

# ***KERALA ADMINISTRATIVE SERVICE AND ADMINISTRATIVE TRANSPARENCY***

**Dr SL SREEKUMAR**

Assistant Professor of Political Science College  
Panampilly Memorial Government College  
Chalaky, Trissur - 680722  
Kerala State

## **I. INTRODUCTION**

A country is surely famed by its forests, mountains, roads, rivers, historical monuments and numerous other structures but is truly honoured for the quality of its human service! The administrative officers need to be capable of mobilizing the resources in order to translate the plans into actions. In such circumstances, a proficient squad is needed to handle the tasks at hand and also to plan for the country's advancement much ahead of time. The administrative officers have to play multiple roles at every stage of their tenure. Civil servants like Sivaraman (1970) and others have written about personal encounters to the daily issues, these experiences give an insight about processes in government. It is clear from these written evidences that the procedures of the administration are tough. The administrative officers are required to take tough decisions and formulate intricate policies within certain constraints and government norms, protecting the interests

of the government and keeping public welfare in mind.

## **Evolution of Indian Administrative Service**

The Civil Service concept in India dates back to ancient times. It had its presence in Aryan's administrative system to the Kautilya's Arthashastra to Gupta age to Mughals and Britishers and still it is relevant for easy and smooth functioning of government. The earliest origins of a civil service in India for administration purposes can be traced back to the period after 1757 when the East India Company were the de-facto rulers in parts of India. The company started the Covenanted Civil Services (CCS). CCS members had to sign covenants with the company's board.

Up to 1853, the Directors of the British East India Company made appointments of covenanted civil servants by nominations. This nomination system was abolished in 1855 by the Parliament in England and it was decided that the induction would be

through competitive examinations of all British subjects, without distinction of race.

After the Revolt of 1857, when the rule of the company ended and power was transferred to the British Crown, i.e., after 1886 the service came to be called the Imperial Civil Service. It later came to be called the Indian Civil Service.

Dewey has commented that "in their heyday they [Indian Civil Service officers] mostly run by Englishmen with a few notable sons of Hindus and even a fewer Muslims were the most powerful officials in the Empire, if not the world. A tiny cadre, a little over a thousand strong, ruled more than 300 million Indians. Each Civilian had an average 300,000 subjects, and each Civilian penetrated every corner of his subjects' lives, because the Indian Civil Service directed all the activities of the Anglo-Indian state."

By 1920, there were five methods of entry into the higher civil service: firstly, the open competitive examinations in London; secondly, separate competitive examinations in India; thirdly, nomination in India to satisfy provincial and communal

representation; fourthly, promotion from the Provincial Civil Service and lastly, appointments from the bar (one-fourth of the posts in the ICS were to be filled from the bar).

Jawaharlal Nehru often ridiculed the ICS for its support of British policies. He noted that someone had once defined the Indian Civil Service, "with which we are unfortunately still afflicted in this country, as neither Indian, nor civil, nor a service".

At the time of the partition of India and departure of the British, in 1947, the Indian Civil Service was divided between the new Dominions of India and Pakistan. The part which went to India was named the Indian Administrative Service (IAS), while the part that went to Pakistan was named the "Civil Service of Pakistan" (CSP).

The present modern civil service was formed after the partition of India in 1947. It was Sardar Patel's vision that the Civil Service should strengthen cohesion and national unity. The values of integrity, impartiality and merit remain the guiding principles of Indian civil services.

## Difference between India Administrative Services and Provincial (State) Administrative services

S.No.	Basis of Distinction	India Administrative Services	Provincial Civil Services (PCS) / State Administrative Services
1	Recruited by	Union Public Service Commission	State Public Service Commission (SPSC).
2	Mode of recruitment	The exam is conducted in three phases of preliminary, mains and interview.	This is also conducted in three phases
3	Nature of Questions	The basic nature of questions is more conceptual than factual. CSAT is compulsory. It consists of only one qualifying regional language paper.	Emphasis is given on the factual aspect of questions rather than conceptual. <b>State Civil Services Examination may or may not consist of CSAT paper.</b> Some states may have compulsory regional Language paper or the statistics paper.
4	Appointed by	President of India	Governor of the state
5	Terminated by	Only Union Government (specifically President) has the right to terminate the services of an IAS officer.	The State Government has all the right to transfer, suspend and terminate them.
6	Salary is given by	Their salaries and pensions are met by the cadre state. They have uniform pay scale throughout the country irrespective of the states they are serving.	Their salaries and pensions are met by the state.
7	Career Prospects	An IAS officer may start his career from SDM [Independent office] and can reach up to Secretary to the Government of India. After joining the services, it may take about 5-7 years for an IAS officer to become a District Collector. They have a well known tenure system and all promotions dealt timely.	A State service person could take as much as 15-17 years to reach post as high as the IAS and he might also retire before that.

Although both the Indian Administrative Services and the Provincial Civil Services were created under the same agenda of institutionalizing smooth administrative governance in the country but a difference in service rules and regulations exists state wise. There is a huge difference in the IAS and PCS. The difference is in the decisional powers, perks and facilities enjoyed, the responsibilities and powers and the other things which are beyond the scope of the objective of this article.

Administrative services of States in India

Every State has a separate 'Public Service Commission' which is responsible for conducting competitive examinations to recruit new candidates into a particular State's Civil Service. A majority of these jobs are executive in nature and directly be responsible for implementing the State Government's plans, schemes and programs.

Working in the State Civil Services offers great growth opportunities. Civil

servants will get regular opportunities to take up bigger roles with more responsibilities within the state administration as they gain more experience. After they work in the State Civil Services or the State Police Services for a few years, it is very possible that they get promoted to the Indian Administrative Services (IAS) or the IPS (Indian Police Services) and work directly under the Central Government. These promotions are generally based on seniority and merit.

(i) The Civil Services of Tamil refer to the civil service and the permanent bureaucracy of the Government of Tamil Nadu. The authorities for this are Government of Tamil Nadu, Tamil Nadu Public Service Commission, Department of Personnel and Administrative Reforms (Tamil Nadu). Recruitment to the Tamil Nadu Civil Services two type is done:

1. Direct Recruitment through an competitive examination called the "TNPSC Group 1 to 8 Exam", organized by the Tamil Nadu Public Service Commission (TNPSC).

2. Recruitment by Transfer from exiting Service

(ii) Karnataka Administrative Service (KAS) is the civil service of Karnataka state in India. The Karnataka Public Service Commission conducts exams to recruit

candidates for the service. These young officers recruited by KPSC take up various administrative posts at the district and state level. At the start they play the role of Sub Divisional Magistrate and the on promotion as Additional District Magistrates and then on promotion to IAS they take up various key positions at the district level as Deputy Commissioners and also equivalent IAS cadre jobs at the state level.

(iii) Department of Appointment and Personnel of the Government of Uttar Pradesh is the cadre-controlling authority of PCS. Along with the Provincial Police Service (PPS) and the Provincial Forest Service (PFoS), the PCS is one of the three feeder services to its respective All India Services. The recruitment to the service is made on the basis of an annual competitive examination conducted by Uttar Pradesh Public Service Commission.[2][3][4] One-third of PCS quota is filled by promotion from Uttar Pradesh Lower Provincial Civil Service. PCS officers, regardless of mode of entry, are appointed by the Governor of Uttar Pradesh.

(iv) Rajasthan Administrative Service, popularly known as RAS, is the supreme civil service of the Indian state of Rajasthan. The recruitment to the service is made on the basis of an annual competitive

examination. The officers are included in the state cadre of civil service officers. The cadres usually start from a designation lower in rank than Indian Administrative Service (IAS) (one of the All India Services). However, promote RAS officers gradually can take posts equivalent to IAS officers. The RAS exam is organised by Rajasthan Public Service Commission (RPSC), a Rajasthan government body. The RAS officers hold various posts at sub-district level while delivering various government services apart from conducting revenue administration and maintenance of law and order.

(v) West Bengal Civil Service (Executive), popularly known as W.B.C.S.(Exe), is the civil service of the Indian state of West Bengal. For the WBCS (Exe) and other comparative posts, Public Service Commission of West Bengal arranges competitive examinations in three phases every year. These phases are Preliminary, Main and Interview. There are different groups in recruitment of such examination based on choice and merit of scored number. These are Group A, Group B (only for West Bengal Police Service ), Group C and Group D. The WBCS (Exe) officers belong to Group A . In general, As per record of the WBPSA the candidates

with higher scores opt for WBCTS, WBPS and WBCS (Exe) as their first choice. Since 1988 most of the top ranker have opted WB commercial Tax Service as their first choice. The officers are included in the state cadre of civil service officers.

The WBCS (Exe) officers are usually appointed as deputy magistrates or deputy collectors on probation and after completion of two years of mandatory administrative training under the tutelage of Administrative Training Institute, start their career as Deputy Magistrate and Deputy Collector and Block Development (B.D.O.) Officers. They also pass order in Executive Magistrate Court and execute some sections of Criminal Procedure Code. The officers of the cadre perform the key administrative functions at different levels of various departments of the state. The highest position WBCS (Exe) officers can attain is that of Departmental secretary. Three posts of district magistrate in the State of West Bengal is reserved for these officers. WBCS (Exe) officers may also be nominated at a later stage of their career to become All India Services (IAS) officers.

#### **Kerala:**

Kerala has the highest sex ratio, lowest population growth rate, highest literacy rate, highest life expectancy and the highest

Human Development Index (HDI) among the other states of India. Kerala is the least corrupt Indian state as per Transparency International survey. Tourism department of Kerala promotes the state by the slogan- “God’s own Country”. India is world’s 4th largest natural rubber producer country of which Kerala accounts more than 91%. With newspapers publishing in nine languages, Kerala has the highest media exposure in India. The pivot of medication in Kerala is Ayurveda. Kerala is home to world’s first Ayurvedic Resort Somatheeram, south of the Kovalam beach. Backwaters of Kerala are a chain of Brackish Lagoons and lakes lying parallel to Arabian Sea coast (Malabar Coast). The network includes five large lakes linked by canals (both manmade and natural) and fed by 38 rivers. Kerala has more than seven hundred elephant in captivity. Most of the elephants are owned by temples and individuals. They are mainly used for religious ceremonies in and around the temples. Elephant is featured on the emblem of the Kerala State and also the state animal of Kerala. One more feather of its glory is the Kerala Administrative Service.

### **Kerala Administrative Service**

Talks for a state-monitored administrative service began as early as the

first Administrative Reforms Commission, chaired by EMS Namboodiripad, the first Chief Minister of Kerala. However, it was only until the third commission, chaired by EK Nayanar that a formal proposal was drafted, citing the need for an official state civil service. It mainly highlighted how such a service could be put into place. Even then, it took some more time for the KAS to come to fruition.

The principal sanction was given on January 4th, 2017, and soon after, the committee, which included several secretaries of the government, sat together to decide the various aspects of how the KAS would operate, from rules of recruitment to compensation, training, and basic terms and conditions. According to the government official, the main objective of establishing KAS is to “inject young blood” into the civil services. Under the rules for the KAS, 29 departments will reserve 10 percent of their administrative positions for KAS officials. The officials who will fill these positions will come from three streams—

- 1) Graduates from government-recognised universities.
- 2) Government employees who have been in service for the past two years.
- 3) Transferred officials from the 29 participating departments.

The Public Service Commission also suggested provisions for both the differently abled and transgenders. According to rule 15-A of the rules, four tests have been outlined to assess aptitude in the criminal judiciary, revenue, accountancy and office procedures.

Presently there are two ways a Kerala state government employee could be conferred IAS. Either he/she should be recruited after passing deputy collector examination or the person should be working with revenue department in a clerical post for many years. However, both these cadres will take a considerable amount of time, smart work and luck to get a conferred IAS. Incidentally, the introduction of KAS will act as a fast feeder category to Indian Administrative Service in minimum possible time. Moreover, KAS has the capacity to recruit roughly 3000 officers in various department for a span of 10 years.

Kerala Administrative Service		
<b>Three Tier Recruitment System</b>		<b>Exam Scheme</b>
<ul style="list-style-type: none"> <li>Lateral entry through PSC recruitment</li> <li>Recruitment from serving govt staff</li> </ul>	<ul style="list-style-type: none"> <li>Promotions &amp; transfers of serving govt staffs</li> </ul>	<ul style="list-style-type: none"> <li>Prelims</li> <li>Mains</li> <li>Interview</li> </ul>
<b>Four Categories of Officers</b>	<b>Age Limit</b>	<b>Qualification</b>
<ul style="list-style-type: none"> <li>Junior Time Scale</li> <li>Senior Time Scale</li> <li>Selection Grade Scale</li> <li>Super Time Grade Scale</li> </ul>	<ul style="list-style-type: none"> <li>Lateral Entry 21 - 32</li> <li>Serving Staff 21 - 40</li> <li>Transfers &amp; Promotions Upper Age Limit 50</li> </ul>	<ul style="list-style-type: none"> <li>JUNIOR TIME SCALE</li> <li>Bachelor Degree</li> <li>Physical fitness &amp; capacity to work outdoor</li> </ul>
<b>Freshers to join the service in the Junior Time Scale</b>		
Synopsis of Kerala Administrative Service.		

## Transparency in Administration

Transparency - It is small word but still it holds a much deeper meaning in it. People keep on boasting about the transparency in every field of life. The efforts are restricted to just words and never get converted into actions. Coming to transparency in public administration, people have always stayed divided in opinions. Some of them think it really desirable while the other group thinks it as a threat to privacy.

### (i) Importance of transparency in administration:

Transparency in public administration is the right of people. It is the freedom to know the details of the steps and measures taken by the different elements of the system. It can be better called as the right of public access to the key information. It induces the deep trust on the actions of system. Whenever the public finds the decisions are forced or manipulated, they can seek for the details of the matter. The system is there for people and it has to work in accordance with the needs of people. Therefore, it is not the need, but can be better termed as the right of public to demand for transparency in public administration.

The administrative branch cannot be allowed to become the playing tool of the corrupt officials. It is meant for the welfare

of people. However, corruption is rooted deep in the system. The benefits are not passed on to the people. The high level of corruption existing in the system can be solved only when the public is provided with the right to access of information. Transparency in the system is a clear indication of elimination of corruption. It encourages comprehensive public involvement.

The people work hard day and night and account for the public funds in the form of taxes. It is their money submitted to government for the general welfare purposes. The transparency in the public administration allows the public to know where the taxpayers' money is used in the process. It is a matter of credibility of the system. Public can get the selected information.

The public administration system should provide the general information in form of electronic and traceable data. The information should be general but informative in terms of the content and processes. It should be properly administered and watched so that it cannot be misused by any illegal component.

***(ii) Challenges in transparency in public administration:***

The information available to the public should contain the basic components. It should provide uniform access to the public. The need is the simple access to the details for viable use. The contents should be proper in terms of quality and relevance. It should come from the central system so that it doesn't lose its value. The key point is to maintain the data security in all cases. It should be open as per the legal regulations but should not be available for the unauthorized access. Remember, if the data is tampered it is again the loss of the public. The transparency can prove costly if the data is misused by the illegal elements.

The transparency in the public administration system is tough to implement but is not impossible. There will be some technical issues which can be sorted out by the team of experts. In the process of transparency, the rules and regulations should not be held at stake. And to make the process efficient and effective, the cooperation from all the participants including the officials, politicians and people is a must. Only then it will be possible to get a transparent public administration system.

## II. CONCLUSION

With the help of KAS, administrative transparency in Kerala can develop. Further it reduces corruption in government system. Transparency is always for good and in the case of public administration it will make the officials more responsible. The change provides the power in the hands of public. It will eliminate the corrupt rule of the powerful bureaucrats. It will allow the democratic government to have a stable foundation for its people. The free flow of information will wipe out the complex problems existing in the system.

## III. REFERENCE

- 1) Adam Candeub, 'Transparency in the Administrative State', Michigan State University College of Law, 2013.