



## **PERSONNEL AND ADMINISTRATIVE REFORMS DEPARTMENT**

*Report on the study on the Organisational Set up and functioning of the  
Excise Department, Kerala*

Study conducted and Report prepared by:

1. Sri. V.S. Vasudev, Section Officer,  
P&AR (AR-VI) Department.
2. Sri. Dileepkumar.R, Assistant Section Officer.
3. Sri. Sanjay Prasad, Senior Grade Assistant.

Assisted by :

Sri. Nazeer. H, Selection Gr. Computer Assistant.

Guided by :

Sri. K. Nandakumar, Deputy Secretary to Government.  
Sri. Mohammed Ismail Kunju.S, Joint Secretary to Government.  
Smt. R. Anandavally, Additional Secretary to Government.

Finalised by :

Sri. Bishwanath Sinha IAS., Principal Secretary to Government.

I.2 The South Zone is comprised of 5 Excise Divisions, viz, Thiruvananthapuram, Kollam, Pathanamthitta, Alappuzha and Kottayam. The Central Zone consists of Idukki, Ernakulam, Thrissur and Palakkad. Malappuram, Kozhikkode, Wayanad, Kannur and Kasaragod comes under the North Zone.

I.3 The work study in the Excise Department was undertaken by this Department in pursuance to the request of the Taxes Department vide UO(f) No. 19069/F1/11/TD. The Honourable Minister for Excise has therein ordered to conduct a comprehensive work study covering the man power requirement in the Excise Department. Hence this work study.

## **CHAPTER 2**

### **1. METHODOLOGY**

2.1. The base year chosen for conducting this work study is the Calendar Year 2014 (ie; from 01-01-2014 to 31-12-2014). The study team headed by the Additional Secretary (P&ARD) visited the office of the Commissioner of Excise on 10/11/2014 and held discussions with senior level officers of the Department to initiate the study. Specially designed forms were supplied to the functionaries for collecting details about their duties. The team held discussions with various officers like the Commissioner, Joint Commissioner in the Commissionerate, Deputy Commissioners in the Divisions, Circle Inspectors in various circles of

offices, Inspectors and Preventive Officers, Civil Excise Officers etc in the Excise Range Offices.

2.2 The team made use of standard work study tools viz. Self Logging Case Studies, Discussions, Interviews, Analysis of Synthetic Data and Brain Storming for arriving at the quantum of various work performed by all the functionaries. As the Department is an enforcement oriented one, the nature of work performed during field assignments as well as Technical and Non Technical (Enforcement as well as Ministerial) have also been taken into consideration for analysing the quantum and nature of work of the functionaries in the Excise Department. Personal and fatigue allowance @ 15% has also been added to the total time for original items of work and routine items of work (except field works). The retention and additional requirement of man power has been computed on the basis of the accepted norm that a Government employee has to work for 1700 Man Hours in a year.

2.3 The potent variant of "brain storming" technique was very successfully implemented in preparing this report. The technique of brain storming enables to discuss any topic from 6 different directions/angles. They are 1. Describe it (2) Compare it (3) Associate it, (4) Analyze it (5) Apply it and (6) Argue for and Against it. Equipped with the brain storming technique/results the study team

could visualize all the true dimensions to be bothered through this study. The technique of using the “big six questions” Who? What? When? Where? Why? And How?” - also was copiously used at appropriate levels of functionaries of the Department.

**2.4** Based on the observations and findings of the Team, the final report has been prepared scientifically, aspiring at the fact that a work study may not be necessitated in the near future, for the optimal and efficient functioning of this Department.

### **CHAPTER – 3**

#### **Vision, Mission and Objectives of the Department**

##### **3.1 Vision**

Eradication of drug abuse for ensuring a happy, peaceful and prosperous society.

##### **3.2 Mission**

Prevention of offenses under the Abkari Act, Narcotic Drugs and Psychotropic Substances (NDPS) Act and Medicinal and Toilet Preparations (Excise Duties) Act. Reduction in the availability of liquor. Intensive Awareness Campaign against Alcoholism and drug abuse. Prevention of leakage of Excise Revenue and adherence to Excise Act and Rules. Transparent Act and Rules and self compliance.



### **3.3 Objectives**

- \* Policy formulation to restrict availability of liquor and efficient regulation.
- \* Campaign against liquor and drug abuse.
- \* Strengthening of preventive machinery to eradicate illicit liquor.
- \* Strengthening of enforcement activities, effective investigation and successful conduct of prosecution.
- \* Modernisation with IT application.
- \* Empowerment of the manpower.
- \* Simplification and rationalization of the Excise Tax Administration.
- \* Implementation of Budget announcements on Excise Tax Reforms.

## **CHAPTER – 4**

### **1.ORGANISATION SET UP**

**4.1.1** The following is the office pattern of the Excise Department/Excise Commissionerate at Nanthancode, Thiruvananthapuram.

Additional Excise Commissioner Office - 1

Joint Commissioner Offices – 6

Deputy Commissioner Offices – 17

Assistant Excise Commissioner Office - 3

Circle Office - 63

Range Office - 137

Check Posts - 43 (Major-6, Minor-35, Temporary – 2)

Lab - 1

Special Squad - 16

#### **4.1.2 Functions**

- \* Collection of intelligence regarding the offenses under various laws administered by the Department.
- \* Conduct intensive raids, detect cases and prompt action on complaints.
- \* Speedy and time bound investigation of the cases registered and filing of charge sheet before the Court of Law.
- \* Provide proper training to excise personnel for better efficiency.
- \* Better infrastructure for office functioning.
- \* Introduction of new software.
- \* Conduct campaign against drug abuse and alcoholism with the help of NGO's, Youth organisations, Local Self Government etc.
- \* Formation of anti liquor clubs in schools and colleges.
- \* Campaign through print and electronic media.
- \* Enforcement operations for preventing illicit liquor.
- \* Surprise inspection of licensed premises.
- \* Strengthening preventive machinery of the Department.
- \* Restrict the issue of new licenses.
- \* Enhance fees of the various licenses issued by the Department.
- \* Modernise the Department with communication facilities, arms and new vehicles.
- \* Time bound action for the confiscation and disposal of the vehicles.
- \* Conduct campaign against drug abuse and alcoholism with the help of Student Police Cadets, Kudumbasree Units, National Service Scheme, Residents Associations and NGO's, Youth organisations, Local Self Government etc.

## **2.EXISTING STRUCTURE OF THE COMMISSIONERATE**

**4.2.1** The general control over the administration of Excise Department and the collection of revenue are vested with the Commissioner of Excise. The Additional Excise Commissioner (Administration), an IAS Officer in General Administration and an Additional Excise Commissioner (Enforcement), an IPS Officer in the matters relating to enforcement activities assists him. Three Joint Excise Commissioners who are in charge of three zones consisting of four or five Divisions also assists the Excise Commissioner on daily matters. A Joint Excise Commissioner in the Excise Commissionerate is in charge of the Internal Audit Wing.

**4.2.2** The Southern Zone is comprised of 5 Excise Divisions viz. Thiruvananthapuram, Kollam, Alappuzha, Pathanamthitta and Kottayam. The Central Zone is divided into 4 Excise Divisions viz: Idukki, Ernakulam, Thrissur and Palakkad and the Northern Zone consists of 5 Excise Divisions viz:- Malappuram, Kozhikode, Wayanad, Kannur and Kasaragod.

**4.2.3** The territorial jurisdiction of each Excise Division is co-terminus with each Revenue District. The Deputy Excise Commissioner is in charge of a Division and the Assistant Excise Commissioner (Enforcement) is the head of enforcement activities in the Division. Each Excise Division is again divided into Circles and Ranges. The territorial Jurisdiction of each Circle is co-terminus with each Taluk. At present there are 63 Excise Circle Offices each under the charge of a Circle Inspector of Excise who is assisted by an Excise Inspector, 2 or 3 Excise Preventive Officers and 5 to 9 Civil Excise Officers. One vehicle with Driver is

also allotted to each Circle Office. Where there are heavy vehicles one cleaner is also attached to each such vehicle. The Excise Inspector is in charge of a range is assisted by 4 Excise Preventive Officers and 15 to 20 Civil Excise Officers. In selected 83 Excise Range Offices one Assistant Excise Inspector is also posted to assist the Excise Inspector.

**4.2.4** There is one Administrative Officer, one Assistant Excise Commissioner (Abkari) one Finance Officer and one Law Officer in Excise Commissionerate to assist the Excise Commissioner in Administrative, Financial as well as Legal matters. The Internal Audit Wing of the Commissionerate of Excise is headed by Joint Excise Commissioner and is under the Excise Commissioner. There is one post of Assistant Excise Commissioner and three Superintendents. In the Excise Commissionerate, there are 8 Sections each under Superintendents. The ministerial work of the Excise Department is being attended to by the Excise personnels especially Preventive Officers, Excise Inspectors and Circle Inspectors of the Excise Department.

**4.2.5** The Kerala State Beverages Corporation is the sole agency for the storage and supply of IMFL (Indian made Foreign Liquor) with effect from 01-04-1984. The Government have formed the Kerala State Beverages Corporation Limited, with its Head quarter at Thiruvananthapuram vide G.O(MS) 17/34/TD dated 01/04/1984. The Excise Commissioner is the Ex-Officio Chairman of the Kerala State Beverage Corporation. There are 22 bonded warehouses owned by the Kerala State Beverages Corporation for supplying foreign liquor to various foreign liquor licensees in the Sate. These bonds are located at Nedumangad,

Balaramapuram and Attingnal in Thiruvananthapuram District, at Kottarakkara and Kollam in Kollam District, Thiruvalla and Pathanamthitta in Pathanamthitta District at Ayarkunnam and Kottayam in Kottayam District, at Aluva, Perumbavoor and Thrippunithura in Ernakulam District, at Chalakkudy and Thrissur in Thrissur District, at Perinthalmanna in Malappuram District, at Thodupuzha in Idukki District, Kalpatta in Wayanad District and in the headquarters of Alappuzha, Palakkad, Kozhikode and Kannur Districts. The bonded warehouses bond is directly under the control and supervision of a Circle Inspector of Excise who is assisted by one Preventive Officer and two Civil Excise Officers. In the bonded warehouse, owned by Military Canteen Stores Department Ernakulam, the Assistant Excise Commissioner is assisted by one Excise Preventive Officer and 2 Civil Excise Officers. The entire quantity of foreign liquor required by the licensees in the State of Kerala is being supplied through these warehouses. The licensees meet the cost of establishment of all Excise Personnels attached to the above bonded warehouses.

**4.2.6** In addition to the above offices there are 10 Distilleries, 8 Foreign Liquor (compounding, bending and bottling) Units, 3 Breweries and 6 Pharmaceutical Manufacturing Units, each under the supervision of either a Circle Inspector of Excise or an Excise Inspector and they are assisted by Preventive Officers and Civil Excise Officers posted in each institution. The cost of establishment of all the Excise supervisory staff is met by the licensees. All these institutions are directly under the control and supervision of each Deputy Excise Commissioner.

**4.2.7** A Mechanical Engineer and one Administrative Officer are also attached to the Office of the Additional Excise Commissioner (Enforcement). The present Mechanical Engineer is on deputation from another Department and the Administrative Officer who is an Under Secretary to Government in the Administrative Secretariat is also on deputation. The Administrative Officer is assisting the Engineer who is in charge of the up-keep and maintenance of several vehicles attached to the different offices and also to assess the market value of all seized and confiscated vehicles involved in various Abkari cases.

**4.2.8** A Vigilance wing is functioning in the Department headed by a Superintendent of Police. He is assisted by one Circle Inspector of Excise, 2 Excise Inspectors, 2 Preventive Officers and 4 Civil Excise Officers. The Vigilance Officer is directly under the control and supervision of the Excise Commissioner.

**4.2.9** The State Excise Academy & Research Centre, Thrissur was formed vide G.O.(MS) NO. 194/2003/TD dated 18/12/2003 and came into existence in 01/01/2004 at Poothol, Thrissur. It is also under the control of Excise Commissioner. He is assisted by a Joint Excise Commissioner who acts as Principal of the Academy, one Assistant Excise Commissioner, two Circle Inspectors and two Preventive Officers. One vehicle with Driver and two Cooks are also allotted. In the year 2012-2013 training of 212 Civil Excise Officers. were completed in the Academy.

**4.2.10** Nowadays, smuggling through sea, inter-state border smuggling, suspicious activities and crime against women are on a high. The influence of new contraband substances like E-cigarettes,

stamps etc. which are highly addictive and potentially lethal, which are meant to be sold among youngsters and migrant laborers, is a new threat for the society. There is an "Awareness Programme Co-ordination" under the control of Excise Commissioner for educating the people against the ill effects of alcoholism and drug abuse gripped especially among the younger generation. The office of the Awareness Programme Co-ordination is situated at Excise Headquarters, Thiruvananthapuram with one Joint Excise Commissioner, One Excise Inspector, one Preventive Officer, two Civil Excise Officers and one Driver with vehicle. The APC created 775 Anti Drug clubs in the Educational Institutions throughout Kerala.

### **3.MINISTERIAL WING**

**4.3.1** Excise Department had a ministerial wing earlier and at present the clerical activities in the Department is being handled by the executive branch of the Department. In the Commissionerate and Divisional Offices a separate ministerial wing is functioning by employing Civil Excise Officers, Preventive Officers, Assistant Excise Inspectors, Excise Inspectors and Circle Inspectors. These people are recruited as members of a 'force' and are given training accordingly for enforcing the Acts and Rules of the Department. The deployment of the above mentioned persons for discharging the ministerial functions is not a rational decision. As these persons are an integral part of the enforcement wing,

deployment of them for Clerical Service has created a corps of overworked and extremely stressed force with failures add up to a big picture that portrays a sorry state of the overall objective and mission of the Department.

**4.3.2** The team has come across instances where, an accused in an offense while in the enforcement is seen handling the files against him in the Board service. Such a matter is never heard of anywhere in the bureaucratic set up. It will torpedo the fair and just way of decision making.

**4.3.3** Further a Circle Inspector, whose pay & rank is much more than that of a Junior Superintendent, is actually performing similar functions in the Board Service like a Junior Superintendent of other Departments. This is a phenomenon where a 'high profile' officer doing a 'low profile' work. This is not economically viable.

**4.3.4** While conducting the Administrative inspection, the team has noted an array of procedural irregularities/lapses on the part of the functionaries engaged in the discharge of ministerial duties.



**4.3.5** On a detailed analysis of the reasons for such lapses, it is understood that, the hands deputed for 'Board duty' are neither trained in discharging clerical activities nor can they rely on any superior officers when a doubt arises on the course of action to be perused in a matter. An important fall out of this lack of adequate knowledge in clerical activities is the all time disputed seniority list of various officers in different categories. To solve this, two Section Officers from the Secretariat are deputed to man the establishment sections.

**4.3.6** As a remedial step to sort out issues of the above sorts, ministerial wing in the Commissionerate and Divisional offices may be created. By forming ministerial cadre as in the Police Department, the officers recruited for enforcement purposes may be exclusively used for the purpose for which they have been recruited for.

**4.3.7** Ministerial wing may be created through direct recruitment as well as through transfer ie., those officers who are willing to work in the ministerial wing may be absorbed in that category through the process of option.

**CHAPTER – 5**  
**THE WORK STUDY**

**Offices, Staff Pattern, Workload & Recommendations**

**5.1 EXCISE COMMISSIONERATE, THIRUVANANTHAPURAM**

**5.1.1** One post each of the Administrative Officer, Law Officer and Finance

**5.1.2** The Workload of each section is as shown below:

**5.1.3. A Section**

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| A1           | 1870            |
| A2           | 1760            |
| A3           | 1664            |
| A4           | 1719            |
| A5           | 1704            |
| A6           | 1628            |
| A7           | 1760            |
| A8           | 1792            |
| <b>TOTAL</b> | <b>13897</b>    |

The total man hour workload is 13897. Hence  $(13897 / 1700 = 8.17)$  the work study recommends creating 8 posts of Clerks in this office. Considering the ratio 6:1, 1 post of Junior Superintendent and 1 post of Head Clerk is also recommended in A section.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Clerk and 1 post of Junior Superintendent in A section.*

#### **5.1.4 B Section**

| <i>Seat</i>                          | <i>Workload</i> |
|--------------------------------------|-----------------|
| B1                                   | 1740            |
| B2                                   | 1732            |
| B3                                   | 1694            |
| B4                                   | 1712            |
| M2<br>(shifted<br>from M<br>section) | 1714            |
| <b>TOTAL</b>                         | <b>8592</b>     |

The total man hour workload is 8592. Hence  $(8592 / 1700 = 5.054)$  the work study recommends creating 5 posts of Clerks and 1 post of Head Clerk in B section.

*The work study proposes to create 5 posts of Clerks and, 1 post of Head Clerk in B section.*

#### **5.1.5 C Section**

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| C1           | 1816            |
| C2           | 1820            |
| C3           | 1838            |
| C4           | 1806            |
| C5           | 1814            |
| C6           | 1828            |
| C7           | 1860            |
| <b>TOTAL</b> | <b>12782</b>    |

The total man hour workload is 12782. Hence  $(12782 / 1700 = 7.518)$  the work study recommends creating 8 posts of Clerks in this Section. Considering the

ratio 6:1, 1 post of Junior Superintend and 1 post of Head Clerk is also recommended in C section.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Clerk and 1 post of Junior Superintend in C section.*

### **5.1.6 D Section**

| <i>Seat</i>  | <i>Workload</i>   |
|--------------|-------------------|
| D1           | 1778              |
| D2           | Abolished/Shifted |
| D3           | 1842              |
| D4           | 1891              |
| D5           | 1794              |
| <b>TOTAL</b> | <b>7305</b>       |

The total man hour workload is 7305. Hence ( $7305 / 1700 = 4.297$ ) the work study recommends creating 4 posts of Clerks in this office. 1 post of Head Clerk is also recommended in D section.

*The work study proposes to create 4 posts of Clerk and 1 post of Head Clerk in D section.*

### **5.1.7 E Section**

| <i>Seat</i>  | <i>Workload</i>   |
|--------------|-------------------|
| E1           | Abolished/Shifted |
| E2           | Abolished/Shifted |
| E3           | 1964              |
| E4           | 1929              |
| E5           | 1864              |
| E6           | 1928              |
| E7           | 1860              |
| E8           | 1832              |
| E9           | 1936              |
| <b>TOTAL</b> | <b>13313</b>      |

The total man hour workload is 13313. Hence  $(13313 / 1700 = 7.831)$  the work study recommends creating 8 posts of Clerks in this office. Considering the ratio 6:1, 1 post of Junior Superintend and 1 post of Head Clerk is also recommended in D section.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Clerk and 1 post of Junior Superintend in D section.*

#### **5.1.8 F Section**

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| F1           | 1770            |
| F2           | 1750            |
| F3           | 1784            |
| <b>TOTAL</b> | <b>5304</b>     |

The total man hour workload is 5304. Hence  $(5304 / 1700 = 3.12)$  the work study recommends creating 3 posts of Clerks and 1 post of Head Clerk is also recommended in F section.

*The work study proposes to create 3 posts of Clerk and 1 post of Head Clerk in F section.*

#### **5.1.9 G Section**

| <i>Seat</i>                          | <i>Workload</i> |
|--------------------------------------|-----------------|
| G1                                   | 1755            |
| G2                                   | 1740            |
| M4<br>(shifted<br>from M<br>section) | 1750            |
| <b>TOTAL</b>                         | <b>5245</b>     |

The total man hour workload is 5245. Hence  $(5245 / 1700 = 3.085)$  the work study recommends creating 3 posts of Clerks and 1 post of Head Clerk is also recommended in G section.

*The work study proposes to create 3 posts of Clerks and 1 post of Head Clerk in G section.*

#### **5.1.10 M Section**

| <i>Seat</i>  | <i>Workload</i>            |
|--------------|----------------------------|
| M1           | Shifted to Finance section |
| M2           | Shifted to B section       |
| M3           | 1780                       |
| M4           | Shifted to G section       |
| M5           | 1764                       |
| M6           | 1820                       |
| M7           | 1790                       |
| <b>TOTAL</b> | <b>7154</b>                |

The total man hour workload is 7154. Hence  $(7154 / 1700 = 4.208)$  the work study recommends creating 4 posts of Clerk and 1 post of Head Clerk in M section.

*The work study proposes to create 4 posts of Clerks and 1 post of Head Clerk in M section.*

### **5.1.11 Finance Section(XF Section)**

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| XFB1         | 1780            |
| XFB2         | 1765            |
| XFG3         | 1814            |
| XFM1         | 1730            |
| <b>TOTAL</b> | <b>7089</b>     |

The total man hour workload is 7089. Hence  $(7089 / 1700 = 4.17)$  the work study recommends creating 4 posts of Clerks and 1 post of Head Clerk is also recommended in XF section.

*The work study proposes to create 4 posts of Clerks and 1 post of Head Clerk in XF section.*

## **5.2. ZONAL OFFICES**

5.2.1 Zonal Offices are headed by Joint Excise Commissioners. There are three Zonal Offices viz South Zone(Thiruvananthapuram), Central Zone(Kochi), North Zone(Kozhikode).A Manager in the rank of Circle Inspector assists the Joint Commissioners in the administration of the Office. Zonal Offices supervise the Divisional Offices under their jurisdiction.

### **Routing of files:-**

5.2.2 The Zonal Offices also have a lot of ministerial works. It includes routine file works. The uniformed personnel of and above the rank of

Preventive Officers are attending these types of works. They submit their files to the Joint Commissioner for disposal through the Manager.

**Proposed Staff Pattern and Routing of files for the Offices of Joint Commissioners :-**

5.2.3 By setting up of a well defined Ministerial Wing in the Department, the uniformed personnel who are now deputed to engage in Clerical works may be reverted to their executive duties. Nearly 9-10 uniformed personnel of and above the rank of Preventive Officers are now engaged at Ministerial Work in each Zonal Office.

5.2.4 Posts of Junior Superintendents have to be created in each Office after Observing the Ratio 6:1 ie., 1 Junior Superintendent for 6 Clerks. Posts of Senior Superintendent may also be established in case of administrative necessity. Files will be submitted to the Deputy Commissioner for disposal through the Head Clerk /Junior Superintendent/ Senior Superintendent.

5.2.5 The Manager may be freed from the Clerical Section. He will supervise the overall Office activities.



**5.2a South Zone(Thiruvananthapuram)**

**5.2a.1** The Clerical Wing is functioning here in 9 sections. They are numbered as SZ1, SZ2, SZ3, SZ4, SZ5, SZ6 & SZ7. The total work load of the clerical section is given below.

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| SZ1          | 1886            |
| SZ2          | 1830            |
| SZ3          | 1760            |
| SZ4          | 1627            |
| SZ5          | 1670            |
| SZ6          | 1726            |
| SZ7          | 1687            |
| SZ8          | 1720            |
| SZ9          | 1698            |
| <b>TOTAL</b> | <b>15604</b>    |

**5.2a.2** There is a total work load of 15604 man hours.  $15604/1700=9.178$ .

As per the ratio 6:1 a post of Junior Superintendent and a post of Head Clerk may also be created.

*The work study proposes to create 9 posts of Clerks, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Joint Commissioner(South Zone), Thiruvananthapuram.*

### 5.2b Central Zone(Kochi)

5.2b.1 There are 7 Ministerial Sections / Seats are functioning in the Office of Joint Excise Commissioner, Kochi and they are numbered as CZ1, CZ2,CZ3, etc. 1 Typist and one Despatch Section is also functioning here.

5.2b.2 The Workload of each section is shown below:

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| CZ1          | 1877            |
| CZ2          | 1647            |
| CZ3          | 1550            |
| CZ4          | 1761            |
| CZ5          | 1704            |
| CZ6          | 1646            |
| CZ7          | 1766            |
| <b>TOTAL</b> | <b>11951</b>    |

5.2b.3 The total man hour workload is 11951. Hence  $(11951 / 1700 = 7.03)$  the work study recommends creating 7 posts of Clerks in this office. Considering the ratio 6:1, 1 post of Junior Superintendent is also recommended to this Office.

***The work study proposes to create 7 posts of Clerks and 1 post of Junior Superintendent in the Office of the Joint Excise Commissioner (Central Zone), Kochi.***

### **5.2c North Zone(Kozhikode)**

**5.2c.1** The current number of uniformed staff engaged in Clerical work is 7. The Ministerial Sections / Seats are functioning in the Office are numbered as A,B,C,D,E,F,&G. One Typist and one Despatch Section is also functioning here. The work load is as follows:

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| A1           | 1838            |
| B2           | 1776            |
| C3           | 1570            |
| D4           | 1648            |
| E5           | 1656            |
| F6           | 1730            |
| G7           | 1690            |
| <b>TOTAL</b> | <b>11908</b>    |

**5.2c.2** There is a total work load of 11908 man hours. ( $11908/1700=7.004$ ). Therefore 7 posts of Clerks may be created. As per the ratio 6:1, 1 post of Junior superintend also be created.

**5.2c.3** The present number of Typist is 1. In view of the Fair Copy Registers, the work study sees it is sufficient for the proposed Clerical strength. Hence no enhancement is proposed for the number of Typists.

***It is proposed to create 7 posts of Clerks and 1 post of Junior Superintend in the Office of the Joint Commissioner (North Zone), Kozhikode.***

### **5.3. EXCISE DIVISION OFFICES**

**5.3.1** There are 14 Division Offices in the Excise Department ie., 1 each in every District. These divisions are in three different zones viz. South Zone, Central Zone and North Zone.

The South Zone comprises the following 5 divisions :

- \* Thiruvananthapuram
- \* Kollam
- \* Pathanamthitta
- \* Alapuzha
- \* Kottayam

The Central Zone includes the following 5 divisions :

- \* Idukki
- \* Ernakulam
- \* Thrissur
- \* Palakkad

The North Zone has the following divisions :

- \* Malappuram
- \* Kozhikode

- \* Wayanad
- \* Kannur
- \* Kasaragod

**5.3.2** The Deputy Excise Commissioner is in charge of the divisions and the Assistant Excise Commissioner is the head of the enforcement activities in the division. Each division is again divided into Circles and Ranges.

**5.3.3.** The following are the important duties and responsibilities of the Deputy Commissioners:-

- \* Issue of Import and Export permits.
- \* Issue of Special Transport permits.
- \* Issue of license for manufacture, possession and sale of liquor on orders by the Commissioner.
- \* Issue of authorisation for search/arrest under the NDPS Act.
- \* Issue of orders confiscating/realising vehicles or articles involved in Abkari offences.
- \* Convene District Level Peoples Monitoring Committee.
- \* Appointing and transferring authority of Preventive Officers, Civil Excise Officers, Drivers and Part Time Sweepers in the Division concerned.

- \* Inspection of all subordinate offices and supervision of the work of all subordinate within his jurisdiction. Empowered to exercise all the powers and to discharge all the duties conferred and imposed on Abkari Officers under Sections 31, 32, 34, 35, 38, 39, 53, 59, 67 and 67 A of the Abkari Act I of 1977 within their respective jurisdiction.
- \* **At present, the Deputy Commissioner is authorised to spent a sum of ₹ 1,500/- without prior permission, for repair/maintenance purpose of vehicles. This may be enhanced to ₹ 5,000/-.**

**5.3.4** The Deputy Commissioner supervises Range Offices, Circle Offices, Check Posts, Squads, Excise Bonded Breweries, Distilleries & KSBC Warehouses under his jurisdiction in each District. He is assisted by the Manager, in the rank of Circle Inspector in administration of the office. The Manager performs overall supervision of the day to day office activities.

**Routing of files:-**

**5.3.5.** The Office attends a lot of ministerial works. It includes routine file works and some special financial matters (as per the Abkari Acts) such as collection of various license fee, Auctions, Confiscation of vehicles, Collection and remittance of Abkari Old Arrears etc. But there is no Accountant/Accounts Officer available in the Office. As there is no Ministerial Wing in the Excise Department,

the uniformed personnel of and above the rank of Preventive Officers are attending these types of works. They submit their files to the Deputy Commissioner for disposal through the Manager.

**Proposed Staff Pattern and Routing of files for the Offices of Deputy Commissioners :-**

**5.3.6** All clerical works have to be shifted to the Ministerial Wing as proposed earlier (See Para No.4.3.1 to 4.3.8). By setting up of a well defined Ministerial Wing in the Department, the uniformed personnel who are now deputed to engage in clerical works may be reverted to their executive duties. Thus nearly 12 -15 uniformed personnel of and above the rank of Preventive Officers will be made available to the force in each District. As such state-wise nearly **168-210 trained officers will be reverted to the enforcement** activities.

- \* Posts of Junior Superintendent have to be created in each Office after observing the Ratio 6:1 i.e., 1 Junior Superintendent for 6 Clerks. Post of Senior Superintendent may also be established if there is an administrative necessity. Files will be submitted to the Deputy Commissioner for disposal through the Head Clerk /Junior Superintendent/ Senior Superintendent.
- \* One post of Head Accountant /Accounts Officer shall be created in each Office for attending the work involving financial matters.

- \* The Manager may be freed from the Clerical Section so that he shall supervise the overall Office activities.

### **5.3a KOLLAM DIVISON**

**5.3a.1** The consolidated statement showing Sub Offices and staff attached to the Office of Deputy Commissioner, Kollam is given below:

| <b>Offices attached</b>                | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|--|---------------------------------------|---------------------------|
| Range Offices                          | 9                                     | 224                       |
| Circle Offices                         | 5                                     | 55                        |
| Check Post                             | 2                                     | 23                        |
| Squad                                  | 1                                     | 27                        |
| Janamythri                             | 0                                     | 0                         |
| AEC                                    | 1                                     | 2                         |
| DEC                                    | 1                                     | 20                        |
| Excise Bonded Breweries & Distilleries | 0                                     | 0                         |
| Excise Bonded KSBC Warehouse           | 2                                     | 8                         |
| <u>Other Offices :</u>                 |                                       |                           |
| (i) Murugan Pharma, Punalur            | 1                                     | 3                         |
| (ii) EI & IB, Kollam                   | 1                                     | 7                         |

**5.3a.2** There are 8 Ministerial Sections/Seats are functioning in Kollam and they are numbered as Q1, Q2, Q3, etc. Four Typists (2 of them are Supernumerary) and one Despatch Section is functioning here.



**5.3a.3** The Workload of each section is shown below:

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| Q1           | 1977            |
| Q2           | 1947            |
| Q3           | 2275            |
| Q4           | 2161            |
| Q5           | 1704            |
| Q6           | 1646            |
| Q7           | 2265            |
| Q8           | 2006            |
| <b>TOTAL</b> | <b>15981</b>    |

**5.3a.4** The total man hour workload is 15981. Hence  $(15981 / 1700 = 9.4005)$ . Considering the financial matters such as License fee, Abkari Arrears etc, the work study proposes to create 8 posts of Clerks and 1 post of Head Accountant in the Office of the Deputy Commissioner, Kollam. Considering the ratio 6:1, 1 post of Junior Superintend and 1 post of Head clerk are also recommended in this Office.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Accountant, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Deputy Commissioner, Kollam.*

### **5.3b PATHANAMTHITTA DIVISION**

**5.3b.1** The following sub offices are working under Office of the Excise Deputy Commissioner, Pathanamthitta.

| <b>Offices attached</b>                   | <b>No. of Offices<br/>in the District</b> | <b>Total<br/>No. of<br/>Staff</b> |
|---|---|-----------------------------------|
| Range Offices                             | 7   | 176                               |
| Circle Offices                            | 5   | 54                                |
| Check Post                                | -   | -                                 |
| Squad                                     | 1   | 26                                |
| Janamythri                                | -   | -                                 |
| AEC                                       | 1   | 1                                 |
| DEC                                       | 1   | 18                                |
| Excise Bonded Breweries<br>& Distilleries | -   | -                                 |
| Excise Bonded KSBC Warehouse              | 2   | 9                                 |
| Other Offices                             |   |                                   |
| (i) IB                                    | 1   | 7                                 |

**5.3b.2** The Ministerial Section in the office of the Deputy Commissioner of Excise, Pathanamthitta is functioning with 8 Clerical seats and they are named as DP1, DP2, DP3 etc.

**5.3b.3** The statement showing the total workload of the clerical wing in that office is summarized as below:

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| DP1          | 1947            |
| DP2          | 2858            |
| DP3          | 1936            |
| DP4          | 2343            |
| DP5          | 1965            |
| DP6          | 1913            |
| DP7          | 1562            |
| DP8          | 1772            |
| <b>TOTAL</b> | <b>16296</b>    |

**5.3b.4** It is evident from the table that there is a total workload of 16091 clerical hours in this office. As such 10 posts of clerks ( $16296/1700 = 9.5858$ ) may be created. Hence the work study proposes to create 9 posts of Clerks and 1 post of Head Accountant in this Office. Considering the ratio 6:1, creation of 1 post of Junior Superintendent and one post of Head Clerk is also proposed.

**5.3b.5** There is only one Typist in the office. In view of the heavy workload as per the Fair Copy Registers, the team recommends creating one post of Typist also in the Office of the Deputy Commissioner, Pathanamthitta.

*The work study proposes to create 9 posts of Clerks, 1 post of Head Accountant, 1 post of Typist, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Deputy Commissioner, Pathanamthitta.*

### **5.3c KOTTAYAM DIVISION**

**5.3c.1** The following sub offices are attached to the Office of the Deputy Commissioner, Kottayam.

| <b>Offices attached</b>                   | <b>No. of Offices<br/>in the District</b> | <b>Total<br/>No. of<br/>Staff</b> |
|---|---|-----------------------------------|
| Range Offices                             | 11  | 270                               |
| Circle Offices                            | 5   | 45                                |
| Check Post                                | 0   | 0                                 |
| Squad                                     | 1   | 29                                |
| Janamythri                                | 0   | 0                                 |
| AEC                                       | 1   | 1                                 |
| DEC                                       | 1   | 17                                |
| Excise Bonded Breweries<br>& Distilleries | 1   | 5                                 |
| Excise Bonded KSBC Warehouse              | 2   | 8                                 |
| Other Offices                             |   |                                   |
| (i) IB                                    | 1   | 6                                 |

**5.3c.2** The current number of uniformed staff engaged in clerical work is 8.

The work load is as follows:

| <b><i>Seat</i></b> | <b><i>Workload</i></b> |
|--------------------|------------------------|
| K1                 | 2118                   |
| K2                 | 2076                   |
| K3                 | 2074                   |
| K4                 | 1948                   |
| K5                 | 1956                   |
| K6                 | 2030                   |
| K7                 | 2090                   |
| K8                 | 2037                   |
| <b>TOTAL</b>       | <b>16329</b>           |

**5.3c.3** There is a total work load of 15099 man hours. ( $16129/1700=9.605$ ) Therefore, 10 posts of Clerks may be created. Considering the financial matters such as License fee, Abkari Arrears etc, the work study proposes to create 9 posts of Clerks and 1 post of Head Accountant in the Office. As per the ratio 6:1, 1 post each of Junior Superintendent and Head Clerk will be created.

**5.3c.4** The present number of Typists is 2. In view of the Fair Copy Registers, the work study sees it is sufficient for the proposed Clerical strength. Hence no enhancement is proposed for the number of Typists.

*It is proposed to create 8 posts of Clerks, 1 post of Head Accountant, 1 post of Head Clerk and 1 post of Junior Superintend in the Office of the Deputy Commissioner, Kottayam.*

### **5.3d KASARAGOD DIVISION**

**5.3d.1** The details of sub offices working under Office of the Deputy Commissioner, Kasaragod is as follows:

| <b>Offices attached</b> | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|-------------------------|---------------------------------------|---------------------------|
| Range Offices           | 6                                     | 126                       |
| Circle Offices          | 2                                     | 20                        |
| Check Post              | 1                                     | 20                        |
| Squad                   | 1                                     | 17                        |

|  |   |    |
|--|---|----|
| Janamythri                             | - | -  |
| AEC                                    | 1 | 2  |
| DEC                                    | 1 | 18 |
| Excise Bonded Breweries & Distilleries | 1 | 5  |
| Excise Bonded KSBC Warehouse           | 1 | 4  |
| Other Offices :                        |   |    |
| (i) EI & IB                            | 1 | 6  |

**5.3d.2** The total number of uniformed staff engaged in Clerical work is 8.

They are numbered as KS1, KS2, KS3, KS4, KS5, KS6, KS7 & KS8. The following table shows total work load.

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| KS1          | 2018            |
| KS2          | 1695            |
| KS3          | 1688            |
| KS4          | 1658            |
| KS5          | 1942            |
| KS6          | 1875            |
| KS7          | 1636            |
| KS8          | 1980            |
| <b>TOTAL</b> | <b>14492</b>    |

**5.3d.3** The total work load is 14592 ( $14592/1700 = 8.524$ ). Hence 8 posts of Clerks and 1 post of Head Accountant may necessarily be created. As there is only one Typist available in the office, one more post of Typist be created. Considering

the proposed staff pattern and ratio (6:1) creation of one post of Junior Superintendent and one post of Head Clerk is proposed.

*It is proposed to create 8 posts of Clerks, 1 post of Head Accountant, 1 post of Typist, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Deputy Commissioner, Kasaragod.*

### **5.3e THRISSUR DIVISION**

**5.3e.1** There are 13 Regional Offices, 5 Circle Offices, 1 Check post, 1 Squad, 1 Assistant Excise Commissioner's Office, 6 Excise bonded and 2 Excise bonded KSBC warehouses are functioning under the Office of the Deputy Commissioner, Thrissur. The detailed statement showing the staff details are as follows:

| <b>Offices attached</b> | <b>No. of<br/>Offices in<br/>the District</b> | <b>Total<br/>No. of Staff</b> |
|-------------------------|---|-------------------------------|
| Range Offices           | 13  | 271                           |
| Circle Offices          | 5   | 52                            |
| Check Post              | 1   | 9                             |
| Squad                   | 1   | 16                            |
| Janamythri              | 0   | 0                             |
| AEC                     | 1   | 2                             |
| DEC                     | 1   | 18                            |
| Excise Bonded Breweries | 6   | 32                            |

|                              |   |               |
|------------------------------|---|---------------|
| &Distilleries                |   |               |
| Excise Bonded KSBC Warehouse | 2 | 8             |
| Other Offices :              |   |               |
| (i) SUP                      | 1 | 3             |
| (ii) IB                      | 1 | 6             |
| (iii)SEARC                   | 1 | 6(Board duty) |
| (iv) ECRB                    | 1 | 1(Board duty) |

**5.3e.2** The Clerical Wing is functioning here in 9 sections. They are numbered as R1, R2, R3, R4, R5, R6, R7, R8(A), R8(B). The number of Typists are 2. The table shows the work load.

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| R1           | 1884            |
| R2           | 2549            |
| R3           | 1608            |
| R4           | 2583            |
| R5           | 1807            |
| R6           | 1895            |
| R7           | 1592            |
| R8(A)        | 2044            |
| R8(B)        | 1801            |
| <b>TOTAL</b> | <b>17763</b>    |

**5.3e.3** As there is a total work load of 17763 ( $17763/1700=10.448$ ). Hence the work study team recommends creating 9 posts of Clerks and 1 post of Head Accountant in the office for its smooth functioning. 1 post of Junior Superintendent is also being recommended as per the ratio. In view of the heavy work load and the



staff pattern there is need for the post of a Senior Superintendent also in this Office.

*The work study proposes to create 9 posts of Clerks, 1 post of Head Accountant, 1 post of Junior Superintendent and one post of Senior Superintendent in the Office of the Deputy Commissioner, Thrissur.*

### **5.3f. ALAPPUZHA DIVISION**

**5.3f.1** Following are the various sub offices working under Office of the Deputy Commissioner, Alappuzha.

| <b>Offices attached</b>                | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|--|---------------------------------------|---------------------------|
| Range Offices                          | 9                                     | 157                       |
| Circle Offices                         | 6                                     | 52                        |
| Check Post                             | 0                                     | 0                         |
| Squad                                  | 1                                     | 20                        |
| Janamythri                             | 0                                     | 0                         |
| AEC                                    | 1                                     | 1                         |
| DEC                                    | 1                                     | 17                        |
| Excise Bonded Breweries & Distilleries | 2                                     | 19                        |
| Excise Bonded KSBC Warehouse           | 1                                     | 4                         |
| Other Offices :                        |                                       |                           |
| (i) IB                                 | 1                                     | 6                         |
| (ii) Homoeo Unit                       | 1                                     | 3                         |

**5.3f.2** The total staff engaged in Clerical Work in the Office of the Deputy Commissioner, Alappuzha is 8. Number of typist is two.

**5.3f.3** The following table shows the total work load.

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| A1           | 1874            |
| A2           | 2062            |
| A3           | 2488            |
| A4           | 1690            |
| A5           | 2360            |
| A6           | 2271            |
| A7           | 1710            |
| A8           | 1836            |
| <b>TOTAL</b> | <b>16291</b>    |

**5.3f.4** In view of the total work load of 16291 ( $16291/1700=9.582$ ) numbers, there shall be 10 posts of Clerks in this Office. But the office also deals with some important financial matters as per the Abkari Acts, such as collection of various license fees, Auctions, Confiscation of vehicles etc. Hence the work study proposes to create 9 posts of Clerks and one post of Head Accountant in this Office. There should be a post of Junior Superintendent as per the existing norms.

**5.3f.5** Considering the heavy work load and the administrative necessity, the team recommends creating a post of Senior Superintendent in this Office.

***The work study proposes to create 9 posts of Clerks, 1 post of Head Accountant, 1 post of Junior Superintendent and one post of Senior Superintendent in the Office of the Deputy Commissioner, Alappuzha.***

### **5.3g. ERNAKULAM DIVISION**

**5.3g.1** The Office of the Deputy Commissioner, Ernakulam supervises the following sub offices.

| <b>Offices attached</b>                | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b>          |
|--|---------------------------------------|------------------------------------|
| Range Offices                          | 15                                    | 308                                |
| Circle Offices                         | 7                                     | 93                                 |
| Check Post                             | 0                                     | 0                                  |
| Squad                                  | 1                                     | 25                                 |
| Janamythri                             | 0                                     | 0                                  |
| AEC                                    | 2                                     | 5                                  |
| DEC                                    | 3                                     | 29                                 |
| Excise Bonded Breweries & Distilleries | 2                                     | 10                                 |
| Excise Bonded KSBC Warehouse           | 3                                     | 12                                 |
| Other Offices                          |                                       |                                    |
| (i) EI & IB                            | 1                                     | 7                                  |
| (ii) Railway surveillance checkpost    | 1                                     | 5 staffs deputed from field office |
| (iii) Mobile liquor testing lab        | 1                                     |                                    |

**5.3g.2** There are 8 Clerical sections and 2 Typists functioning in this office.

The total work load of the office is given below:

| <b>Seat</b>  | <b>Workload</b> |
|--------------|-----------------|
| E1           | 2630            |
| E2           | 2142            |
| E3           | 1698            |
| E4           | 2118            |
| E5           | 2186            |
| E6           | 1922            |
| E7           | 1813            |
| E8           | 1726            |
| <b>TOTAL</b> | <b>16235</b>    |

**5.3g.3** The total number of work load is 16235 ( $16235/1700=9.55$ ). In view of the work volume and the financial matters attended by the Office, the work study proposes to create 9 posts of Clerks and 1 post of Head Accountant in this Office. Considering the ratio 6:1, there must have a post of Junior Superintendent in the Office.

**5.3g.4** The total work load and the number of sub offices attached to the Office of the Deputy Commissioner, Ernakulam is comparatively high. It is evident from the above tables. Hence there is an administrative necessity of a Senior Superintendent in this Office. Hence the work study team proposes to create 1 post of Senior Superintendent in this Office also.

*The work study proposes to create 9 posts of Clerks, 1 post of Head Accountant, 1 post of Junior Superintendent and one post of Senior Superintendent in the Office of the Deputy Commissioner, Ernakulam.*

### **5.3h. PALAKKAD DIVISION**

**5.3h.1** The details of sub offices attached to this office is as follows:

| Offices attached | No. of Offices in the District | Total No. of Staff |
|------------------|--------------------------------|--------------------|
| Range Offices    | 13                             | 279                |
| Circle Offices   | 5                              | 55                 |
| Check Post       | 9                              | 94                 |
| Squad            | 1                              | 30                 |
| Janamythri       | 1                              | 15                 |
| AEC              | 1                              | 1                  |

|  |   |    |
|--|---|----|
| DEC                                    |   |    |
| Excise Bonded Breweries & Distilleries | 1 | 1  |
|  | 6 | 31 |
| Excise Bonded KSBC Warehouse           |   |    |
| Other Offices :                        | 2 | 4  |
| (i) IB                                 |   |    |
|  | 1 | 6  |

**5.3h.2** The clerical wing is functioning here in 7 sections. They are numbered as P1, P2, P3, P4, P5, P6 & P7. The total work load of the clerical section is given below.

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| P1           | 2506            |
| P2           | 2130            |
| P3           | 1860            |
| P4           | 2227            |
| P5           | 1779            |
| P6           | 2426            |
| P7           | 1587            |
| <b>TOTAL</b> | <b>14515</b>    |

**5.3h.3** There is a total work load of 14515 man hours.  $14515/1700=8.538$ . A lot of financial matters such as Collection and remittance of various License fees, Confiscation of vehicles, Auctions etc are also attended by this Office. Hence, the work study team recommends creating 8 posts of Clerks and 1 post of Head Accountant in this office. As per the ratio 6:1 a post of Junior Superintendent and a post of Head Clerk may also be created.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Accountant, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Deputy Commissioner, Palakkad.*

### **5.3i KANNUR DIVISION**

**5.3i.1** The list of sub offices and staff attached to the Office of the Excise

Deputy Commissioner, Kannur is as follows:-

| <b>Offices attached</b>                        | <b>No. of Offices<br/>in the District</b> | <b>Total<br/>No. of<br/>Staff</b> |
|--|---|-----------------------------------|
| Range Offices                                  | 12  | 246                               |
| Circle Offices                                 | 3   | 29                                |
| Check Post                                     | 2   | 29                                |
| Squad  | 1   | 28                                |
| Janamythri                                     | 0   | 0                                 |
| AEC  | 1   | 2                                 |
| DEC  | 1   | 18                                |
| Excise Bonded Breweries<br>& Distilleries      | 1   | 5                                 |
| Excise Bonded KSBC Warehouse                   | 1   | 2                                 |
| Other Offices :                                |   |                                   |
| (i) Excise Intelligent Investigation<br>Bureau | 1   | 6                                 |

**5.3i.2** The current number of uniformed staff engaged in Clerical works is 8.

The work load is as follows:

| <b><i>Seat</i></b> | <b><i>Workload</i></b> |
|--------------------|------------------------|
| C1                 | 1571                   |
| C2                 | 2426                   |
| C3                 | 1553                   |
| C4                 | 2416                   |
| C5                 | 1926                   |
| C6                 | 2366                   |
| C7                 | 2660                   |
| <b>TOTAL</b>       | <b>14918</b>           |

**5.3i.3** There is a total work load of 14918 man hours ( $14918/1700=8.775$ ). Therefore 8 posts of Clerks and one post each of Head Accountant and Head Clerk may be created. Considering the ratio of Clerks to Junior Superintendent 6:1, one post of Junior Superintendent may also be created. The present number of typists are 2. It may not be enhanced.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Accountant, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Deputy Commissioner, Kannur.*

### **5.3j IDUKKI DIVISION**

**5.3j.1** The Office of the Deputy Commissioner, Idukki supervises the following Sub offices.

| <b>Offices attached</b>                | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|--|---------------------------------------|---------------------------|
| Range Offices                          | 10                                    | 212                       |
| Circle Offices                         | 4                                     | 46                        |
| Check Post                             | 4                                     | 34                        |
| Squad                                  | 2                                     | 45                        |
| Janamythri                             | 0                                     | 0                         |
| AEC                                    | 1                                     | 1                         |
| DEC                                    | 1                                     | 15                        |
| Excise Bonded Breweries & Distilleries | 0                                     | 0                         |

|                               |   |   |
|-------------------------------|---|---|
| Excise Bonded KSBC Warehouse  | 1 | 3 |
| Other Offices                 |   |   |
| (i) EI & IB                   | 1 | 7 |
| (ii) ECRB TVM                 | 0 | 1 |
| (iii) Board unit (Commercial) | - | 3 |

**5.3j.2** Presently 5 uniformed staff are engaged in Clerical work. Only one post of Typist is sanctioned.

**5.3j.3** The following table shows the work load.

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| ID1          | 2634            |
| ID2          | 2506            |
| ID3          | 2356            |
| ID4          | 2448            |
| ID5          | 2463            |
| <b>TOTAL</b> | <b>12407</b>    |

**5.3j.4** The total work load is 12407 numbers ( $12407/1700=7298$ ). It consists lot of financial matters also. Hence the work study team proposes to create 6 posts of Clerks and 1 post of Head Accountant in the office for its smooth functioning. There must have a Junior Superintendent in the office, as per the 6:1 ratio.

*It is proposed to create 6 posts of Clerks, 1 post of Head Accountant and 1 post of Junior Superintend in the Office of the Deputy Commissioner, Idukki.*



### 5.3k. MALAPPURAM DIVISION

5.3k.1 The following table shows the sub offices and staff attached to the Office of the Deputy Commissioner, Malappuram.

| Offices attached                       | No. of Offices in the District | Total No. of Staff |
|--|--------------------------------|--------------------|
| Range Offices                          | 9                              | 178                |
| Circle Offices                         | 6                              | 58                 |
| Check Post                             | 1                              | 12                 |
| Squad                                  | 1                              | 17                 |
| Janamythri                             | 0                              | 0                  |
| AEC                                    | 1                              | 2                  |
| DEC                                    | 1                              | 18                 |
| Excise Bonded Breweries & Distilleries | 0                              | 0                  |
| Excise Bonded KSBC Warehouse           | 1                              | 4                  |
| Other Offices :                        |                                |                    |
| (i) EI & IB                            | 1                              | 6                  |

5.3k.2 There are 8 Clerical Sections and 2 Typists in the Office of the Deputy Commissioner, Malappuram. The office also deals with a lot of financial matters, such as License fee, Abkari arrears, Vehicle Confiscation etc. The work load is as follows:

| <i>Seat</i> | <i>Workload</i> |
|-------------|-----------------|
| M1          | 2213            |
| M2          | 2306            |
| M3          | 1816            |
| M4          | 1614            |

|              |              |
|--------------|--------------|
| M5           | 2118         |
| M6           | 1485         |
| M7           | 1514         |
| M8           | 1712         |
| <b>TOTAL</b> | <b>14778</b> |

**5.3k.3** In view of the total work load 14778 ( $14778/1700=8.692$ ). The work study recommends to create 8 posts of Clerks and 1 post of Head Accountant. As per the existing norms there should be one post of Junior Superintendent in the Office of the Deputy Commissioner, Malappuram for satisfying the ratio 6:1. Considering the number of clerks and volume of work one post of Head Clerk is also recommended.

*The work study proposes to create 8 posts of Clerks, 1 post of Head Accountant, 1 post of Head Clerk and 1 post of Junior Superintendent in the Office of the Deputy Commissioner, Malappuram.*

### **5.3l. KOZHIKODE**

**5.3l.1** The details of sub offices and staff attached to the Office of the Deputy Commissioner, Kozhikode.

| <b>Offices attached</b> | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|-------------------------|---------------------------------------|---------------------------|
| Range Offices           | 9                                     | 173                       |
| Circle Offices          | 3                                     | 47                        |
| Check Post              | 1                                     | 9                         |
| Squad                   | 1                                     | 27                        |
| Janamythri              | 0                                     | 0                         |
| AEC                     | 1                                     | 1                         |

|  |   |    |
|--|---|----|
| DEC                                    |   |    |
| Excise Bonded Breweries & Distilleries | 1 | 12 |
|  | 1 | 4  |
| Excise Bonded KSBC Warehouse           |   |    |
| Other Offices                          | 1 | 4  |
| (i) DPHP Chelambra (Pharmaceuticals)   |   |    |
|  | 1 | 3  |

**5.31.2** The current number of uniformed staff engaged in Clerical Works is 9.

The work load is as follows:

| <i>Seat</i>  | <i>Workload</i> |
|--------------|-----------------|
| D1           | 1870            |
| D2           | 1726            |
| D3           | 1853            |
| D4           | 1686            |
| D5           | 1826            |
| D6           | 1560            |
| D7           | 1510            |
| D8           | 1829            |
| D9           | 1530            |
| <b>TOTAL</b> | <b>15390</b>    |

**5.31.3** There is a total work load of 15390 ( $15390/1700=9.052$ ) man hours.

Therefore 9 posts of Clerks and one post of Head Accountant may be created.

Considering the ratio of Clerks to Junior Superintendent 6:1, one post of Junior

Superintendent may also be created. The present number of Typist is 2. It may not

be enhanced. Considering the heavy work load and the administrative necessity,

the team recommends creating a post of Senior Superintendent in this Office.

*The work study proposes to create 9 posts of Clerks, 1 post of Head Accountant, 1 post of Junior Superintendent and one post of Senior Superintendent in the Office of the Deputy Commissioner, Kozhikod.*

### **5.3m. THIRUVANANTHAPURAM DIVISION**

**5.3m.1** The following table shows the sub offices and staff attached to the Office of the Deputy Commissioner, Thiruvananthapuram.

| <b>Offices attached</b>                | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|--|---------------------------------------|---------------------------|
| Range Offices                          | 12                                    | 266                       |
| Circle Offices                         | 4                                     | 57                        |
| Check Post                             | 15                                    | 73                        |
| Squad                                  | 1                                     | 26                        |
| Janamythri                             | 0                                     | 0                         |
| AEC                                    | 1                                     | 2                         |
| DEC                                    | 1                                     | 22                        |
| Excise Bonded Breweries & Distilleries | 1                                     | 5                         |
| Excise Bonded KSBC Warehouse           | 3                                     | 12                        |
| Other Offices                          |                                       |                           |
| (i) PCT                                | 1                                     | 3                         |

**5.3m.2** There are 11 clerical sections and 2 Typists in the Office of the Deputy Commissioner, Thiruvananthapuram. The work load is as follows:

| <b>Seat</b> | <b>Workload</b> |
|-------------|-----------------|
| T1          | 1883            |
| T2          | 1616            |
| T3          | 1561            |

|              |              |
|--------------|--------------|
| T4           | 1720         |
| T5           | 1650         |
| T6           | 1618         |
| T7           | 1814         |
| T8           | 1620         |
| T9           | 1610         |
| T10          | 1706         |
| T11          | 1552         |
| <b>TOTAL</b> | <b>18350</b> |

**5.3m.3.** The total work load is 18350 ( $18350/1700=10.794$ ) man hours. A lot of work involving financial matters is also being attended in this office.

**5.3m.4.** In view of the above, the work study proposes to create 10 posts of Clerks and 1 post of Head Accountant in the Office of the Deputy Commissioner, Thiruvananthapuram. Considering the ratio 6:1, ie., 1 Junior Superintendent for 6 Clerks, there must be a post of Junior Superintendent in this Office.

**5.3m.5.** The total work load and the number of sub offices attached to the Office of the Deputy Commissioner, Thiruvananthapuram is comparatively high. It is evident from the above tables. Hence there is an administrative necessity of a Senior Superintendent in this Office. Hence the work study team proposes to create 1 post of Senior Superintendent in this Office also.

*The work study proposes to create 10 posts of Clerks, 1 post of Head Accountant, 1 post of Junior Superintendent and 1 post of Senior Superintendent in the Office of the Deputy Commissioner, Thiruvananthapuram*

### **5.3n. WAYANAD DIVISION**

**5.3n.1** The sub offices and staff attached to the Office of the Deputy Commissioner, Wayanad is as follows.

| <b>Offices attached</b>                | <b>No. of Offices in the District</b> | <b>Total No. of Staff</b> |
|--|---------------------------------------|---------------------------|
| Range Offices                          | 3                                     | 77                        |
| Circle Offices                         | 3                                     | 29                        |
| Check Post                             | 2                                     | 29                        |
| Squad                                  | 1                                     | 17                        |
| Janamythri                             | 1                                     | 15                        |
| AEC                                    | 1                                     | 1                         |
| DEC                                    | 1                                     | 17                        |
| Excise Bonded Breweries & Distilleries | -                                     | -                         |
| Excise Bonded KSBC Warehouse           | 1                                     | 4                         |
| Other Offices                          |                                       |                           |
| (i) EI&IB                              | 1                                     | 7                         |

**5.3n.2** There are 7 clerical sections and 1 Typist in this Office. The work load is as follows:

| <b>Seat</b> | <b>Workload</b> |
|-------------|-----------------|
| W1          | 2283            |
| W2          | 2126            |
| W3          | 2061            |

|              |              |
|--------------|--------------|
| W4           | 1920         |
| W5           | 1950         |
| W6           | 1986         |
| W7           | 1894         |
| <b>TOTAL</b> | <b>14220</b> |

**5.3n.3** In view of the total work load of 14220 ( $14220/1700=8.364$ )man hours and the work involving financial matters, such as license fee, Abkari arrears 8 posts of Clerks and 1 post of Head Accountant is essential. Considering the ratio 6:1, 1 post of Junior Superintendent and 1 post of Head Clerk are also recommended in this Office.

*The work study proposes to create 8 posts of Clerks, 1 post of Head clerk, 1 post of Head Accountant and 1 post of Junior Superintend in the Office of the Deputy Commissioner, Wayanad.*

## **5.4. Circle Offices**

**5.4.1** Excise Circle Offices are the middle level enforcement wing of the Excise Department. There are 63 Excise Circle Offices in the Department set up on the basis of Taluks. The Circle Inspector of Excise is the head of the office. He is assisted by an Excise Inspector, 2 or 3 Excise Preventive Officers and 5 to 9 Civil Excise Officers. A vehicle with a Driver is also attached to each Circle Office. The Circle Inspector of Excise is responsible for revenue collections, enforcement work and supervision of enforcement works done by the Excise Inspectors under his

control. He has to inspect the crime records of each range under his control at least once in a six months.

**5.4.2 Excise Circle Offices** are set up mainly on the basis of Taluks. Recently State Government formed 12 more Taluks by bifurcating the existing ones in various Districts and hence at present there are 75 Taluks in the State. Therefore, for ensuring an effective enforcement activity at middle level, the Work Study recommends to set up 12 new Circle Offices at newly formed Taluks as detailed below:

| <u>Sl.No.</u> | <u>Taluk</u>  | <u>District</u>    |
|---------------|---------------|--------------------|
| 1.            | Kattakkada    | Thiruvananthapuram |
| 2.            | Varkala       | Thiruvananthapuram |
| 3.            | Punalur       | Kollam             |
| 4.            | Konni         | Pathanamthitta     |
| 5.            | Idukki        | Idukki             |
| 6.            | Chalakkudi    | Thrissur           |
| 7.            | Pattambi      | Palakkad           |
| 8.            | Kondotty      | Malappuram         |
| 9.            | Thamarasserry | Kozhikod           |
| 10.           | Iritty        | Kannur             |
| 11.           | Vellarikkundu | Kasargod           |
| 12.           | Manjeswaram   | Kasargod           |

**5.4.3 Staff Pattern proposed**

- \* Excise Circle Inspector - 12 (1x12)
- \* Excise Inspector - 12 (1x12)
- \* Preventive Officers - 48 (4x12)
- \* Civil Excise Officer - 96 (8x12)



\* Driver - 12 (1x12)

\* Part Time Sweeper - 12 (1x12)

5.4.4 Split-up details including annual financial commitment is given at Chapter-8

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## **5.5. EXCISE RANGE OFFICES**

5.5.1 Excise Range Offices are the major enforcement organ of the Excise Department for implementing Enforcement works in the State regarding Abkari and Narcotic Acts. There are 137 Excise Range Offices across the State in 14 Districts on Taluk-wise. The sanctioned posts in the Excise Range Offices are Excise Inspector, Assistant Excise Inspector, Preventive Officer, Civil Excise Officer, Women Civil Excise Officer, Driver and Part time Sweeper.

### **1. EXCISE INSPECTOR**

5.5.2 They are the officers primarily responsible for enforcement of laws under the Kerala Abkari Act, Narcotic Drugs and Psychotropic Substances (NDPS) Act 1985. The Medical and Toilet Preparations (Excise Duties) Act 1955 and the Spirituous Preparations (Interstate Trade and Commerce) Central Act 1955. Their jurisdiction extends to the Range in which they are posted (means a whole Taluk area.) Their powers, duties and responsibilities are :-

- \* To be Abkari officer under Kerala Abkari Act 1985.
- \* Search, detection, arrest, registration and investigation and charge sheeting of cases and generally all activities related to enforcement (in Abkari and Excise cases)
- \* To be the Drawing and Disbursing Officer of the Ranges concerned within the jurisdiction area.
- \* Inspection of all licensees premises (Toddy shops and other FL shops) within their jurisdiction and detection of cases for violation of license conditions.

They are empowered to exercise all the powers and to discharge all the duties conferred and imposed on Abkari Officers under the Section 31, 32, 34, 35, 38, 39, 53 and 59 of Kerala Abkari Act-I of 1977 within their respective jurisdiction.

#### **5.5.2a. Authority to Register Cases**

As per the existing provisions only an Excise Inspector is authorized to register cases in an Excise Range Office. This means that whenever a case is detected by the patrolling/enforcement party in the absence of the Excise Inspector, either he has to be informed and his presence ensured or the case has to be registered by the Circle Inspector in whose administrative jurisdiction does the Range falls. This is not an easy and fast procedure which may act as deterrent to the enforcing party without the Excise Inspector to book suspected elements during enforcement activities. As Excise Range Offices are the primary responsible

- \* To be Abkari Officer
- \* Empowered to conduct house search under Section 31 of Kerala Abkari Act – 1985.
- \* Competent to inspect licensed toddy shops within the jurisdiction of the Range in which they are posted. They also work as clerical staff in the Administrative units of the Department.

5.5.5. They are empowered to exercise all powers and to discharge all duties conferred and imposed on Abkari Officer under the Section 31, 32, 34, 35, 28, 39, 53 and 59 of Kerala Abkari Act - I of 1077 within their respective jurisdiction.

#### **4.CIVIL EXCISE OFFICER (CEO/WCEO)**

5.5.6. They are the lowest ranking officers for enforcement in the Excise Range Offices and are also Abkari Officers. They assist Excise Inspectors, Assistant Excise Inspectors and Preventive Officers in the performance of their duties. They are to arrest any person for violation of any offense committed in a public place against the provisions of Abkari Act. They are empowered to exercise all the powers and to discharge all the duties conferred and imposed on Abkari officer under Sections 34, ,3, 38, 39, 53 and 59 of the Abkari Act -I of 1077 within their respective jurisdiction.

#### **5.Drivers**

5.5.7 In some ranges of Excise Department, vehicles are attached with the officer, whereas there is no post of Driver. Hence in order to drive such vehicles,

Drivers are either appointed through Employment Exchanges or recruited on daily wage basis. In a particular District, even the Intelligence Wing vehicle is driven by the daily wage hand. What intelligence the team could gather with a contract driver in the driver's seat, at a time when information and communication technology has developed never before, is a matter to ponder about. A Driver on contract will certainly jeopardy the confidence of the team conducting raids on suspected places and make the whole exercise a futile one.

Therefore, all the vehicles attached to the Department shall only be driven by a Driver from the Departments for which necessary posts may be created. The Work Study team noticed that at present there are 56 vehicles attached to various units have no sanctioned post of Driver. Hence, it is proposed to create 56 posts of Driver in the Department. The split-up details of the proposal is given at Chapter-8, page no. 92.

5.5.8 The Civil Excise Officers on initial postings may be taught driving from the State Excise Academy & Research Centre (SEARC) and they may be authorized to perform the duties of a Driver in his absence.

### 5.5(1) Problems of Ranges with Close proximity to water bodies.

5.5(1).1 Excise Range Offices that are situated close to water bodies or having jurisdiction in such landscapes are not provided with boats to conduct raids. In Kuttanad, a boat is allotted to the Circle Office, but being very big it is rather difficult for the team to carry out regular enforcement activities and special drives during festival season on the given boat. This obstacle of the Department is effectively utilised by those who are engaged in illicit brewing and transport of illicit liquor.

5.5(1).2 Curtailing production and transportation of illicit liquor in such geographical area require adequate manpower and other material support. Hence, when modernisation is effected, the geographical area in which the team functions should be taken into account, otherwise supply of necessary equipments not considering the specific needs of the locality would be a futile exercise.

### 5.5 (2)VISIT TO TODDY SHOPS

5.5(2).1 The team has understood from the inspection of range offices that, in almost all ranges toddy shops are frequently visited by the Department officers. One notable thing in this case is that some toddy shops are more often visited by enforcement officers, whereas some are visited rarely. When discussed about this the officers were unable to furnish any valid reasons. Hence, specific

norms/guidelines may be issued by the Commissioner in the matter of visit of officers in the toddy shops. Further, it should be made mandatory that a shop should be visited at least once in a fortnight.

### **5.5(3) Bifurcation of Excise Range Offices.**

**5.5(3).1** Excise Range Offices are the offices which are primarily engaged with the enforcement activities. But what is difficult for this office is that their geographical area covers large extent of land making it rather difficult for the team to cover such wide area. Generally, there is only one Range Office for 14-16 villages and 7-8 Panchayats. Whereas, the number of police station is 3 to 4 in this vast area. Because of the wide area of operation, the enforcement activities are not effective as it ought to be. In some hilly terraces of Idukki, Wayanad, Pathanamthitta and Thiruvananthapuram the Excise team could reach the spot on the basis of secret information would not serve the purpose effectively.

**5.5(3).2** Therefore, some Excise Ranges need bifurcation taking into consideration the Geographical area in which they are located and the wide jurisdiction under which these offices are functioning.

***Hence, taking into consideration of the Geographical area, population and quantum of Abkari and NDPS cases registered, the Work Study proposes to establish new ranges as follows by bifurcation.***

| District           | Proposed ranges     |
|--------------------|---------------------|
| Thiruvananthapuram | 1.Nemom             |
| Killoam            | 2.Vellarada         |
|                    | 3.Pathanapuram      |
|                    | 4.Thenmala          |
|                    | 5.Kadkkal           |
|                    | 6.Chavara           |
| Pathanamthitta     | 7.Pandalam          |
|                    | 8.Aranmula          |
|                    | 9.Pamba             |
| Alappuzha          | 10.Kalavur          |
|                    | 11.Mannar           |
|                    | 12.Edathua          |
|                    | 13.Kakkanad         |
| Ernakulam          | 14.Udumbannur       |
| Idukki             | 15.Rajakkad         |
|                    | 16.Upputhura        |
|                    | 17.Wadakkanchery    |
| Palakkad           | 18.Kozhinjampara    |
|                    | 19.Puthur           |
|                    | 20. <u>Sholayur</u> |

|              |  |
|--------------|--|
| Malappuram   | 21.Vazhiadavu<br>22.Mankada<br>23.Kondotty |
| Kozhikode    | 24.Thiruvambady<br>25.Kavilumpara          |
| Wayanad      | 26.Pulppally<br>27.Valad<br>28.Melppady    |
| Kannur       | 29.Cheropuzha<br>30.Panur                  |
| Kasaragod    | 31.Vellarikkundu<br>32.Manjeswaram         |
| Thrissur     | 33.Peechi<br>34.Kodaly                     |
| <b>Total</b> | <b>34</b>                                  |

### PROPOSED STAFF PATTERN

|                            |                 |
|----------------------------|-----------------|
| Excise Inspector           | - 34 (1 x 34)   |
| Assistant Excise Inspector | - 34 (1 x 34)   |
| Addl. Excise Inspector     | - 34 (1 x 34)   |
| Preventive Officer         | - 136 (4 x 34)  |
| Civil Excise Officer       | - 510 (15 x 34) |
| Driver                     | - 34 (1 x 34)   |
| Part Time Sweeper          | - 34 (1 x 34)   |

5.5(3).3 The detailed proposal for post creation including financial commitment is given at Chapter-8, Page No.92.

### 5.6 CHECK POSTS

5.6.1 There are 6 Major, 34 Minor and 3 Temporary check posts in the Department. The personnel in these check posts are on deputation from nearby Ranges/Circles and are posted for 6 months to 2 years at a stretch. At times they do



get re-posting also. The team has visited Major Check posts at Amaravila, Bangra Manjeswar and Muthanga and Minor Check posts at Davell & Azhlyoor and New Mahe etc. On verification of the vehicular movement in the relevant register, it is understood that hundreds of vehicles pass through these check posts regularly. In Amaravila check post, no vehicle is seen attached to the check post during February 2015 to September 2015 but a driver is seen posted there. On an average, nearly 200 vehicles get checked daily.

5.6.2 It is an interesting thing that, no case is seen registered in the check post in the last 2 years. It may not be because of non arrival of any thing illegal but because of the lackluster inspection method that is being carried out in the check post.

5.6.3 According to the officers in the check post, perishable goods such as fish and vegetables, consumer durables, grocery and construction materials are the major items passing though the check post. These are checked with the help of an iron rod. In these modern days, depending on a method of a decade old one won't yield any tangible result. This might be the reason for not having been able to detect any case in the 1<sup>st</sup> two years.

5.6.4 This situation can easily be changed by installing vehicle scanners at major check posts of the State including Walayar, Amaravila etc. If vehicle

scanners are installed as noted above, the modernisation would help all the Departments managing various check posts of the State including Sales Tax, Commercial Tax, Police, Forest and Excise Departments. This could also save a large number of personnel from being deployed at various Department's check posts. Though installing of scanner costs dearly, the long term result would certainly offset the initial investment. Moreover, illegal transport of goods will also be stopped. Hence all out effort should be done by this Department in tandem with the above mentioned departments to install vehicle scanners at all major check posts.

#### **5.6(1).Bangra Manjeshwar.**

The Work Study team visited the major check post at Bangra, Manjeswar as part of the study. It is housed at a container module close to the NH near Excise Range Office, Kumbala. Like many other check posts, one of the major check post at Bangra Manjeswar is also beset with a host of problems.

**5.6(1).1** According to the information available with the Circle Inspector, nearly 1200 vehicles pass through the check post daily. These vehicles are not subjected to any proper checking due to staff shortage and necessary equipments. It was also informed that escort duty vehicles to various distilleries is performed by deploying the staff on duty on the check post thereby resulting in reducing the

actual number of officers at the check post. Escorts for vehicles going to Mahe with liquor is also provided from this check post.

5.6(1).2 It is a known fact that, this Department has been facing acute shortage of man power on enforcement activities. But still the handful who are deputed to man check post duties are further delegated to perform escort duties to vehicles from other States and also to vehicles to other States. This will certainly deplete the quantum and quality of the force on its mission.

5.6(1).3 Hence, the Department should find out some alternative mechanism to escort vehicles from and to other States.

#### **5.6(2).Minor Checkposts**

5.6(2).1 Posts of Excise Inspectors only have been sanctioned to most of Minor Check posts. As there are no sanctioned posts of other staff, these units are functioning on a working arrangement system ie., deputing a team of Excise Officers (Civil Excise Officers and Preventive Officers for duty from nearby field offices. Hence *2 numbers of Preventive Officers and 6 numbers of Civil Excise Officers should be posted permanently in the following minor check posts.*

#### **Trivandrum Division**

1.Perumbazhuthur

2.Pirayummoodu

3. Palakkadavu
4. Mavilakkadavu
5. Pattakkulam
6. Arakkunnukadavu
7. Neyyardam
8. Aruvikkara

**Kollam Division**

9. Achan Kovil

**Palakkad Division**

10. Naduppuni

**5.6(2).2 The Split up details including financial Commitment is given at Chapter-8**  
**(Page No. 92)**

**5.7. Enforcement Work**

**5.7.1** The Excise Department by employing its effective enforcement and surveillance has succeeded in preventing illegal activities violating the provisions of various Acts and Rules administered by the Department. A total number of 14278 cases were registered by the Department under various Acts and Rules administered by the Excise Department during 2013-14 (Source Administration

Report). A total number of 483 vehicles were seized during the year 2013-14 in various cases.

### **5.8 Internal Audit Wing**

5.8.1. As per G.O(MS) No.87/80/TD dated 03/11/1980 a separate wing named as Internal Audit Wing of the Board of Revenue (Excise) was created for the purpose of Internal Audit of the sub offices, processing, examination and rectification of local audit report Draft paras, Audit Paras, Public Accounts Committee recommendations etc.

5.8.2 The following is the staff pattern in the Internal Audit Wing.

|                             |   |
|-----------------------------|---|
| * Joint Excise Commissioner | 1 |
| * Asst. Excise Commissioner | 1 |
| * Superintendents           | 3 |
| * Excise Inspectors         | 3 |
| * Preventive Officers       | 6 |

5.8.3 The Joint Excise Commissioner is the head of the Internal Audit Wing (IAW), who is under the direct control of the Excise Commissioner. The wing charts out advance inspection schedules for the Inspection of sub offices. The wing which directly conduct inspections, prepare notes and submit the same to the joint Commissioner of Excise for assessment, examination and confirmation of the

irregularities spotted out and its approach, and later on monitoring and reviewing the rectification reports.

### **5.9 Mobile Chemical Lab**

**5.9.1** During the financial year 2012-13 Government have accorded administrative sanction for the setting up of a Mobile Chemical Lab for Thiruvananthapuram at a total cost of Rs. 30,00,000/- vide G.O(Rt) No.396/12/TD dated 30/05/2012. Accordingly, a vehicle was purchased for an amount of Rs.9,77,201/- for this purpose.

**5.9.2** The amount required for fabrication works and purchase of equipments, chemicals and glassware could not be drawn and disbursed during the Financial Year 2012-13 due to the paucity of time and also due to some technical reasons.

### **5.10 'JANA MAITHRI EXCISE'**

**5.10.1** The Jana Maithri Excise is a new initiative by Kerala Excise Department, especially with a mission to develop a new relationship between the Excise force and the Tribal public, one based on active co-operation as developing a deeper and stronger connection with local tribal people in the tribal majority areas is crucial for building trust and confidence in the enforcement to curb the menace of illicit liquor in tribal hamlets.

**5.10.2** There are 2 Jana Maithri Excise stations in the state at present.

**5.10.2(I) Jana Maithri Excise, Attappadi.**

**5.10.2.(I.1)** Attappadi is situated in Mannarkkad Taluk of Palakkad district, with a total area of 745 sq.km. As per the Government of India, Census 2011, total tribal population of Attappadi is 30,658, comprising of 31.18% of total population 98,330.

**5.10.2.(I.2)** In 1970 the State Planning Board assessed attappadi as the most backward block in the State and the first integrated Tribal Development Project in Kerala was initiated there. Tribal people are a majority of the Attappadi population. There are 192 tribal hamlets (Adivasi Ooru) in Attappadi. The population is mostly Muduga, Irula, Kurumba, Badagas and a section of settlers from Tamil Nadu, Agaly, Puthur and Sholayur are the local governments for the region.

**5.10.2.(I.3)** The Jana Maithri Excise Station, Attappadi was started its functioning on 13/09/2013. The Jurisdiction of the Janamaithri Excise Station covers the whole Attappadi Block Area. The station is functioning in a rented building at Kottathara in attappadi, 9 kms away from Tamilnadu border. There are two Police Stations (Agaly & Sholayur) also functioning within the Attappadi Block Area.

**5.10.2.(I.4)** The Janamaithri Excise Office, Attappadi has a total strength of 14 excise officers as shown below:

|                         |   |    |
|-------------------------|---|----|
| Excise Circle Inspector | - | 1  |
| Civil Excise Officers   | - | 8  |
| Excise Inspector        | - | 1  |
| Excise Driver           | - | 1  |
| Preventive Officers     | - | 3  |
| <hr/>                   |   |    |
| Total                   | - | 14 |

5.10.2.(I.5) 1 Jeep and 1 motor cycle is allotted for the functioning of Attappadi Janamaithri Excise Station. The enforcement details of Janamaithri Excise squad Attappadi from 2w013 to 2016 is given below:

**ENFORCEMENT DETAILS OF JANAMAITHRI EXCISE SQUAD ATTAPPADI DURING THE PERIOD OF SEPTEMBER 13/09/2013 TO 22/01/2016.**

| YEAR         | No. of Raids | No. of Abkari cases | No. of NDP S Cases | No. of accused | Contraband seized |              |              |             |              |                | Vehicle Checking | Awarances | Combined raid |
|--------------|--------------|---------------------|--------------------|----------------|-------------------|--------------|--------------|-------------|--------------|----------------|------------------|-----------|---------------|
|              |              |                     |                    |                | IMFL Ltr          | Arrack Ltr   | Wash Ltr     | Ganja gm    | Ganja Plants | Seized Vehicle |                  |           |               |
| 2013         | 162          | 20                  | 4                  | 9              | 12.45             | 41           | 12800        | 2682        | 15 Nos       |                | 824              | 5         | 5             |
| 2014         | 482          | 84                  | 8                  | 75             | 190.61            | 18.5         | 16662        | 3302        | 17 Nos       | 4              | 4465             | 40        | 22            |
| 2015         | 512          | 53                  | 1                  | 48             | 207.8             | 21.5         | 3045         |             | 80 Nos       | 2              | 3103             | 44        | 5             |
| 2016         | 562          | 94                  | 3                  | 29             | 370               | 33.5         | 6269         | 3280        | 70           | 4              | 3495             | 6         | 5             |
| <b>Total</b> | <b>1718</b>  | <b>251</b>          | <b>16</b>          | <b>211</b>     | <b>750.86</b>     | <b>114.5</b> | <b>38776</b> | <b>9264</b> | <b>182</b>   | <b>10</b>      | <b>11888</b>     | <b>95</b> | <b>37</b>     |

**ENFORCEMENT DETAILS NDPS OF JANAMAITHRI EXCISE SQUAD ATTAPPADI FOR THE YEAR 2013, 2014, 2015 & 2016.**

| Year         | No. case  | Accused   | Arrested | Ganja seized in in grams | No. of Ganja Plants seized. |
|--------------|-----------|-----------|----------|--------------------------|-----------------------------|
| 2013         | 4         | 3         | 3        | 2682                     | 15                          |
| 2014         | 8         | 6         | 5        | 3302                     | 17                          |
| 2015         | 1         | 0         | 0        | 0                        | 80                          |
| 2016         | 3         | 1         | 1        | 3280                     | 70                          |
| <b>Total</b> | <b>16</b> | <b>10</b> | <b>9</b> | <b>9264</b>              | <b>182</b>                  |

**5.10.2.(I) a. Findings of the Work Study Team:**

1. The Jurisdiction of the Janamathri Excise Station Attappadi covers the whole 745 sq.km of Attappadi Block which comprises 13 divisions, 3



Grama Panchayats and 192 tribal hamlets and a total population of 98,330. Comparing to the Police force as there are two Police Stations functioning within the same area. There is only 1 Excise station when compared to the two police stations functioning within the the same area.

2. To cover the above mentioned vast area, the Janamaithri Excise squad is provided with only 1 Jeep and 1 Motor cycle, as means of transport.
3. There are no Women Excise Civil Officers posted in the office, to deal with women culprits.
4. The entire Janamaithri Excise force / office is functioning at a rented building, with no basic amenities like toilet, water connection, etc.
5. There is no Thondi room available in the building.
6. No arms besides Batons, provided to the Janamaithri squad, even if there is threat from several active groups like Maoists, Naxalits, etc.
7. Lack of modern electronic devices for conducting awareness / programme.

#### **5.10.2(II) Janamaithri Excise, Mananthavadi**

**5.10.2(II.1)** Mananthavadi is located 28 km north – east of the district Headquarters, Kalpetta with a total area of 780.44 Km<sup>2</sup>. As per the Government of India Censes 2011, total population of Mananthavadi Block is 2,60,544 and total tribal population 54,939. (21% of total population) male population 26,834 and female population 28,105. There are 7 Grama Panchayats and 15 divisions in Mananthavadi Block.

**5.10.2(II.2)** The squad was set up in July .2016. The Jurisdiction of Janamaithri Excise squad is limited to Mananthavadi Taluk, spread across total 148

villages and 7 panchayats and 1336 tribal colonies. 2 Foreign Liquor shops of Kerala Beverages Corporation and 2 Beer & Wine Parlours are also functioning within the Taluk area.

**5.10.2(II.3)** The Excise Station is functioning in a rented building. While the sanctioned staff strength for the squad is 15, the actual staff strength is only 9. The split up details of the present staff strength is as follows:

|                            |   |   |
|----------------------------|---|---|
| Excise Inspector           | - | 1 |
| Assistant Excise Inspector | - | 1 |
| Preventive Officers        | - | 2 |
| Civil Excise Officers      | - | 4 |

**5.10.2(II)a. Findings of the Work Study Team:**

- (i) 13 Abkari Cases and 1 NDPC Case is seen registered, up to November 2016.
- (ii) Post of Women Excise Civil officers is not sanctioned for the Janamaithri squad
- (iii) No vehicle is sanctioned for the squad.
- (iv) The squad conducts 5 to 6 awareness programmes in nearby tribal hamlets in a month, as per register.
- (v) No weapons besides batons are given to the staff.

- (vi) There is no thondi room available in the rental building.
- (vii) Lack of basic office requirements (computer, photocopier, generator, etc.)
- (viii) Lack of electronic devices (like Projector, computer, Screen etc.) for awareness programmes.

## CHAPTER – 6

### General Observations

#### 6.1 Rented Buildings

6.1.1 Most of the offices of the Excise Department are functioning in rented buildings. Only a few offices are housed in Excise Complexes and a few others are in Civil Stations. The offices located in rented buildings are deprived of cells which are meant to keep the accused. The Department officials have informed that lack of cells in Range Offices imposes great hard-ships on the officers in the matter of safe custody of offenders caught during the odd hours. In such situations, culprits are usually chained to table or chair with at least two officers to keep an eye on them.

6.1.2. Another notable thing as far as the rented buildings are concerned that there is acute storage of space for keeping the 'Thondi Materials'. Thondi materials of yester years are seen dumped in the premises of most of the Range Offices making it very difficult for the officers to locate a particular material of a case to

produce it before the Courts. It points to the urgent need to provide at least bare minimum facilities for keeping the Thondi materials including confiscated vehicle in the premises of the range offices.

6.1.3 It has also come to the notice of the team that the private building owners are not willing to rent out their buildings to the Excise Department and those buildings that are presently occupied by the Department are also facing threats of eviction from the owners.

## 6.2 Telephone call details.

6.2.1 Abkari cases, NDPS cases etc. require detailed investigation extending from the 1<sup>st</sup> accused to a chain of accomplices. When cases of these sorts are detected, it should be investigated as to find out whether there is any involvement of more persons in the crime, involvement of more persons will come to light which results in furtherance of the investigation. But, in criminal cases non availability of call details poses hurdle in the way of finalisation of such investigation. Now-a-days with the fast phase of development of the telecommunication systems the criminals and anti-social elements are widely using sophisticated equipments like mobile phones for co-ordinating their activities. Hence the call details of the accused is very much necessary for proceeding further in any investigation. But unfortunately as in the Police

Department, the Excise Department is not given permission to access the call details. At present the Department receives the details collected with the help of Police Department and that through some cumbersome procedures. As the call details are received after a long delay it will help the accomplices by giving enough time to escape from the Excise Department.

**6.2.2** In these circumstances, necessary steps may be taken by the higher ups to sort out this issue and to make available the call details instantly of the accused in excise cases particularly NDPS cases to the investigating agency.

### **6.3 Awareness Campaigns.**

**6.3.1** Normal lives of many a families are thrown out of gear due to the drinking habit of the bread winner of the family. Though the Department is making all out efforts to enlighten the common man about the ill effects of alcoholism, it appears that, it is not yielding the desired results. This might be due to the absence of clear awareness policy in addition to non availability of sufficient number of persons for that purpose. Therefore, the post of Joint Excise Commissioner (JEC) created for carrying out awareness cell may be transformed as a separate wing with necessary supporting staffs.

#### 6.4 FACILITIES TO THE WOMEN CIVIL EXCISE OFFICERS (WCEO's)

6.4.1 All the range offices have a strength of 15 Civil Excise Officers (CEOs) including two Women Civil Excise Officers (WCEO). The WCEO come in handy to the enforcing authority when they conduct raids in areas where women are involved in Abkari as well as NDPS cases. As far as the Excise Department is concerned, they are very helpful to the team in handling ladies with a criminal background.

6.4.2 Though the WECOs are of great help to the Department, it seems that their well being is not adequately taken care of by the Department. It is evident from the fact that only a few of the range offices had a separate room for them. In some offices they are provided with separate rooms using false partition for the purpose of changing dress and for taking rest. Nowhere had the team come across any separate toilet facility for the lady officers. Such a facility is very much needed as they have to perform night duty in the event of arrest of women at odd hours.

#### 6.5 Smuggling of NDPS Items.

6.5.1 Our state has been showing a steady growth in the construction sector for the least 5 years or so. This sudden spurt in the construction sector has actually resulted in a construction boom vis a vis a never before migration of labour force

from other parts of the country, especially from the north eastern States seeking gainful employment in Kerala. Other than their contribution to the development of our economy, unfortunately these immigrant labourers create negative impact by toppling law and order problems in the State by acting as carriers for transporting NDPS substances in general and opium in particular.

**6.5.2** Since most of the cultivation and production of Ganja takes place in Odisha, some unscrupulous elements are acting as carriers of the prohibited substances to this State in order to cater to the needs of immigrant labourers as well as keraliates. It is also a means to achieve quick wealth for the carriers of NDPS.

**6.5.3** The department finds it rather difficult to nab the carriers for they transport these contraband materials to the State by means of railways. Unfortunately, even if one is nabbed, further investigation into the case is beset with a host of problems as the counterparts of the department officials in other States are not extending the desired level of co-operation in finalising the investigation and to book the culprits.

## **6.6. LICENSE FEE FOR KEEPING OF**

### **SPIRIT IN HOSPITALS & OTHER INSTITUTIONS**

**6.6.1** At present license fee for keeping of spirit in hospitals are uniform, ie., the fee imposed for manufacturing of spirit by hospitals for their use does not take

into account whether the hospital is large or small. The fee is same for 10 bedded hospitals and for 500 bedded hospitals which has to be changed. Those institutions who could afford a higher rate is not required to pay as much as they ought to be because the existing rate is a flat rate, not considering the size of the hospital. So the team is of the considered view that, different rates in the order Small, Medium and Large may be fixed for calculating the fee for manufacturing of spirit. This will boost the revenue earnings of the Department.

### **6.7 De-Addiction Centres**

**6.7.1** De-addiction service is an important sphere of activity of the Excise Department with a motive for preventing the new generation from the clutches of drug abuse. A few de-addiction centres are functioning in the State in the Government sector as well as in the private sector. The service of faculties working with the awareness classes/camps may be made available to the de-addiction centres at frequent intervals so as to create a strong aversion to liquor consumption in the minds of those who are admitted there for treatment. If possible a token sum may be earmarked for the de-addiction centres from the funds of the Excise Department.



## 6.8 Narcotic Drugs & Psychotropic Substances (NDPS) Act

6.8.1 Vehicles involved in NDPS cases are not disposed off immediately.

Because of this, the vehicles are kept in the office till the final disposal of the case by the Court. This results in inordinate delay in disposing the vehicles and ultimately ends up in rusting the vehicle. (NDPS sec. 13 R/a 63 of Kerala Abkari Act 1077)

## 6.9 Illicit Transport of liquor 58 – A

6.9.1 Illicit transport of liquor is a major offense in the border area of Kannur, Kozhikkode and Kasaragod Districts which shares its border with Mahe and Karnataka.

6.9.2 During the teams visit to a Range (Amaravila), the team came across a novel way of younger generation (ie.College Students) using Ganja. One of the accused had bought a smoking apparatus resembling a 'hooka' from an online site and it's brand name is 'LITTLE GOD'. This is used to smoke Ganja by putting it in the apparatus.

6.9.3 This type of apparatus points to the wide network of materials available to the younger generation. The marketing of this type of things through online portals narrows down the chances of being caught by the law enforcing agencies.

6.9.4 Hence the law enforcing agencies should keep an eye on this type of activities to check its recurrence in future.

### 6.10 LAB REPORTS

6.10.1 Chemical Certificate Register of various Offices have been verified by the team and it is found that results of samples sent to various Regional Analytical Labs are badly delayed. In some cases results are seen badly delayed, i.e., nearly a year from the date of receipt of samples. It also deserves mention that urgent cases are tested immediately and results made available without much delay. Therefore, necessary steps may be taken at the appropriate level to quicken the furnishing of the results of samples sent from various excise offices.

### 6.11 NDPS – Small & Large quantity Differentiation

6.11.1 When excise parties detect opium cases, they are of two types viz., small quantity and commercial quantity or large quantity. One thing to be born in mind in this case is that possession of Ganja of 1 kg or more invites imprisonment up to 10 years and of ₹ 1 lakh whereas if the quantity is less than one kg, it becomes a bailable offense. From practical experience, the enforcement agencies have realised that, carriers of Ganja seldom keep with them more than 1 kg at a time, even if they are large scale suppliers of the contraband. Hence they opined

that even if a culprit is caught red handed with less than 1 kg it can't be considered as a quantity meant for consumption or as small quantity. According to the field level officers quantity exceeding 100 – 200 grams may be treated as commercial quantity.

**6.11.2** Since the Act being a Central Act, **necessary steps may be taken at higher level to suggest amendment to the Act stipulating possession of say 200 grams or more as Commercial Quantity.**

**6.11.3** Another drawback of NDPS Act is that it does not encompass all the capsules and tablets which are taken by drug addicts. One instance is that of 'TRAMDOL FENAK' a painkiller ampule widely used by drug peddlers, but this does not find a place in the substances listed by the NDPS Act.

**6.11.4** In this circumstance **necessary steps may be taken to include the new generation ampules widely used by the drug addicts, which are not in the NDPS Act.**

## **6.12 Long Pending Arrears**

**6.12.1** One of the important matters pending for disposal in the department is the long pending arrears due from the licences of former Arrack Shop Licencees. This issue always find a place in the Audit Report of the Accountant General. Though this had been earlier handled by the Excise Range Offices now this subject

is being handled by the Circle Offices. Though a fairly good number of licencees have remitted the dues by availing the 'Amnesty Scheme' by paying an amount arrived at bilaterally, a major chunk of the cases still remains to be settled.

**6.12.2** An interesting fact in this case is that immovable property worth lakhs of rupees of former Arrack licencees are bonded with the Government. Cases for meager sum are still going on in different Courts and a large number of revenue recovery proceedings are also underway to realise the amount. As per the understanding of the team, this is a matter which warrants involvement of the top level officers of the Commissionerate, Government in Law Department, Taxes and Finance Departments to sort out a long standing matter of legal ratification passing from one generation to the other without yielding any tangible results.

**6.12.3** It is a fact that the defaulters property currently rests with the Government, but it is like Non performing asset in the case of banking sector, so it is advisable to think of disposing the properties and to realise the amount due from the defaulters rather than taking all the cases to the Courts.

### **6.13 Inter Range Transfer of Toddy**

**6.13.1** Inter Range Transfer of toddy allows the movement of toddy from one range to another range in the same District. No ceiling on the quantity to be transported from one range to another range is specified. Extraction of toddy from

coconut trees is governed by Government Rules and restrictions. The duty/responsibility to verify the correctness of the tree marked rests with the range concerned. There is a supervisory mechanism to cross check the correctness of the tree marking done by the officers from the ranges. This is done by officers from Circle/AC/or DC level and if any discrepancy is noticed in the number, the licence, the officers concerned (The RI and the DO concerned) will be held responsible and punitive action will be initiated against them.

**6.13.2** Other than Inter Range Transfer there exists another system known as Inter District Transfer. In this case, toddy from one District is transported to another District in the State, imposing a charge on the transportation of toddy from one District to another. Rs.30/- is imposed as charge per tree for a month and Re.1/- per litre of toddy.

**6.13.3** As a step to enhance the non tax revenue earnings the tree tax of Rs.30/- may be enhanced to Rs.50/- per month since the existing amount is very low. Further there should be a fool proof mechanism to verify the quantity at the source of its origin and this should be cross checked at the delivery point/destination and, if any discrepancy is found, corrective measure in the form of fine may be imposed.

#### **6.14. Peoples' Committee**

**6.14.1** Another important activity undertaken by this Department is the active participation in People's Committee viz., Panchayat level, Block level and Constituency level. In these Committees, complaints connected with production and distribution of illicit liquor and drinking in public places, sale of NDPs substances etc. are received from peoples representatives and these grievances are redressed before the next meeting. If there is any difficulty in detecting/booking the culprits such things are brought to the notice of the concerned in the next meeting.

**6.14.2** This level of involvement of the personnel of Excise Department in the Peoples' Committee is a very novel initiative to settle burning issues in its sphere.

#### **6.15 State Excise Academy & Research Centre, Thrissur**

**6.15.1.** Though the name of the prestigious institutions under this Department denotes some kind of research, actually no such research activity is going on in the State Excise Academy & Research Centre, Thrissur. There is ample scope for conducting research work on various topics such as:

- a) The impact and incidence of illicit brewery especially in the SC&ST hamlets.

b) The reasons for the all time rise in the consumption of NDPS substances and arrests of culprits.

\* The reason(s) for the transportation of Shambhu, Khaini etc.

**6.15.2** One noticeable thing in the functioning of the department is that the officers of this department who are the 1<sup>st</sup> to reach at a spot of possible hooch tragedy is unfortunately ill equipped and untrained to meet such a disaster. The recent ban on a large number of Bar Hotels have opened the way for unscrupulous elements to enter in the field of manufacturing of illicit liquor.

To meet eventualities of this sort, expert training in disaster management is an indispensable thing for the personal of the Departments. To acquire skill and professionalism on dealing with such situations, a selected few from all Excise Ranges, Circle Offices and a few top officials may be given training in some reputed government training institute as a preliminary step and later on after acquiring skill and know-how, the Department officials themselves may be entrusted with the responsibility to impart training to all other staff who are directly engaged in enforcement activities.

#### **6.16 Excise Range Office, Devikulam**

**6.16.1** The common nature of Excise Range Offices with proximity to Tamil Nadu is that, they confront with a sufficiently large number of women drinkers, out

of these a majority are Tamilians. The problem with nabbing of accused is that after committing offences, they escape to Tamil Nadu and it is very difficult for the enforcement agencies to arrest them. Even in our State, they live in a cluster of houses (known as 'layams') and identifying an accused from such a place is a herculean task for the force.

**6.16.2** Here conducting awareness classes is of great importance, unless and until the attitude of women to drinking is changed, it will certainly have an adverse impact on the younger generations as they are akin to drinking habits of their parents especially their mothers, whose behavioral pattern mold the habit of the younger generations.

### **6.17. Compounding Cases**

**6.17.1** As per the new provisions of the Abkari Act, some cases can be compounded. So, when cases which are settled after compounding, step may be taken to dispose off 'thondi' (confiscated materials) material as early as possible. Retention of thondi after compounding a case is not seen necessary. Now the procedure is awaiting Court nod and after getting that, the Deputy Commissioner delegate the duty to Circle Inspector or Assistant Excise Commissioner. As the



present system entails a lot of unwanted procedures, the authority to dispose off thondi materials of compounding cases may be vested with the Circle Inspector.

#### **6.18. Neera Production**

**6.18.1** Government as per G.O(MS) No.111/2015/Agri. Dated 22/06/2015 have issued detailed orders incorporating the various norms and guidelines for starting 'Neera' production, issuing Neera Licenses etc. In this order it has been stated that the Deputy Commissioner of Excise will be the licensing authority of Neera producing units in the respective districts. Currently applications for starting Neera production units are more in Malappuram and Kozhikode Districts because of the high density of coconut trees in these districts.

**6.18.2** The authority to sanction license being the Deputy Commissioner, more responsibility will be attached to his post at least in the above two Districts. So necessary arrangements to ease his increased responsibility may be undertaken at the Commissionerate level.

#### **6.19 Transportation of Liquor from Mahe**

**6.19.1** The border ranges in the Department which are close to Mahe are beset with a problem which is quite unfamiliar to the other Ranges on the state. From the statistics available with the border range offices at Thalassery, Vadakara etc. large quantities of liquor from Mahe is brought to Kerala through various

pocket roads spanning across the border areas. This type of transporting of liquor is a growing menace for the state in general and the Department in particular. In this context, it may be noted that cross border transport of IMFL from Mahe to Kerala is prohibited as per Law but unfortunately this illegal activity is going on uninterrupted. If somebody is caught red handed he would be sentenced to imprisonment or fine or both.

**6.19.2** It is in this context that the team thought of evolving a new scheme of legalising such transportation of liquor from Mahe. It is a fact that there is no ban on sale of or consumption of liquor either in Kerala or on Mahe ie., What is happening at present is confiscating illicit liquor entering State territory and imposing fine on culprits or sent them to imprisonment or both. Hence, it can be looked in another angle, ie., as a source of generating non tax revenue to State Exchequer by legalising the transportation of liquor from Mahe, by imposing tax on such transportation as in the case of anti-dumping duty. A mechanism may be evolved to impose a tax to the tune of the difference in price of the commodity in Kerala and Mahe plus 25% or 50% fine on such transport. By this manner the hitherto illicit transport of liquor can be legalized putting a restraint on such carriers.

### 6.20 Toddy Checking Station.

6.20.1 An Excise checking station was established at Kumbazha near Kuthiran Hills (NH47), Thrissur in 2009 to monitor the transport of Toddy from Palakkad District to southern parts of the State on the strength of inter division transport permits issued by the Deputy Excise Commissioner, Palakkad. Then it was shifted to Anchumoorthimangalam, Palakkad in 2012.

6.20.2 It is seen that the Toddy Checking Station, now functioning in Anchumoorthimangalam is not a permanent establishment. There are no sanctioned posts for the checking station. It is only a temporary arrangement based in a working arrangement system ie., Deputing a team of Excise officers (Excise Inspector, Asst.Excise Inspector + 5 subordinate staff) only for one day duty from nearby Excise Range Offices, to monitor the toddy transport and to check the quantity & quality of toddy as per the permit. It is also seen that the checking station is functioning in a building owned by a Toddy Contractor and no rent is being charged for the use of the building.

6.20.3 There are no equipments available at the checking station for checking the quality and quantity of Toddy transported. The most amazing thing noticed is that **they have not registered a single case till date.** In addition it is seen that **a lot of complaints have been registered against the checking station**

officers regarding incidents of corruption and in efficiency. The Work Study team found that as the present working arrangement is on a basis of work just one day and to go, the officers have been draining their responsibility and loyalty.

## CHAPTER - 7

### SUMMARY OF RECOMMENDATIONS

#### I. Ministerial Wing:

#### 1. DIVISION OFFICES

| Office                         | Clerk | Typist | Head Accountant | Head Clerk | Junior Superintend | Senior Superintend |
|--------------------------------|-------|--------|-----------------|------------|--------------------|--------------------|
| Kollam                         | 8     | -      | 1               | 1          | 1                  | -                  |
| Pathanamthitta                 | 9     | 1      | 1               | 1          | 1                  | -                  |
| Kottayam                       | 8     | -      | 1               | 1          | 1                  | -                  |
| Kasargod                       | 8     | 1      | 1               | 1          | 1                  | -                  |
| Thrissur                       | 9     | -      | 1               | -          | 1                  | 1                  |
| Alappuzha                      | 9     | -      | 1               | -          | 1                  | 1                  |
| Eranakulam                     | 9     | -      | 1               | -          | 1                  | 1                  |
| Palakkad                       | 8     | -      | 1               | 1          | 1                  | -                  |
| Kannur                         | 8     | -      | 1               | 1          | 1                  | -                  |
| Idukki                         | 6     | -      | 1               | -          | 1                  | -                  |
| Malappuram                     | 8     | -      | 1               | 1          | 1                  | -                  |
| Kozhikode                      | 9     | -      | 1               | -          | 1                  | 1                  |
| Thiruvananthapuram             | 10    | -      | 1               | -          | 1                  | 1                  |
| Wayanad                        | 8     | -      | 1               | 1          | 1                  | -                  |
| <b>2. ZONAL OFFICES</b>        |       |        |                 |            |                    |                    |
| South Zone, Thiruvananthapuram | 9     | -      | -               | 1          | 1                  | -                  |
| Central Zone, Kochi            | 7     | -      | -               | -          | 1                  | -                  |
| Noth Zone, Kozhikode           | 7     | -      | -               | -          | 1                  | -                  |

| <b>3. EXCISE COMMISSIONERATE, THIRUVANANTHAPURAM</b> |            |          |           |           |           |          |
|--|------------|----------|-----------|-----------|-----------|----------|
| A Section  | 8          | -        | -         | 1         | 1         | -        |
| B Section  | 5          | -        | -         | 1         | -         | -        |
| C Section  | 8          | -        | -         | 1         | 1         | -        |
| D Section  | 4          | -        | -         | 1         | -         | -        |
| E Section  | 8          | -        | -         | 1         | 1         | -        |
| F Section  | 3          | -        | -         | 1         | -         | -        |
| G Section  | 3          | -        | -         | 1         | -         | -        |
| M Section  | 4          | -        | -         | 1         | -         | -        |
| XF Section   | 4          | -        | -         | 1         | -         | -        |
| <b>TOTAL</b>   | <b>187</b> | <b>2</b> | <b>14</b> | <b>18</b> | <b>20</b> | <b>5</b> |

### II. Executive Branch

1) **CHECKPOSTS:** The Work Study Proposes to create 2 numbers of Preventive Officers and 6 numbers of Civil Excise Officers in 10 minor Check posts. (See Para No.5.6(2).1 Page No.64 & 65.)

2) **RANGE OFFICES:** In view of the administrative necessity due to the Geographical area, Population and Quantum of Abkari and NDPS cases registered, the Work Study Proposes to set up 34 new Range Offices by Bifurcating the existing ones . (See Para No. 5.5(3).1-5.5(3).2, Page No.59 to 61.

In view of the administrative necessity as detailed in para-5.5.2a Page No.54 & 55 of this report the Work Study recommends to create one post of Additional Excise Inspector in each Excise Range Office and 61 posts of Asst. Excise Inspector in various Range Offices. (See Para No.5.5.2a, Page Nos.54 & 55)

The Work Study recommends creating 56 + 34 posts of Driver in the Department (See Para No.5.5.7, Page No.57, Para 5.5(2).1-5.5(3)2, Page No.61)

3) **CIRCLE OFFICES:** The Work Study recommends to set up 12 new Circle Offices at newly formed Taluks. (See Para No.5.4.2-5.4.3, Page No.52)

| Name of Post            | Check Posts | Range Office |          | Circle Office |          | Total |
|-------------------------|-------------|--------------|----------|---------------|----------|-------|
|                         |             | Existing     | Proposed | Existing      | Proposed |       |
| Excise Circle Inspector |             |              |          |               | 12       | 12    |
| Excise Inspector        |             |              | 34       |               | 12       | 46    |
| Ad Jl. Excise Inspector |             | 137          | 34       |               |          | 171   |
| Asst. Excise Inspector  |             | 61           | 34       |               |          | 95    |
| Preventive Officer      | 20          |              | 136      |               | 48       | 204   |
| Civil Excise Officer    | 60          |              | 510      |               | 96       | 666   |
| Driver                  |             | 56           | 34       |               | 12       | 102   |
| Part Time Sweeper       |             |              | 34       |               | 12       | 46    |

## CHAPTER – 8

### Financial Commitment.

#### I. Ministerial Wing

| Name of Post              | Pay+DA(12%)        | Number of Posts | Annual Financial Commitment             |
|---------------------------|--------------------|-----------------|---|
| <i>Clerk</i>              | $19000+2280=21280$ | 187             | $21280 \times 12 \times 187 = 47752320$ |
| <i>Typist</i>             | $19000+2280=21280$ | 2               | $21280 \times 12 \times 2 = 510720$     |
| <i>Head Accountant</i>    | $27800+3336=31136$ | 14              | $31136 \times 12 \times 14 = 5230848$   |
| <i>Head Clerk</i>         | $27800+3336=31136$ | 18              | $31136 \times 12 \times 18 = 6725376$   |
| <i>Junior Superintend</i> | $30700+3684=34384$ | 20              | $34384 \times 12 \times 20 = 8252160$   |
| <i>Senior Superintend</i> | $36600+4392=40992$ | 5               | $40992 \times 12 \times 5 = 2459520$    |
|                           |                    |                 | <i>Sub Total=Rs. 7,09,30,944/-</i>      |

#### II. Executive Branch

|                         |                      |     |  |
|-------------------------|----------------------|-----|--|
| Excise Circle Inspector | $39500+4740=44240$   | 12  | $44240 \times 12 \times 12 = 6370560$    |
| Excise Inspector        | $30700+3684=34384$   | 46  | $34384 \times 12 \times 46 = 18979968$   |
| Addl. Excise Inspector  | $30700+3684=34384$   | 171 | $34384 \times 12 \times 171 = 70555968$  |
| Asst. Excise Inspector  | $29200+3504=32704$   | 95  | $32704 \times 12 \times 95 = 37282560$   |
| Preventive Officers     | $26500+3180=29680$   | 204 | $29680 \times 12 \times 204 = 72656640$  |
| Civil Excise Officer    | $20000+2400=22400$   | 666 | $22400 \times 12 \times 666 = 179020800$ |
| Driver                  | $19000+2280=21280$   | 102 | $21280 \times 12 \times 102 = 26046720$  |
| Part Time Sweeper       | $8,200 + 984 = 9184$ | 46  | $9184 \times 12 \times 46 = 5069568$     |
|                         |                      |     | <i>Sub Total 41,59,82,784</i>            |
|                         |                      |     | <i>Grand Total 48,69,13,728</i>          |

## CHAPTER - 2

### GENERAL RECOMMENDATIONS

1. A large number of offices in the Excise Department are functioning in rented buildings and a good many are in dilapidated condition. Hence steps may be taken urgently to shift such offices to Government owned buildings for smooth working environment. (Para.6.1.1.-6.1.3)
2. Higher level decision may be taken to sort out the issues of non availability of telephone call details of accused in excise cases in general and NDPS cases in particular. (Para.6.2.1.-6.2.2)
3. The Awareness Cell may be extended to the Division level also with necessary supporting staff. (Para.6.3.1)
4. Delegation of powers to AEI/PO to register cases in the absence of EI may be considered. (Para.5.5.2a)
5. A separate **Ministerial Wing** in the Excise Department is recommended by the team in the pattern that exists in the Police Department. (Para.4.3.1-4.3.8)



6. Necessary facilities may be provided to the Women Civil Excise Officers in all the Excise Range offices. .(Para.6.4.1.-6.4.2)
7. License fee for keeping spirit in hospitals and other institutions may be enhanced considering the size of the establishments. .(Para.6.6.1.)
8. A token amount may be earmarked annually for all de-addiction centers in the State. .(Para.6.7.1)
9. Financial powers of Divisional offices may be enhanced. .(Para.5.3.3)
10. Necessary post creation of Drivers in tune with the number of vehicles allotted may be made. .(Para.5.5.7)
11. Steps at appropriate levels may be made to de-classify the large, medium and small quantity of NDPS substances. It is also suggested to include new generation drugs in the NDPS Act. .(Para.6.11.1.-6.11.4)

12. Visit to toddy shops at least once in a fortnight may be made mandatory.  
**(Para.5.5(2).1)**
13. Urgent steps may be taken to install vehicle scanner at least in all major check-posts in consultation with all the law enforcing departments. **(Para.5.6.4)**
14. Cases pertaining to long pending arrears may be given a re-thinking so as to take a final decision on such matters. **.(Para.6.12.1.-6.12.3)**
15. Tree tax may enhanced to Rs.50/- per tree from the current rate of Rs.30/- per month. **(Para.6.13.2- 6.13.3)**
16. Special efforts may be taken to conduct awareness classes in an intensive manner in areas where there are sufficiently large number of drinkers in the opposite sex. This is especially true in ranges close to Tamil Nadu border.  
**(Para.6.16.1.-6.16.2)**
17. The authority/power to dispose off 'Thondi Materials' of cases which are compounded may be entrusted with the CI of Excise. **(Para.6.17.1)**
18. The uninterrupted transportation of liquor from Mahe through the various check posts of the state may be legalised by imposing fine on such transporting, there by increasing non-tax revenue to the State. **.(Para.6.19.1.-6.19.2)**

19. Janamaithri approach is a very effective measure for building trust and confidence among public in the enforcement of Excise programmes. Hence at least one Janamaithri Excise Station may be set up in each district.

**(Para.6.12.1.-6.12.3)**

20. Two or Three women Civil Excise Officers may be appointed in each Janamaithri station.

21. The present staff ratio of Attappadi Janamaithri Excise Station against the population is 1:7024 and that of Mananthavadi is 1:17370 (compared to the total population of Attappadi and Mananthavadi Blocks). For the effective implementation of the Janamaithri vision, the team suggests to create adequate posts in each station so as to ensure the staff public ratio as 1:5000.

22. Adequate number of vehicles and drivers may be allotted to the Janamaithri stations so as to cover the forest and hilly areas.

23. Adequate Arms/Weapons may be provided to the Janamaithri squads as there are serious threats from activists groups like Maoists, Naxalites etc.

24. Modern electronic devices like computer, projector, screen etc may be allotted to the Janamaithri squad for effective implementation of their awareness activities.

25. Periodical training programmes may be conducted for the Janamaithri squad members.
26. Co-operation of various tribal development agencies and NGO's may be encouraged and ensured in awareness activities.
27. The present set up of Toddy checking station of Anchumoorthymangalam is an utter failure. Hence it may be shut down.
28. The responsibility of checking the quality and quantity of toddy transport may be assigned to Excise Range Office, Alathur or any other convenient Excise Officer.
29. CCTV facility may be installed in all excise check posts.
30. The post of Addl. Excise Inspector should be created in all Excise Range Office.
31. Lock-up facility may be extended to all Range/Circle Offices.
32. Excise personnel should also be authorised to check drunken driving.
33. Canteen facility may be provided in the pattern that exists in the Police Department.
34. All Excise check posts should be equipped with barricades.

35. The post of Excise Inspector should be provided to all Excise Offices. If it is not feasible at least GD charge may be entrusted with the Preventive Officers for the smooth functioning of the Excise Dept.
36. The check posts are functioning under pathetic conditions with poor infrastructural facilities. Efforts may be taken to provide adequate facilities for the efficient functioning.
37. Excise Checkpost, Perla may be shifted to 'Adukkastala' taking into consideration of the two strategic by-routes are close to Karnataka border.

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**R. ANANDAVALLY**

**ADDITIONAL SECRETARY**

*Personnel & Administrative Reforms Department*