representative of the Opposition Parties.
- (8) Director, KIRTADS

3.25 This Committee may form sub groups of not less than three persons and visit various tribal locations and submit reports to Government. These groups should have access to all records relating to Tribal Development. Accepted.

**KERALA INSTITUTE FOR RESEARCH, TRAINING AND
DEVELOPMENT STUDIES FOR SCS & STS (KIRTADS)**

4.2. KIRTADS may be converted into an autonomous agency with adequate powers to carry out evaluation studies, action research and conduct related activities like seminars and workshops. Accepted.

4.3. Using the institutional base of existing training organisations like KILA, SIRD and IMG, KIRTADS could conduct training programmes on Scheduled Castes/Scheduled Tribes Development to various officials and elected representatives of Local Governments. Accepted.

4.4. A Fellowship programme may be introduced in KIRTADS to encourage applied research on topics relevant for SC/ST Development. Accepted.

SOCIAL WELFARE DEPARTMENT

5.4. The Committee on Decentralisation of Powers has made the following recommendations with regard to the Social Welfare Department:— Accepted and implemented as per G.O.(P) No.188/2000/LSGD dt. 4-7-2000.

“The District Social Welfare Officer may be transferred to the District Panchayat. The District Programme Officer may also be transferred to the District Panchayat. The Child Development Programme Officers (CDPOs) could be placed under the Block Panchayat. The ICDS Supervisor should be placed under the Village Panchayat. A rearrangement should be done to ensure that the three Corporations get a Senior Officer of the Social Welfare Department. Similarly Assistant Child Development Officers could be redeployed to the Urban Local Bodies.

It should be clearly laid down that these officers transferred from the Social Welfare Department would look after the following areas of work:

- (i) Women and child development including Kudumbashree.
- (ii) Care of the disabled.
- (iii) Programmes meant to fight social evils.”

5.5. The Administrative Reforms Committee fully agrees with this and would recommend its immediate translation into practice. Accepted and implemented as per G.O.(P)-No.188/2000/LSGD dt. 4-7-2000.

5.6. With the universalisation of Integrated Child Development Services Scheme, it is possible that, in smaller urban local governments, the administrative control could be with the Child Development Project Officer of the adjoining Block Panchayat. In the context of the management of Anganwadis being transferred to Local Governments this would create a lot of practical problems. Therefore it is recommended that the territorial jurisdiction of Urban Local Government should be recognised while carving out administrative units for running ICDS. In the case of smaller urban local governments, probably an ACDPO or even a Senior Supervisor would do. Accepted.

5.7. The service area of ICDS Supervisors in rural areas may be made co-terminus with that of the Village Panchayat. The excess posts may be redistributed to Village Panchayats having large number of Anganwadis Accepted.

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- or Village Panchayats having more than 75 Sq. Km in area. In such cases, it must be ensured that the Supervisor who is the senior person should be the 'Implementing Officer' of the Village Panchayats.
- 5.8. All Village Panchayats and Urban Local Governments would provide facilities for ICDS Supervisors to be located in their office. They could be provided a room and necessary furniture. Accepted.
- 5.9. The Social Welfare Department runs about 72 institutions. All these institutions could be brought under the management of the District Panchayats. Accepted.
- 5.10. Considering the special needs of each institution, it is necessary to train the persons managing these institutions. For this, the service of expert academic institutions teaching social work could be utilised. Accepted.
- 5.11. For these institutions and other institutions, neighbourhood support systems in the form of '*Suhrid Samithis*' have been constituted. '*Suhrid Samithis*' which are purely of advisory nature now, may be empowered to function as a kind of management committee functioning in support of the Local Self Government. Accepted.
- 5.12. Government may appoint a team of three to five specialists in the field as honorary guardians for each of the institutions. These persons can participate in the meetings of the '*Suhrid Samithis*' and provide regular reports to them as well as to the concerned Local Self Governments. Accepted.
- 5.13. All details of functioning of these institutions including accounts should be made public. Accepted.
- 5.14. Gradually the management of the institutions should be left to non-government organisations of repute, selected through a transparent process to verify the credentials. This recommendation appears to be contradictory to the one made in Para 5.9. If the institutions are brought under the management of the District Panchayats, there is no further need to entrust the management to Non-Governmental Organisations.
- 5.15. The various skill formation activities taken up in the institutions of the department like Juvenile Homes, Special Homes, Vocational Training Centres etc., may be reassessed and modern skills particularly those related to Information Technology may be imparted. For this, outsourcing to get expert services may be resorted to. Accepted.
- 5.16. The regional set up of the department may be modified and the regional officers could be used for monitoring and internal auditing. Accepted.
- 5.17. Delegation of powers to District Level Officers and CDPOs may be increased. The ICDS Supervisors at the Village Panchayat/Urban Local Government level who act as implementing officers should also be given adequate powers to discharge their functions. Accepted.
- 5.18. In the context of decentralization, Social Welfare Department should focus on Women and Child Development as well as rehabilitation of various kinds of physically and mentally challenged people. The officers of the department transferred to Local Governments should be made the implementing officers of the women's component of the Decentralised Development Programmes. Accepted.

(1)	(2)	(3)
5.19	As regards rehabilitation measures for various kinds of disability at the district level, virtual organisations can be created to converge the services of Local Governments, Health Department, Autonomous Societies like District Locomotor Society and Public Sector Organisations like Kerala State Handicapped Persons Welfare Corporation Ltd. The nodal role should be played by the District Social Welfare Officer.	Accepted.
5.20	A management manual should be prepared for Anganwadis with focus on Child Services for the use of the Local Governments.	Accepted.
5.21	Minimum facilities as well as desirable facilities in a model Anganwadi in terms of requirement of space, equipment, teaching aids etc. may be prepared so that Local Governments could take up a phased programme of development of Anganwadis.	Accepted.
5.22	For training, the department may support training units which can be located in KILA and SIRD for taking care of the training needs of departmental personnel as well as the sector covered by the department.	Accepted.

The Administrative Department of the Secretariat and the Heads of Departments concerned will issue necessary orders for implementing recommendations approved, herein.

By order of the Governor,
 DR. K. M. ABRAHAM,
Secretary to Government.

To

The Principal Secretaries/Secretaries/Special Secretaries to Government.
 All Department of Secretariat including Law and Finance.
 All District Collectors and all Heads of Departments.
 The Director of Public Relations.
 The Accountant General (Audit/A&E) Kerala, Thiruvananthapuram.
 The P. S. to C. M. and other Ministers.
 The P. S. to the Leader of Opposition and Chief Secretary.
 The General Administration (SC) Department.