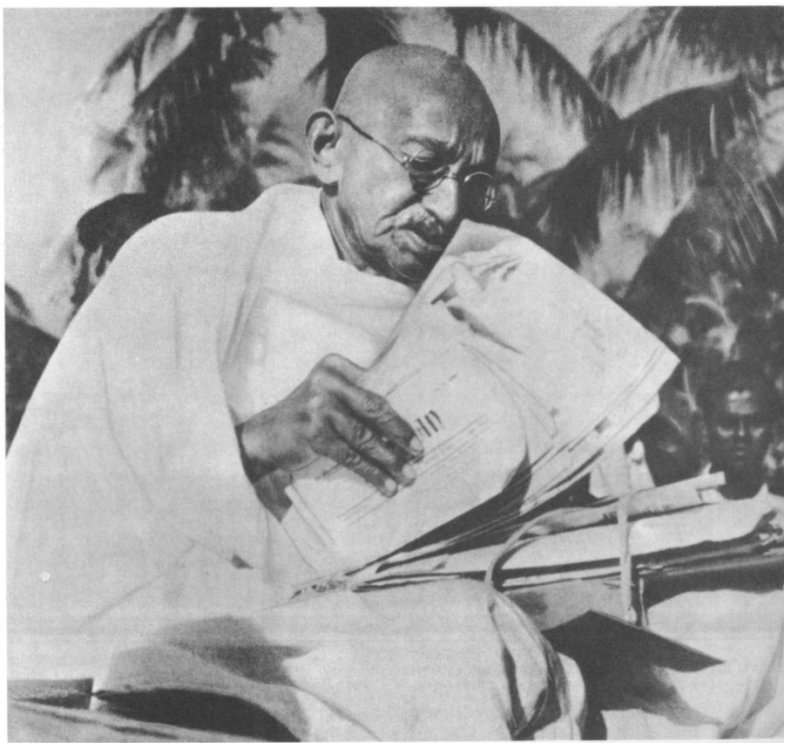
THE SIXTH STATE FINANCE COMMISSION KERALA

THIRD & FINAL REPORT

Volume II

GOVERNANCE

March 2022



"I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man [woman] whom you may have seen, and ask yourself, if the step you contemplate is going to be of any use to him [her]. Will he [she] gain anything by it? Will it restore him [her] to a control over his [her] own life and destiny? In other words, will it lead to swaraj [freedom] for the hungry and spiritually starving millions? Then you will find your doubts and your self will melt away."

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Abbreviations

ADS	Area Development Society
AG	Accountant General
ATR	Action Taken Report
ANERT	Agency for New and Renewable Energy Research and Technology
AFS	Annual Financial Statement
API	Application Programming Interface
AE	Assistant Engineer
AEE	Assistant Executive Engineer
AMRUT	Atal Mission for Rejuvenation and Urban Transformation
AUEGS	Ayyankali Urban Employment Guarantee Scheme
BRGF	Backward Region Grant Fund
BPL	Below Poverty Line
BC	Beneficiary Committee
BGs	Beneficiary Groups
BSNL	Bharat Sanchar Nigam Limited
BPKP	Bharatiya Prakritik Krishi Padhathi
BLBC	Block Level Banker's Committee
BLTC	Block Level Technical Committee
BI	Business Intelligence
BP	Block Panchayat
BPR	Business Process Reengineering
CLR	Casual Labour Roll
CPWD	Central Public Works Department
C-DIT	Centre for Development of Imaging Technology
CDS	Centre for Development Studies
N-CESS	National Centre for Earth Science Studies
CMD	Centre for Management Development
CWRDM	Centre for Water Resources Development and Management
COSTFORD	Centre of Science and Technology for Rural Development
CSO	Civil Society Organization
CRZ	Coastal Regulation Zone
CDS	Centre for Development Studies
CDS	Community Development Society
CAG	Comptroller and Auditor General

CMS	Content Management System
CSR	Corporate Social Responsibility
CORP	Corporation
DLP	Defect Liability Period
DCB	Demand Collection Balance
D.O.	Demi-Official
DUA	Department Of Urban Affairs
DER	Detailed Engineering Report
DPR	Detailed Project Report
DES	Director Economics and Statistics
DHS	Directorate of Health Services
DAP	District Action Plan
DDR	District Development Report
DLBC	District Level Banker's Committee
DLCC	District Level Coordination Committee
DLO	District Level Officers
DLTC	District Level Technical Committee
DP	District Panchayat
DPC	District Planning Committee
DWSM	District Water and Sanitation Mission
EWDS	Early Warning Dissemination System
EoDB	Ease of Doing Business
E-nam	Electronic Natural Agricultural Market
ERT	Emergency Response Team
EPF	Employees Provident Fund
EMC	Energy Management Centre
ERP	Enterprise Resource Planning
EE	Executive Engineer
FHC	Family Health Centre
FFC	Fifteenth Finance Commission
FY	Financial Year
FIFO	First in First Out
FGD	Focus Group Discussions
FAO	Food and Agriculture Organization
FHTC	Functional Household Taps Connections
GRC	Gender Resource Centre
GPF	General Purpose Fund

GIS	Geographic Information System
GST	Goods and Services Tax
GIDA	Goshree Island Development Authority
GASB	Government Accounts Standard Board
GEMS	Government Enterprise Management System
GO	Government Order
GPST	Gram Panchayat Support Teams
GPWSC	Gram Panchayat Water and Sanitation Committee
GP	Gram Panchayat
GPK	Grameena Padana Kendram
GCDA	Greater Cochin Development Authority
HoDs	Heads of Departments
HT	High Tension
HMC	Hospital Management Committee
HMS	Hospital Management Samiti
HH	Households
HR	Human Resources
ISA	Implementation Support Agency
IIM	Indian Institute of Management
IIT	Indian Institute of Technology
IISER	Indian Institutes of Science Education and Research
IGNOU	Indira Gandhi National Open University
IFTE&OS	Industries, Factories, Trades, Entrepreneurships & other Services Licence
ICT	Information and Communication Technology
IKM	Information Kerala Mission
IT	Information Technology
ITI	Industrial Training Institute
IEC	Information, Education and Communication
IMG	Institute of Management in Government
ICDS	Integrated Child Development Services
IFMS	Integrated Financial Management system
ILGMS	Integrated Local Governance Management System
IRTC	Integrated Rural Technology Centre
JJM	Jal Jeevan Mission
JnNURM	Jawaharlal Nehru National Urban Renewal Mission
JICA	Japan International Cooperation Agency
JPC	Joint Planning Committee

JHI	Junior Health Inspectors
JPHN	Junior Public Health Nurses
K-DISC	Kerala Development and Innovation Strategic Council
KFRI	Kerala Forest Research Institute
K-SWIFT	Kerala Government Online Single Window Clearance Mechanism
KILA	Kerala Institute of Local Administration
KLFA	Kerala Local Fund Audit Act
KMAM	Kerala Municipal Accounting Manual
KM	Kerala Municipalities Act
KPR	Kerala Panchayat Raj Act
KRPLLD	Kerala Research Programme on Local Level Development
KRWSSP	Kerala Rural Water Supply and Environmental Sanitation Project
KSAD	Kerala State Audit Department
KSUDP	Kerala Sustainable Urban Development Project
KWA	Kerala Water Authority
LPCD	Litres Per Capita per Day
LIFE Mission	Livelihoods Inclusion and Financial Empowerment
LG	Local Government
LSGD	Local Self Government Department
LSGs	Local Self Governments
LT	Low Tension
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MOP	Manual of Office Procedure
MCF	Material Collection Facility
MEDISEP	Medical Insurance Scheme for State Government Employees and Pensioners
MLA	Member of Legislative Assembly
MP	Member of Parliament
MoA	Memorandum of Association
MT	Metric Tons
MEC	Micro Enterprise Consultant
MSME	Micro Small and Medium Enterprises
MoPR	Ministry of Panchayat Raj
MORTH	Ministry of Road Transport and Highways
MoRD	Ministry of Rural Development
MLTY	Municipality

MYRADA	Mysore Resettlement and Development Agency
NIC	National Informatics Centre
NMAM	National Municipal Accounts Manual
NPS	National Pension System
NSAP	National Social Assistance Programme
NUHM	National Urban Health Mission
NHGs	Neighbourhood Groups
NMR	Nominal Muster Roll
NGOs	Non-Government Organizations
NRW	Non-Revenue Water
OLOI	One Local Government One Innovation
OTP	One time Password
O&M	Operation and Maintenance
PCB	Pollution Control Board
PRA	Participatory Rural Appraisal
PA	Personal Assistant
P&ARD	Personnel and Administrative Reforms Department
PWS	Piped Water Supply
PMAY	Pradhan Mantri Awas Yojana
PHED	Public Health Engineering Department
PPP	Public Private Partnerships
PSC	Public Service Commission
QCBS	Quality and Cost Based System
QC	Quality Circle
RKVY	Rashtriya Krishi Vikas Yojana
RPMU	Regional Programme Management Units
RRF	Resource Recovery Facilities
REAP	Revenue Enhancement Action Plan
RTI	Right to Information
RTS	Right to Services
RWS	Rural Water Supply
SSA	Samagra Shiksha Abhiyan
SPS	Samaj Pragati Sahayog
SCSP	Scheduled Caste Special Plan
SC	Scheduled Castes
ST	Scheduled Tribes
SLEC	Scheme Level Executive Committee

STM	Scheme Transfer Memorandum
SIMS	Sector Information Management System
SEWA	Self Employed Women's Association
SMS	Short Message Service
SSFC	Sixth State Finance Commission
SWM	Solid Waste Management
SPV	Special Purpose Vehicle
SOP	Standard Operating Procedure
SAP	State Action Plan
SFC	State Finance Commission
SIRD&PR	State Institute for Rural Development and Panchayati Raj
SSLSC	State Level Scheme Sanctioning Committee
SLTC	State Level Technical Committee
SWSM	State Water and Sanitation Mission
SWD	Storm Water management/ Drainage
SE	Superintending Engineer
SCADA	Supervisory control and data acquisition
SDG	Sustainable Development Goals
SDC	Swiss Agency for Development and Cooperation
TISS	Tata Institute of Social Sciences
TAG	Technical Advisory Group
TGS	Technical Guidance and Support System
ToR	Terms of Reference
TRIDA	Thiruvananthapuram Development Authority
TCEDL	Thrissur Corporation Electricity Department
TQM	Total Quality Management
TMC	Transition Management Committee
TSP	Tribal Sub Plan
ULTS	UL Technology Solutions
URL	Uniform Resource Locator
UFC	Union Finance Commission
UNDP	United National Development Programme
UNICEF	United Nations' Children's Fund
UBA	Unnat Bharat Abhiyan
UA	Urban Agglomeration
UIDSSMT	Urban Infrastructure Development Scheme for Small and Medium Towns
VAP	Village Action Plan

VWSC	Village level Water and Sanitation Committee
VP	Village Panchayat
VPN	Virtual Private Network
VTC	Voluntary Technical Corps
WRD	Water Resources Development
WCD	Women and Child Development
WCP	Women Component Plan
YASHADA	Yashwant Rao Chavan Academy of Development Administration

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Introduction

1. There is an apocryphal saying, attributed to Mahatma Gandhi, which is full of meaning and relevance to Government particularly Local Governments – "Now that we have achieved 'Swaraj' we should move on to 'Su-raj'." Over the last three decades or so, Good Governance is a buzz word pushed by activists, UN agencies and even the World Bank, though with different ideological undertones.

2. When Kerala started People's Plan, it was essentially to humanize Government and move it closer to the door steps of the citizens. Consciously, several aspects of good governance were structured into the new system. The Commission believes that more than anything else, including financial investment, it is good governance which is the critical ingredient for development. Accordingly, it has been decided to have an exclusive Report on Governance.

3. In **Part A** of this Report, the focus is on Good Governance. Some of the features of Good Governance are discussed in great detail while some others are just explained briefly. The objective of the Commission is to sensitize the Local Governments especially the elected representatives on different aspects of good governance and, more importantly, to suggest that they are inter-related and it is necessary to understand each feature in depth but see them as an organic whole and incorporate all of them individually and holistically into governance process.

4. Local Governments need constructive and proactive support from the State Government to carry out their functions. There are several things which Government has to do to strengthen decentralization . Most of them have been brought out in the several reports of the Commission. Here, the Commission has brought together certain issues which are of a general nature and also certain miscellaneous items which have not been included elsewhere . **Part B** deals with such issues.

PART - A
GOOD GOVERNANCE

1. Good Governance

1.1 Participation

Introduction

1.1.1 In a sense participation can be equated with local governance and good governance. It is a key element of the governance system, providing people with the opportunity to inform, influence, monitor and evaluate public decisions, processes and actions. Accordingly, all the processes and features of the People's Plan campaign were predicated upon people's participation, right from the ideation stage of planning through the implementation stage up to the monitoring and evaluation stage. The very term 'People's Planning' indicates that ordinary people have a say in deciding what kind of development they choose and in the allocation of resources for their common good. In that sense beyond being consulted, people have a formal space in governance.

1.1.2 And from the point of view of social justice special efforts were made to ensure the participation of the outliers of development like the Scheduled Tribes, Scheduled Castes and traditional fisher folk, vulnerable groups like children, the aged and the differently abled women , transgender persons; not only to enhance the participation but also to deepen it. Formal spaces were created and processes put in place to make participation real and meaningful. Women's participation was given high priority. People's Plan also ensured the participation of experts, professionals, and activists from outside the Government not only in providing ideas for the plan through the Working Groups but also in vetting of plans and even giving Technical Sanction through Technical Advisory Groups (TAGs) which, unfortunately, were disbanded in 2012.It has to be specially mentioned that in palliative care there is a lot of voluntary participation especially in helping patients in need, providing them food and medicine etc. Participation attained a new dimension during the floods of 2018 and 2019 when spontaneously and voluntarily citizens became the first respondents even without a formal call and played a yeoman role in rescue and initial relief. In the case of the COVID pandemic, volunteers were formally mobilised and they played several roles like reaching out to the aged and vulnerable groups, acting as a link between those affected by COVID and

the health service, providing help to the migrants and even feeding stray animals.

Assessment

1.1.3 Local Governments are symbols of representative democracy, but the Gram/Ward Sabha is a symbol of participatory democracy. The recommendations laid down by the Sen Committee were incorporated into the Act in February 1999. The Committee strongly emphasised that the Gram/Ward Sabha is the best vehicle for achieving genuine people's participation in planning, implementation and monitoring of development programmes. The Committee attempted to bring about a restructuring of the Kerala Panchayat Raj Act, the Kerala Municipality Act, and the allied Acts with the vision of an effective Local Government capable of providing good governance at the local level with the full participation of the people.

1.1.4 The Kerala Panchayat Raj Act and Kerala Municipalities Act were amended in 1999 enhancing the roles and responsibilities of the Gram Sabhas / Ward Sabhas. The important areas for Gram Sabhas is listed in Annexe 1.1.1 and for Ward Sabhas/Ward Committees in Annexe 1.1.2.

1.1.5 There is widespread concern that the participation has been going down more so in urban areas. Whatever little participation is there, it is largely due to the Neighbourhood Groups of Kudumbashree who come because of their association with their Local Government. Gram Sabhas/Ward Sabhas function with minimum attendance and there are widespread complaints that the attendance is recorded either falsely or by going to the homes of the electors. Even among the attendees there is no serious discussion of issues and most of the decisions are confined to deciding the beneficiary, or, more correctly, rubber stamping the list produced before the Gram Sabha/Ward Sabha.

1.1.6 More pathetic is the status of Ward Committees which are mandatory as per the Kerala Municipalities Act in the Urban Local Governments which have a population of one lakh or more. A total of six Municipal Corporations and the three Municipalities of Kottayam, Alappuzha and Palakkad belong to this category. It is understood that they are not-functional, especially in the Municipalities. Tables 1.1.1 – 1.1.4 show Gram

Sabha/ Ward Sabha participation levels for various years, segregated by gender and social categories.

Table 1.1.1: Gram Sabha/Ward Sabha Participation from 2019-20

Tier of Local Government	Total Voters*	Plan Gram Sabha/Ward Sabha	%	All Gram Sabha/Ward Sabha	%
Village Panchayat	2,16,73,126	13,06,980	6.03	21,24,494	9.80
Municipality	35,84,349	1,31,728	3.68	2,27,129	6.34
Municipal Corporation	24,07,081	9,603	0.40	13,900	0.58
Total	2,76,64,556	14,48,311	5.24	23,65,523	8.55

Source: Data Collected and Compiled from 1200 Local Governments by the Sixth SFC
Note: Number of Voters from the website of the Election Commission

Table 1.1.2: Gender wise Participation in 2019-20

Items	Male	%	Female	%	Total	%
Participation in Plan Sabha in 2019-20	5,49,309	4.17	8,99,003	6.21	14,48,311	5.24
Participation (in all meetings 2019-20)	8,67,280	6.58	14,98,243	10.34	23,65,523	8.55
Total voters*	1,31,77,338	100	1,44,86,978	100	2,76,64,316	100

Source: Data Collected and Compiled from 1200 Local Governments by the Sixth SFC

Table 1.1.3: Category wise Participation in Plan Gram/Ward Sabha 2018-2020(%)

Tier	Year	Female	Male	General	SC	ST	Total
Village Panchayat	2018-19	62.94	37.06	82.64	14.91	2.45	100.00
	2019-20	63.46	36.54	81.94	15.54	2.52	100.00
Municipality	2018-19	61.43	38.57	88.93	10.53	0.54	100.00
	2019-20	62.41	37.59	89.50	10.01	0.49	100.00
Municipal Corporation	2018-19	55.70	44.30	93.46	6.49	0.05	100.00
	2019-20	59.12	40.88	95.18	4.76	0.06	100.00
Total	2018-19	62.74	37.26	83.33	14.43	2.25	100.00
	2019-20	63.34	36.66	82.75	14.95	2.31	100.00

Source: Data Collected and Compiled from 1200 Local Governments by the Sixth SFC

Table 1.1.4: Participation in the Plan Gram/Ward Sabha held during 2018-2020 in connection with the project activities

Tier	Year	Female	Male	General	SC	ST	Total
Village Panchayat	2018-19	55.87	44.13	82.28	15.74	1.98	100.00
	2019-20	61.95	38.05	81.88	16.17	1.96	100.00
Municipality	2018-19	65.44	34.56	87.96	11.69	0.35	100.00
	2019-20	63.19	36.81	87.77	11.90	0.33	100.00
Municipal Corporation	2018-19	55.61	44.39	93.45	6.50	0.05	100.00
	2019-20	63.21	36.79	93.85	6.07	0.08	100.00
Total	2018-19	56.79	43.21	82.98	15.22	1.80	100.00
	2019-20	62.07	37.93	82.49	15.71	1.80	100.00

Source: Data Collected and Compiled from 1200 Local Governments by the Sixth SFC

1.1.7 Even more tragic is the fate of Oorukuttams of Scheduled Tribes which, in Kerala have been given powers far more than Gram Sabhas/Ward Sabhas, almost on par with the Gram Sabhas envisaged under Panchayats (Extension to Scheduled Areas) Act 1996 (PESA). The Local Governments have no power to change the decisions of the Oorukuttam as per G.O(Ms)No 54/2003/Plg dated 31 May 2003.

1.1.8 Similarly, the experimental Matsya Sabhas in fisher villages simply did not take off. Table 1.1.5 shows the number of meetings held during 2018-20.

Table 1.1.5: Number of Matsya Sabha, Oorukuttam, Special GS held during 2018-2020

Category	Year	Matsya Sabha	Oorukuttam	Special Gram Sabha	Total
Village Panchayat	2018-2019	169	164	2,010	2,343
	2019-2020	1,972	1,472	1,702	5,146
Municipality	2018-2019	19	19	81	119
	2019-2020	76	63	67	206
Municipal Corporation	2018-2019	19	19	6	44
	2019-2020	5	3	3	11
Total	2018-2019	207	202	2,097	2,506
	2019-2020	2,053	1,538	1,772	5,363

Source: Data Collected and Compiled from 1200 Local Governments by the Sixth SFC

1.1.9 Thus, it is clear that the whole process of participation which is most critical in Local Governments has become routinised and probably even trivialized.

Reasons for low participation

1.1.10 The fact that participation is obviously low in spite of strong laws and clear process mandates under the People's Plan can be almost totally attributed to various reasons like, lack of citizens' understanding of the potential of Gram Sabha/Ward Sabha, wrong perception that it is only for beneficiary selection, lack of outreach by Local Governments and lack of discussion and action to assess felt needs both individual and overall , in consultation and in consensus with people, inability to attract the interest of experts in the locality and outside and so on.

1.1.11 Local Governments also mobilize Kudumbashree members to fulfil the quorum and this fuels the perception that fora is meant for only BPL category / poor women. Preparatory arrangements to reach out are not systematically carried out to bring about participation. No serious effort is taken by a large majority of Local Governments in ensuring participation. Both the officials and the elected representatives are equally responsible for the low participation.

1.1.12 Another reason is that the discussions are not properly facilitated and the issues for discussion presented in a detailed and clear manner. Also, proper recording of decisions and effective follow up are very weak. All these have resulted in weakening Gram /Ward Sabhas seriously.

1.1.13 A conceptually sound decision was taken some time back to set up Seva Kendras to give a physical identity to the existence of Gram/Ward Sabhas and to provide services which could galvanize local people. Though some buildings have been constructed, as a system it failed to take off. However, expenditure has been incurred as given in Tables 1.1.6.

Table 1.1.6 Plan Expenditure of Local Governments for all projects related to Seva Kendras from 2014 to 2021 (Rs. in Crores)

Year	Village Panchayat		Block Panchayat		Municipality		Corporation		Total	
	No. of projects	Expenditure	No. of projects	Expenditure	No. of projects	Expenditure	No. of projects	Expenditure	No. of projects	Expenditure
2014-15	404	2.41			8	0.20	3	0.02	416	2.63
2015-16	642	4.57	2	0.04	53	0.59	10	0.08	707	5.28
2016-17	475	1.92	1	0.004	44	0.48	10	0.05	530	2.45
2017-18	292	2.20	5	0.07	24	0.26	22	0.36	343	2.89
2018-19	163	1.05	15	0.23	22	0.26	26	0.41	226	1.95
2019-20	146	0.67	2	0.15	15	0.13	18	0.56	181	1.51
2020-21	116	1.33	2	0.01	13	0.36	10	0.89	141	2.60

Source: Consolidated from Sulekha Software, IKM

1.1.14 Except the District Panchayats, all other Local Governments have set apart less than one per cent for Seva Kendras for infrastructure facilities, as rent and for furniture. An average Rs.3.25 crores is the expenditure for three items rent, infrastructure and furniture. The details of expenditure from 2014 to 2020 are given in Table 1.1.7.

Table 1.1.7: Tier wise Plan Expenditure of Local Governments related to Seva Kendras from 2014 to 2020 (Rs. in Crores)

Tier of Local Government	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	Total	% share of total
(A) Rent for the Kendra and allied activities								
Village Panchayat	0.62	2.12	0.99	0.83	0.51	0.37	5.45	0.00021
Block Panchayat	-	-	-	-	0.07	-	0.07	0.00002
Municipality	0.09	0.10	0.08	0.14	0.14	0.02	0.57	0.00012
Municipal Corporation	0.01	0.02	0.02	0.05	0.10	0.08	0.29	0.00009
Total of (A)	0.73	2.24	1.10	1.02	0.82	0.47	6.37	0.00015
(B) Infrastructure facilities for Kendra								
Village Panchayat	1.09	1.96	0.68	0.76	0.29	0.31	5.10	0.00019

Block Panchayat	-	0.04	-	-	-	-	0.04	0.00001
Municipality	-	0.48	0.26	0.11	0.10	0.10	1.05	0.00022
Municipal Corporation	0.01	0.06	0.02	0.23	0.31	0.35	0.98	0.00032
Total of (B)	1.10	2.53	0.96	1.10	0.70	0.77	7.17	0.00016
C) Furniture for the Kendra								
Village Panchayat	1.17	1.82	0.67	0.78	0.32	0.13	4.89	0.00019
Block Panchayat	-	-	0.00	0.07	0.17	0.15	0.39	0.00009
Municipality	0.10	0.05	0.21	0.03	0.05	-	0.45	0.00009
Municipal Corporation	-	-	-	0.08	-	0.12	0.20	0.00007
Total of C)	1.27	1.87	0.89	0.97	0.54	0.40	5.94	0.00014
Total for Gram Seva Kendra	**3.10**	**6.65**	**2.94**	**3.09**	**2.06**	**1.64**	**19.48**	**0.0004**

Source: Consolidated from Sulekha Software, IKM

1.1.15 Bala Sabha (children's assembly) is a grassroots level organization of children developed by Kudumbashree Mission at Neighbourhood Group level to mobilise and nurture children's collective with the prime objective to prevent inter-generational transmission of poverty through capability enhancement of children. The Sabhas are a structured neighbourhood network of children consisting of 15 – 30 children in the age group of 5 – 18 years .

1.1.16 It is a collective attempt to ensure the participation of children in the democratic space at the Local Government level and in their community. Small Learning Groups for experimental and systematic learning, opportunities for understanding democratic process, participation in conserving environment, enabling children to get the benefits of collectivisation are the basic focal points of Bala Sabha.

1.1.17 It aims to accomplish the following:

(i) Thrust on overall development of children through a right based approach enhancing their creativity and leadership skills

(ii) Develop a model promoting democratic practices, camaraderie, analytical thinking and decision making among children

(iii) Holistic development of children addressing the social and emotional needs of children

Table 1.1.8 gives the total expenditure for Bala Sabha programmes coming under the sub sector child welfare. On an average Rs. 2.75 crores is spent annually for conducting Bala Sabha.

Table 1.1.8: Plan Expenditure of Local Governments for Bala Sabha Programmes from 2014 to 2020 (Rs. in Crores)

Tier of Local Government	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	Total	% share of total
Village Panchayat	0.81	1.23	1.02	1.61	2.49	1.74	8.90	0.0003
Block Panchayat	0.09	0.01	0.00	0.03	0.09		0.23	0.0001
District Panchayat	0.38	0.86	0.81	1.59	1.53	0.74	5.90	0.0011
Municipality	0.22	0.49	0.13	0.11	0.19	0.16	1.30	0.0003
Municipal Corporation	0.02	0.06	0.02	0.01	0.05	0.01	0.17	0.00006
Total - Bala Sabha programmes	1.52	2.64	1.99	3.36	4.35	2.64	16.50	0.0004

Source: Consolidated from Sulekha Software, IKM

Issues

1.1.18 There is very low awareness among the people about the roles and responsibilities of Gram/Ward Sabhas are also equally important. But the functions and responsibilities of Ward Sabhas have not been delineated clearly in the Kerala Municipalities Act.

1.1.19 Invitation is still through notices and social media is not used. Also, the information boards set up to provide different kinds of information have become dysfunctional.

1.1.20 The Gram Sabha/Ward Sabha agenda is not clearly explained in the invitation and in practice the focus is on beneficiary selection. Accordingly, discussions get confined to this item.

1.1.21 The Gram Sabhas/Ward Sabhas do not break up into groups and discuss general development issues affecting the Local Government as a whole.

Trained facilitators and sector experts are not deployed for thematic group discussions. At best local grievances alone are raised.

1.1.22 Since there are many Gram Sabhas/Ward Sabhas within a Local Government to be organised, many of them are conducted on a single day which makes it difficult for officials and the head of the Local Government to attend.

1.1.23 In the case of Oorukuttams, forest officials are not very prompt in attending them. Even in the selection of beneficiaries the process is violated and the selected list read out. The list of applicants, their marks, etc., are not provided. Sometimes, issues not there in the agenda are taken up and discussed.

1.1.24 Most of the times, the minutes are written casually and the attendance are not taken properly. Many a time the quorum is seen lacking. Sometimes the attendance is got signed outside the Gram Sabha/Ward Sabha. Also, the proceedings are not video graphed.

1.1.25 There is no effective system for getting the views of non-residents. It is seen that the better off sections of society do not participate in the Gram Sabha/Ward Sabha. Though nearly three-fourths of the participants are women, they are mostly Kudumbashree members and MGNREGS workers attending in a routine manner without due preparation.

1.1.26 The Gram Sabha/Ward Sabha coordinators are not very clear on their responsibilities. And they are not properly trained.

1.1.27 Mandatory items like presentation of accounts and audit process, explanation on why suggestions could not be implemented, functioning of beneficiary committees, details of voluntary activities in the Ward and the Local Government, etc., are not discussed.

1.1.28 There is no proper system of resolving disputes arising in the Gram Sabha/Ward Sabha or grievances brought before the fora.

Approach of the Commission

1.1.29 The Commission strongly feels that the most important institution of Local Governance is the Gram Sabha and Ward Sabha which are the fora for direct face to face democracy. In a sense they are natural and organic continuation of elections with voters exercising not their vote but the power of voice and choice on all matters concerning the development of their locality and their Local Governments. These are basic units of democracy and they need to be nurtured in the larger interests of the society. There is a need to build in these institutions a culture of discussion, debate, and dialogue, where dissent and differences get accepted as natural and where reaching of genuine consensus would be the dominant motive.

1.1.30 It is strongly felt that participation facilitates mutual trust between the elected representatives and the people. Even though there could be voices of disagreement and sometimes even deliberate heckling the elected representative has nothing to fear. The fora facilitate an understanding of the needs of the people and also for people to know the limits of what the Local Government can do. Good participation is good politics as it encourages continuous relationship with the voters.

1.1.31 The effective functioning of Gram Sabhas and Ward Sabhas ensure that the interface between the citizens and governance is enlarged and intensified. It is one of the best indicators of good governance. It is also the foundation for local development.

1.1.32 Obviously, it cannot be driven from outside .The people have to realize the importance of these fora, feel their effectiveness and then attend. What is required is a real interest on the part of the electoral representatives to discuss issues in public with the people and take decisions in a fair and transparent manner. Without this strong resolve, no law or Government instruction can have any meaning.

1.1.33 Even if performance has been hugely unsatisfactory, rather surprising for a State with politically conscious and active citizenry ever ready to claim and enforce rights, the Commission feels that there has to be a serious effort to strengthen Gram Sabhas and Ward Sabhas, and, of course, the other fora for experts, professionals and activists, as also spaces for volunteers.

Recommendations

1.1.34 **The Government should take steps to educate people on the significance of the grassroots level democratic institution, the Gram Sabha/Ward Sabha, using print, visual and social media.**

1.1.35 **All the citizens should be given information on the importance of Gram Sabha/Ward Sabha, their powers and responsibilities and the rights and obligations of citizens vis a vis Local Governments. In this pamphlet people should be made aware of the quantum of resources which were spent in the Local Government over the last five years.**

1.1.36 **The dates of the Gram Sabhas and Ward Sabhas should be fixed well in advance and the fact published in all prominent places and through print and visual media, distribution of notices, mike announcements. The State Government can declare a fortnight as Gram/Ward Sabha fortnight which will prepare people to participate. The meetings may be preferably held on or duty leave granted for compulsory participation of Local Government officials. Private institutions could be persuaded to allow employees to attend.**

1.1.37 **To start with there has to be an environment creation on the lines of the efforts made during the initial days of People's Plan. There should be campaigns through formal media and social media, outreach to citizens through students in schools and even religious and cultural institutions and civil society organizations and of course conventional methods like posters and notices. This may be repeated as many times as required till the institutions stabilize.**

1.1.38 **Meetings may be convened through online platforms also for more participation. Even those who working abroad can participate in the decision making and implementation.**

1.1.39 **A proper invitation with the agenda items with explanatory notes indicating the type of decisions to be taken may be circulated well in advance. This could be delivered through volunteers identified for each group of 25 families in Village Panchayats, 50 in Municipalities and 100 in cities.**

1.1.40 **The services of Residents Welfare Associations and Youth Organisations should be formally used.**

1.1.41 **The Kudumbashree system has an important role to play in strengthening the Gram Sabhas and Ward Sabhas. Though Mahila Sabhas is not mandated in Kerala as in States like Maharashtra, Himachal Pradesh etc., the Neighbourhood Groups should meet before the Gram Sabha and Ward Sabha, discuss the agenda and come out with their collective suggestions and ensure participation of as many families as possible.**

1.1.42 **Similarly, in urban areas, in addition to Kudumbashree, Resident's Associations could also meet before the Ward Sabhas, discuss the agenda items and come out with clear requests.**

1.1.43 **The Gram Sabhas and Ward Sabhas should be provided with all information on the performance of the Local Governments, in respect of programmes, works, services etc**

1.1.44 **There should be trained facilitators in each Gram Sabha/Ward Sabha preferably from the Kudumbashree set up or civil society organizations with each Gram Sabha/Ward Sabha having two of them of which one shall be a woman. The facilitators should facilitate the discussions properly, note down decisions and announce them. They could also explain the information made available for the Gram Sabha/Ward Sabha.**

1.1.45 **Gram/Ward Sabha convenor may seek advice /suggestions from local like Kudumbasree/ Residents Welfare Associations and other voluntary associations and incorporate in the agenda. The service of Anganwadi helpers/workers may also be ensured.**

1.1.46 **Typically, the Gram Sabhas and Ward Sabhas could focus on the following themes in their four meetings in a year:**

(i) Development proposals
(ii) Civic and other service delivery issues
(iii) Selection of beneficiaries
(iv) Submission of accounts and performance reports

1.1.47 **A comprehensive data base of every member of the households needs to be prepared by the Local Government. This database should contain the demographic, health, educational, employment profile of every individual, the details of house and property owned by the households**

should also be collected and compiled. This should form the basis for planning and beneficiary selection.

1.1.48 **The discussion in the Gram Sabha/Ward Sabha should be facilitated in such a way that the focus of the discussion would be the Local Government as a whole especially with respect to health, education, economic development, mobility, social development issues and so on. The local issues with focus on civic services, entitlements of people and their grievances vis a vis the Local Governments should be seen separately.**

1.1.49 **While taking decisions on allotment of benefits or indication of priorities it shall be done in two stages. In the first stage after a facilitated discussion the Gram Sabha/Ward Sabha should identify the norms and criteria for prioritization or conferring benefits. Thereafter these should be applied with reference to the items and a decision taken and recorded. This will ensure fairness, transparency and more importantly, greater acceptability.**

1.1.50 **Benefits received from Local Governments and other institutions should be published on the website after allocating a unique identification number to every household.**

1.1.51 **Special Gram/Ward Sabha/ Ward Committee for migrants may be held once a year. Local Government meetings of transgender persons may also be held.**

1.1.52 **The attendance of the Gram Sabha/Ward Sabha should be taken and in due course it should move on to biometric authentication. The details of participants should reflect their socio-economic character like SC/ST, women, persons with disabilities, job, education etc.**

1.1.53 **The Ward Member should preside over the meeting. The elected head or vice head or other members can also attend. While it is not possible for all officials to attend, the Panchayat, Municipality or Corporation should list out officials who should attend in respect of each Ward. Officials within the Ward like Anganwadi workers and ASHA workers have to mandatorily attend.**

1.1.54 **The proceedings of the Gram Sabha/Ward Sabha should be live streamed and made available in the YouTube with each Local**

Government or each district having a YouTube channel of which an important feature would be recorded proceedings of Gram Sabha/Ward Sabha. Experts from institutions like KILA can be appointed as observers

1.1.55 **The software Sulekha may be modified to include the data and place of the meeting. A proper monitoring system is to be ensured for the implementation**

1.1.56 **For the Oorukuttam special efforts are required. NHG members, the traditional leaders of the Ooru and tribal promoters need to play a role. To the extent possible this should be facilitated by the Tribal Extension Officer.**

1.1.57 **Where there are a lot of tribal hamlets, joint meetings can be held if accessibility is not a problem. But it is always better that joint Oorukuttam should be of people belonging to the same tribe. In such cases, there should be a permanent demarcation of such hamlets which would meet together always. Meetings must be held four times a year.**

1.1.58 **The Oorukoottam meeting should be recorded and be kept under the responsibility of the Tribal Extension Officer. Every Ooru should have a definite agenda around the following topics**

(i) Situational Analysis
(ii) Ooru Development Plans.
(iii) Priority criteria to identify the beneficiaries.
(iv) Project monitoring, revenue and expenditure figures, presentation of audit reports, social mapping and feasibility of various projects.

1.2 Equity and Inclusion

1.2.1 Social Justice is a constitutionally mandated function of Local Governments. Broadly speaking it has two elements, viz., Equity and Inclusion.

1.2.2 Local Governments are expected to reach out to the poorest first in the true spirit of Antyodaya. This will cover both aspects of Equity and Inclusion. These issues are dealt with in detail in Volume I of the Report.

1.3 Rights Based Development

1.3.1 Local Governments have an important role in the realization of statutory rights related to development which include

(i) Right to information
(ii) Right to work (in rural areas)
(iii) Right to education
(iv) Right to food
(v) Rights of senior citizens
(vi) Rights of people with disabilities
(vii) Mental health care
(viii) Forest Rights Act
(ix) Right to service delivery

1.3.2 Other than MGNREGS Local Governments have been performing only a few functions related to rights based development. As regards right to information, proactive disclosures are not happening . In respect of Right to service delivery , there is no awareness either among the functionaries or among the citizens and there is no monitoring either.

1.3.3 Right to City has now become very important aspect of good governance in Local Governments. It is based on the premise of equity and social justice and is not limited only to rights of the voters but extends to the rights of all inhabitants of the area. It has to be noted that this is applicable not only to Cities and Municipalities but to every Local Governments including Village Panchayats.

1.3.4 The important Rights to City are:

(i) Decent dwelling place for every family
(i) Provision of clean drinking water, sanitation , lighting and accessibility
(ii) Basic public health
(iii) Pedestrianization meaning good footpaths , dedicated lanes for non-motorized transport like bicycles and safe street crossings
(iv) Making public infrastructure including institutions elder friendly and disabled friendly.
(v) Providing safety to women and children in all public places
(vi) Caring of the absolute poor particularly the infirm
(vii) Provision of neat and clean street vending zones.

(viii) Provision of parks , play grounds and recreational facilities
(ix) Provision for modern crematoria with open access
(x) Protection of commons especially water bodies
(xi) Safe and clean beaches and river fronts

1.3.5 Post 2018 floods, environment has assumed special importance. Though formally not a transferred subject of Local Governments, they have to be the first respondent whenever there is a natural calamity. Beyond that , they have responsibilities for watershed based natural resources management including protection of rivers, streams, wetlands and water bodies and also preservation and upgradation of other commons (Detailed recommendations have been given in the chapter on Local Governments and Environment in Volume I).

1.3.6 In tribal areas, Village Panchayats and Municipalities have an important role in enabling tribals to access individual community and development rights in the forest areas where they have been staying. Post-acquisition of rights, the tribals have to be involved in sustainable management of the forests.

Recommendations

1.3.7 As Local Governments being closest to people have critical roles to play, in enabling citizens to access their rights, the following are recommended

1.3.8 Elected Representatives and officials should be given detailed training on different development rights

1.3.9 Government should prepare a manual indicating the roles and responsibilities of Local Governments, formal and informal, in the operationalization of the rights-based laws of the country.

1.3.10 Of course, ensuring the rights would depend on the financial resources available with the Local Government. But it is recommended that these and additional elements as identified by the Local Governments should be incorporated in the Citizens' Charter specifying what the Local Government would do ,in what time, in respect of each of the rights.

1.3.11 Local Governments may foster collaboration with community based organizations, resident welfare associations, NGOs and youth organizations, public sector undertakings and private sector entities etc to further programmes to realize the rights.

1.3.12 Local Governments should formally include a Chapter in their Plan on their Programme for implementing various rights.

1.4 Due Process

1.4.1 Due Process is a critical ingredient of good governance. It envisages that before taking a decision in development matters, the people concerned are consulted and their suggestions considered.

1.4.2 In the case of benefits to individuals and families, due process envisages a transparent publication of eligibility criteria and prioritization criteria and selection only on the basis of these with the prior approval of the Gram Sabha/Ward Sabha.

1.4.3 In other cases, where a claim is rejected or when punitive action is taken the principles of natural justice should be followed. That means the person concerned should be given an opportunity of being heard and the order communicating the decision should include the reasons. It should also indicate the process for appeal against the decisions.

1.4.4 Different aspects of services and regulatory functions and the issues related to them are summed up below:

Services

1.4.5 Local Governments are giving manifold services including various types of registrations, issue of various certificates, permits, licences etc. Under the Right to Service Act, 2012 Director of Urban Affairs and Director of Panchayats have issued notifications specifying the Services and the period in which they are to be given, name of designated authority liable to give service, names of appellate authorities etc. The latest notification in this respect was published in 2021 and 2020 respectively given in Annexe 1.4.1 and Annexe 1.4.2. However, the conditions, especially the documents to be produced for availing the services are not described in the notifications.

1.4.6 Kerala Institute of Local Government (KILA) has issued an exhaustive Handbook on the 'Services rendered and stipulated conditions' given by the Local Governments. Separate handbooks are there for Municipalities and Panchayats, and they were updated in the year 2019. The documents to be submitted along with the applications for obtaining the services and the stipulated conditions are all given in detail. 82 services rendered in

Municipalities, Corporations and Panchayats under various sectors which are detailed in the handbooks are enlisted in Table 1.5.1.

Table 1.5.1 : Services Provided by Local Governments

Sl No.	Services	Numbers
1	Birth and Death Registration	20
2	Birth and Death Certificates	
3	Marriage Registration and Certificates (Hindu Marriage Act)	04
4	Marriage Registration and Certificates (Common Marriage Act)	07
5	Building permit	10
6	Advertisement	01
7	Road Cutting	01
8	Social Security Pensions	07
9	Others	08
10	Industries, Factories, Trades, Entrepreneurships and Other Services Licences (IFTEOS)	02
11	Other Licences/Registrations	09
12	Related to Property Tax	13

Source: Compiled by the Sixth SFC

1.4.7 Even though the Right to Service Act has been in force since 2012, very few applications are filed in this regard and almost no one was penalised for non-delivery of services as far as Local Governments are concerned. This may be mainly due to the fact that the general public is still in the dark about the details related to the notifications and the provisions in the Right to Service Act.

1.4.8 Moreover, it is seen that there is a tendency to reject applications submitted for obtaining various services, without hearing the applicants and assigning valid reasons. One of the reasons for this is that most applicants are not aware of the documents to be submitted along with the applications.

1.4.9 Various amendments were made in the Act and Rules to simplify procedures in issuing various licences and permits, as a result of the Ease of Doing Business(EoDB) policy of the State Government. Unfortunately, this also has

not been internalised by most officials of the Local Governments and many stick on to the earlier regulations.

1.4.10 Even though the above-mentioned handbooks have been published, the conditions stipulated in them for issuing various certificates, other services etc. are not uniformly followed in all Local Governments. This may be due to lack of statutory directions on the part of the State Government. The name of appellate authority and the procedure and time limit for filing appeals are also often not mentioned in the rejection order/notice and the right of the applicant to timely file appeal is severely infringed. These actions are against natural justice and hinder the rights of the people and creates many difficulties for them and it is the common people who face the worst hardships due to red-tapism.

Regulatory Functions-Collection of various taxes and licence fees.

1.4.11 As per the provisions in the Kerala Municipality Act and Panchayat Raj Act various taxes are levied and collected and various activities are regulated by way of licences and fees collected.

1.4.12 The procedures are laid down in the Acts and Rules for collection of dues related to them.

(i) Issuing of demand notice
(ii) Distraint Warrants
(iii) Initiating Prosecution action
(iv) Revenue Recovery steps

1.4.13 Even though in Panchayats there are clear cut provisions in the rules related to the procedures to be followed for taking steps for realisation of dues, in Kerala Municipality Act, the provisions are not as well defined. There are also no specific rules to this effect, which results in unnecessary litigations and at times, verdicts go against the Urban Local Governments.

Taking penal action against violations in various provisions

1.4.14 As per various provisions in the Kerala Municipality Act and Panchayat Raj Act the Local Governments are bound to enforce many actions against persons who violate any law/rule. For e.g., if someone deposits rubbish, filth or excreta in public water bodies, under section 340A, he/she is liable to be punished on conviction, with a fine in the range 10000/- to 25000/- and with an imprisonment up to one year and the offence is cognizable and non-

bailable. Fines for offences and continuing offences are enlisted in the respective Schedules of the Acts.

1.4.15 To avoid the steps for prosecution against such offenders, if the offender wishes to compound the offence, it is to be given in writing conceding to the offence, and then the Secretary of the Local Government can compound the offence as per the Compounding of Offences Rules 1996 in both the Acts, by realising maximum 50% and minimum 25% of the fine prescribed in the respective schedule of the Acts.

1.4.16 But fine for certain offences are not enlisted in the Schedules and also do not feature in the schedules of the Compounding of Offences Rules. So, compounding of offences cannot be done in many offences and often prosecution action gets prolonged.

Regulatory functions related to unauthorised constructions

1.4.17 If any unauthorised construction/deviation from building permits and plans issued for construction of building is detected, action can be taken against the violators under various sections of the Kerala Municipality Act and Panchayat Raj Act.

1.4.18 Since formats for issuing notices and orders in this respect are not prescribed, the notices given are not proper or uniform and not legally standing and enforceable which leads to unnecessary litigations and verdicts going against the Local Governments, at times.

Eviction of Encroachments and protection of landed properties

1.4.19 All public streets and pathways, watercourses and land appurtenant to it, etc. under section 208, 208 A of the Kerala Municipality Act are vested in the Municipality and under section 376 of the Act the Local Government concerned is duty bound to protect them from any encroachments. For removal of encroachments the rule formulated in 1998 (Kerala Municipality (Penalty for Unauthorised Occupation of Poramboke) Rules 1998 is in force. This contradicts with the Land Conservancy Act 1957 as amended in 2016 as per SRO 204/2016 in which all Secretaries of Local Governments were conferred with powers of District Collector for removal of encroachment on Poramboke land. The dual legislation on the same subject creates legal issues.

Recommendations

1.4.20 To tide over the above issues and to make service delivery smoother clarifying the due process, the following recommendations are made.

1.4.21 KILA has prepared a handbook on services in 2009. This may be updated particularly by including the latest amendments in the Building Rules and other laws and rules. Provisions may be incorporated at the Kerala Panchayat Raj Act 1994 and Kerala Municipality Act 1994 that the services notified by the Government shall be provided as prescribed. Rules may be formulated to give legal validity to the Handbook. In sum, the rules should prescribe the type of services, the preconditions for availing such services including production of evidentiary support documents or in their absence the procedure to be followed, the mode of processing such requests and deciding on them and the manner of communicating the final decision which should record the reasons for the decision as also how appeal if any should be made.

1.4.22 There should be penalty on the persons concerned for violating the rules.

1.4.23 The details of the rules should be widely available online and in all the offices and institutions under the Local Government, local libraries, etc. This should be presented on a Board and displayed prominently in the Local Government.

1.4.24 Details in respect of each service should become an Appendix to the application form and should be given to the applicant.

1.4.25 As far as possible the services should be given online following strictly the principle first come first served and within the time lines prescribed.

1.4.26 In the case of infirm people, there should be a system where, based on a phone call, message, or request, volunteers would go and take the request in writing in the prescribed forms.

1.4.27 On processing such applications, if the services sought for cannot be given due to valid reasons such as non-compliance of rules, violation of guidelines/conditions, non-enclosure of required documents etc., in order to ensure fairness and natural justice, whenever such applications are rejected, first of all a notice has to be issued to the applicant specifying a

time frame to produce documents and show cause why it should not be rejected.

1.4.28 If no positive reply is received within the time limit, it should be rejected and the valid reason should be clearly mentioned in the rejection notice/order. In instances where the case is concerned with major issues like building construction, unauthorised construction, regularisation, giving stop memo to constructions etc., before taking any action, an opportunity to hear the applicants/petitioner in person should also be invariably given.

1.4.29 After conducting the hearing and examining the replies furnished, if still the defects remain, the rejection order should be given only as a speaking order detailing all the facts of the case. In all rejection notices/ orders the details regarding the name and address of the appellate authority, time frame for filing the appeal etc. should also be invariably given.

1.4.30 Rules need to be framed in respect of collection of taxes, method of service of notices, trial of offences etc. in Urban Local Governments.

1.4.31 Schedule IV and V of Kerala Municipality Act to be amended incorporating all penalties to be imposed for various offences, mentioned in the Act which were later incorporated as per various amendments in the Act. Such amendments are to be made in the Kerala Panchayat Raj Act in the respective Schedules too

1.4.32 In respect of unauthorised constructions, a common procedure may be prescribed in the Rules.

1.4.33 The Kerala Municipality (Penalty for Unauthorised Occupation of Poramboke) Rules 1998 may be rescinded in the light of the Land Conservancy Act 1957 as amended in 2016 as per SRO 204/2016 in which Secretaries of Local Governments were conferred with powers of District Collector for removal of encroachment on Poramboke as it is more easily enforceable than the Municipal Rules.

1.4.34 The processes related to selection of beneficiaries related to various beneficiary-oriented schemes, Plan process etc. are discussed elsewhere in the report.

1.5 Consensus

1.5.1 Sustainable Development Goal 16 envisages peaceful and inclusive society an essential feature of good Local Governance is promotion of consensus which alone can bring in peace and justice. To promote consensus the following recommendations are given

Recommendations

1.5.2 The Local Government should set up participatory fora as recommended by the Third ARC and reiterated by the Fourth SFC as follows:

1.5.3 A Citizens' Panel consisting of experts and activists consisting of 10 to 25 members unanimously selected by the Local Governments could be set up and they could be used as a sounding board by the Local Government which can refer issues to them for deliberation and consensus view. The panels should have the freedom to hold wider consultations with the citizens and experts and also peruse documents before giving their considered view.

1.5.4 Citizens' Survey should be made regular feature focusing on different services and be entrusted to trained students from a higher educational institutions.

1.5.5 Local Governments may conduct Deliberative Opinion Polls. In this system a casually selected representative sample of the population is called to a single place and the issue in question is explained in detail. Thereafter the group can ask questions and follow up with internal discussions and deliberations. Thereafter the opinion poll is conducted which can be with reference to proposed decisions of the Local Government.

1.5.6 When a Local Government proposes a project it can call a public hearing of all the beneficiaries and find out their views for improvement.

1.5.7 For consensus, clear norms need to be developed after lot of analysis and discussions particularly consultations with the stakeholders. These norms can be vetted in the fora mentioned in the earlier recommendation and the draft norms would be subject to public scrutiny and decisions. This will ensure social ownership. In a sense they would serve as a guideline for

developmental and even regulatory action. Such norms should be widely publicized after finalization.

1.5.8 Avoidance of conflicts among citizens and groups is critical to develop an atmosphere of consensus in creative action. Therefore, Local Governments should actively facilitate Alternative Dispute Resolution utilizing the services of District Legal Services Authority, students of Law Colleges, local Lawyers, and other respected persons. KILA could facilitate this after studying the excellent model developed by Cheriyanad Panchayat in Alappuzha which achieved the status of litigation free Panchayat.

1.6 Competence

1.6.1 One of the most widely acclaimed successes of Kerala's decentralization is the capacity building efforts. Right from the beginning of the People's Plan Campaign, primacy was given to improve capabilities, focusing on elected officials.

1.6.2 Initially the Planning Board coordinated the efforts and conducted wave after wave of trainings covering different topics. After some time, it was realized that there has to be institutionalization of the training programmes for sustainability, and naturally the Kerala Institute of Local Administration (KILA) was chosen for this purpose.

1.6.3 KILA is the unique institution set up in 1990 by pooling donations from Village Panchayats. Later, all Local Governments were brought under its purview. In 2017, the State Institute of Rural Development was merged into KILA which helped it gain good infrastructure and additional faculty.

1.6.4 KILA has several strengths. They include:

(i) A national and, to a good extent, international stature especially in South Asia.

(ii) A deep sense of ownership by the Local Governments who are formally represented in the General Council.

(iii) Tremendous capability in training of elected representatives, particularly on different aspects of decentralized planning.

(iv) Excellent infrastructure and facilities, including state of the art, library with more than 5000 books, and more importantly, ambience.

(v) Friendly and helping staff culture, quite different from a typical "Government" institution.

(vi) Stable tenure of its Directors, almost all of them being chosen on merit.

(vii) An excellent pool of committed resource persons or trainers-on-call known as extension faculty, numbering about 900.

(viii) Substantial funds from the State and Central Governments.

(ix) Collaboration with international agencies like UNICEF, UNDP, FAO, Swiss Agency for Development and Cooperation (SDC) as well as international partnership with Bhutan, Bangladesh and Sri Lanka.

(x) A very high degree of functional autonomy.

Issues

1.6.5 Training of Local Governments has certain intrinsic issues. They include

(i) Multi-dimensional inter-linked nature of work in Local Governments.

(a) Development.

(b) Welfare.

(c) Care and compassion.

(d) Civic service.

(e) Regulation.

(f) General Administration.

(ii) Primacy of processes in Local Governments.

(iii) Turnover of elected representatives every five years.

(iv) Elected representatives being a non-homogeneous group in respect of age, levels of experience, levels of education and socio economic background, interests etc.

(v) Difficulties in motivating the transition of elected representatives from political and social leadership to administrative leadership.

(vi) Limited time to get started and going.

(vii) Huge number of officials who still have the regulatory culture instead of the development culture.

1.6.6 There are other issues as well.

(i) KILA in spite of good efforts has not acquired the expertise required for urban Local Governments, especially cities.

(ii) Though Kudumbashree in itself has an excellent training system, it has no link with KILA.

(iii) Since the focus is on elected representatives, high quality training of officials, especially Secretaries covering different aspects of their work has rather been limited.

Recommendations

1.6.7 In order to expand its capabilities, KILA may enter into a formal bilateral relationship preferably through an MoU with national level institutions like Tata Institute of Social Sciences (TISS), Institute of Rural Management, Anand (IRMA), National Law School University, Bangalore, IIM, Kozhikode, IIT, Palakkad and with well-known institutions of other States like SIRD&PR, Mysore and YASHADA, Pune. Within the State, it may develop a formal network consisting of Universities in the State and autonomous institutions like CWRDM, KFRI, NCESS, CMD, CDS and IMG. These partnerships should result in sharing of resources, joint research, conduct of tailor-made trainings and support in developing training modules.

1.6.8 Thanks to the integration with SIRD, KILA has good facilities in Kollam, Thrissur and Kannur Districts. It has a reasonably functional place in Thiruvananthapuram which is on a rented basis. It is suggested that Government may use its good offices and get KILA at least five acres for a Thiruvananthapuram Campus by negotiating with the Kerala University or the Kudappanakkunnu Farm.

1.6.9 In all the other districts, KILA may enter into partnership with educational institutions or non-profits which have facilities for residential training. This should be on a long term basis to facilitate conduct of district level training programmes.

1.6.10 KILA should develop a competency framework for different positions in elected Local Governments and for officials. It could partner with IMG in developing this.

1.6.11 Now that the integrated LSGD cadre has come into being, a scientific training needs assessment of the new department may be immediately conducted and a kind of longish training programme for at least two weeks arranged for functionaries at the middle and senior levels, that is, from the second gazetted post.

1.6.12 In partnership with an expert group, KILA should develop a rigorous training methodology adopting the best principles of andragogy. For important topics, detailed outlines have to be prepared and the lecturer given instructions on handling the course.

1.6.13 For training programmes related to subjects like watershed management, eco restoration, tribal development, fisher-folk development, etc., intensive field attachments should be mandatory.

1.6.14 KILA should move into a system using the services of certified trainers pooled from among academicians, retired officials, and civil society organizations and even from the private sector. The credentials of all the existing extension faculty should be vetted by an expert group and then converted into certified trainers.

1.6.15 KILA should move in for demand based training which implies that Local Governments can come together and request for training in a topic or set of topics.

1.6.16 For LSGD employees, the following training programmes are suggested in accordance with the State training policy.

(i) Six months induction training for all Gazetted Officers

(ii) Three months induction training for all those promoted to a gazetted post

(iii) Three months induction training programme for Group III officers

(iv) Three months induction training for all engineers and other technical staff

For three months and six months training programmes, there should be at least two weeks of field visits and one week of training in a specialised institution. For the Gazetted Officers of LSGD, there should be three mandatory phases of training after the induction training, each of two weeks duration.

1.6.17 KILA should expand its research activities. This should include at least one action research for every faculty member and one core research for every centre. In addition, as an institution, KILA should facilitate mentored research on the lines of the Kerala Research Project on Local Level Development (KRPLLD) successfully implemented by the Centre for Development Studies (CDS) in the 1990s. KILA should get into a formal collaboration with CDS on all the three types of research.

1.6.18 KILA could partner with IGNOU and develop distance training modules for officials, elected representatives and lay citizens. This should include electronic courses also.

1.6.19 KILA should develop the Thaddesakam platform into a full-fledged Community of Practice which would facilitate group discussion of key themes, sharing of experience and clearing of doubts. This should be for the whole country.

1.6.20 KILA should volunteer to provide consultancy to the State Institutes for Rural Development and Panchayat Raj (SIRDPRs) of other States. Also, national workshops could be organized for other States as well as exposure visits for them. This will proactively influence other States by bringing them to Kerala and exposing them to the real life situation in respect of Local Government both positive and negative, so that they can take away lessons as appropriate to their State. KILA should use its own resources for this purpose considering the soft power associated with this.

1.6.21 KILA should set up theme specific Voluntary Technical Corps and mentor them so that they could be used in all aspects of capacity building of Local Governments, especially in developing 'beacons.'

1.6.22 KILA should develop simple but effective IT based learning material, both for professionals and elected representatives. These could include:

(i) Design of roads and buildings including use of cost effective and appropriate technologies.

(ii) Integrated watershed management including slope stabilization.

(iii) Natural farming.

KILA could partner with IT related non-profits in developing such material.

1.6.23 KILA should develop a depository of case studies.. A core resource group capable of preparing quality case studies should be developed by KILA from among its faculty as well as expert volunteers. The Tata Institute of Social Sciences could be asked to develop the professionals and handhold them for some time.

1.6.24 Watershed management though a top priority for combating climate change has not taken off even with the intervention of Haritha Kerala Mission. Therefore, a systematic approach is called for. Utilizing the services of MYRADA, Bangalore and Samaj Pragati Sahayog , Madhya Pradesh, a team of key resource persons should be trained for each agro-ecological zone with a larger number for hill areas. The organizations could handhold them

after the training in the field to develop viable projects. This learning could then be passed down to field level implementing officers.

1.6.25 Exposure visit to national best practices could be organized for elected leaders of Local Governments, who are capable of influencing their peers. For normative selection, probably preference could be given to winners of Swaraj Trophy.

1.6.26 KILA should take up the nodal responsibility for operationalizing Unnat Bharat Abhiyan in the State. A concept note on this may be seen in the Appendix 1.6.1

1.6.27 In local governance, more than knowledge and skills, attitudes are important. For developing curricula on attitudes and ethical values, KILA may partner with Initiatives of Change, Panchgani.

1.6.28 There is a demand from Local Governments that there should be more emphasis on management as relevant to Local Governments in the training course. This would cover the entire gamut of management with special focus on:

(i) Personnel
(ii) Performance
(iii) Public interface
(iv) Meetings
(v) Time
(vi) Conflict
(vii) Office/institution management
(viii) Finance
(ix) Project
(x) Soft skills including building partnership and alliances

For developing suitable modules, KILA could partner with IRMA and CMD.

1.6.29 Special efforts are required to strengthen KILA's strength in urban development. A team of highly qualified professionals need to be developed to function as trainers. The following subjects are of special relevance in urban areas.

(i) Urbanization and spatial planning
(ii) Right to city
(iii) Urban ecology

(iv) Civic services including pedestrianization and non-motorised transport
(v) Urban health
(vi) Urban poverty
(vii) Service delivery
(viii) Mobility and transportation
(ix) Resource mobilization
(x) Local economic development
(xi) Disaster management
(xii) Big Project Management including projects done by agencies like KWA for the urban Local Governments - with illustrative case studies from JNNURM , UIDSSMT and KSUDP.

1.6.30 In general, for all Local Governments, the following topics could be given special priority.

(i) Asset management.
(ii) Ethics and values including Constitutional values
(iii) Law
(iv) Rights-based development including civic rights and the rights of the poor and the vulnerable
(v) Environment/Ecology
(vi) Accountability, especially social accountability including grievance redressal
(vii) SDGs and the values incorporated in them
(viii) Enhancing own resource mobilization
(ix) Understanding of double entry system of accounting
(x) User charges and sample methods of fixing them
(xi) Importance of byelaws and the processes of procedures for their formulation and approval
(xii) Land pooling possibilities in Kerala
(xiii) Public private partnership – possibilities in Local Governments
(xiv) Regulation and enforcement
(xv) Local statistics including spatial data
(xvi) Local economic development
(xvii) Development of vulnerable groups – children, elderly, persons with disabilities, transgender
(xviii) Comparative local governance – national/international

1.6.31 The following additional target groups for training are suggested.

(i) MPs/MLAs

(ii) Political parties including trade unions
(iii) Media
(iv) CSR Managers
(v) NGOs/CSOs
(vi) Para statals and other agencies carrying out functions related to Local Governments
(vii) Officials of related departments:
- **a) Revenue**
- **b) Food and Civil Supplies**
- **c) Forest**
- **d) Police**
- **e) Labour**

(viii) Auditors of Local Governments
(ix) Senior officers of transferred departments at the district level and above
(x) Institutional committees of Local Governments
(xi) Leaders of Local Government Associations
(xii) Citizen education through community resource persons from Kudumbashree network

1.6.32 As per the recommendations of the SFC, it has been decided to set up a Fiscal Cell in KILA. It needs to be activated. Its ToR should include:

- **(i) Collection of all data related to revenues and expenditures**
- **(ii) Classification of data – Local Government-wise, theme-wise, sub theme-wise**
- **(iii) Stimulating research scholars to use data by pro-actively making the data available**
- **(iv) Providing performance report to the Heads of Department and Government indicating performance of Local Governments with special reference to areas of concern**

1.6.33 Though Kudumbashree can design their capacity building programme, KILA should coordinate all the programmes in respect of Local Governments to avoid duplication and achieve synergy. The Kudumbashree organization can use the infrastructure of KILA and also the trainers and KILA can also benefit from the specialised trainers employed by Kudumbashree.

1.6.34 Capacity building of IKM, Suchitwa Mission and Haritha Kerala Mission should be done by KILA after ascertaining their requirements.

1.6.35 KILA has ten Centres. Each Centre should develop a plan of action including a perspective plan for five years and an annual plan.

1.6.36 KILA should have a General Advisory Committee and also Sub Committees of this for each of the ten centres. There should also be a Research Advisory Committee which would provide advice to all the three forms of research mentioned in Recommendation No 1.6.17

1.6.37 Each Centre should prepare an Annual Report on its activities which should be consolidated by KILA. The Malayalam copy should be sent to all the MPs/MLAs and all the Local Governments, besides Secretaries to Government and Heads of Department. English copy should be sent to Ministry of Panchayat Raj, Ministry of Rural Development, Ministry of Urban Development, NIRD&PR, NIUA and all the State Institutes of Panchayat Raj and Rural Development.

1.6.38 For carrying out the recommendations given above, they may be grouped and action plan prepared using the Results-Based Framework which would be:

(i) Theme
(ii) Goals/objectives
(iii) Activities
(iv) Responsibilities
(v) Costs
(vi) Time-lines
(vii) Risks and mitigation measures
(viii) Outputs and outcomes
(ix) Means of verification

1.6.39 KILA has already achieved a level of excellence and after 32 years of its existence, the time is right for moving on to greater heights.

1.7 Responsiveness

1.7.1 By their nature Local Governments are the most responsive among the tiers of Governments particularly those at the cutting edge level . In addition to responding to issues formally, as in the case of developmental matters, rendering of services and handling grievances a special feature of Local Governments is the individual responsiveness of elected members to their constituents who approach them with myriad of issues and problems.

1.7.2 The responsiveness of Local Governments was best exemplified during the floods in 2018 and 2019 and the pandemic in the last two years. Even without formal powers ,the Local Governments became the first responders and they succeeded in calming troubled people and families giving them a sense of security.

1.7.3 Responsiveness is a cross cutting theme . More importantly it is also a function of attitude and behaviour. Some of the formal systems of responsiveness include

(i) Front office
(ii) Citizens charter
(iii) Grievance redressal
(iv) Immediate response to issues raised in Gram/Ward Sabhas

Recommendations

1.7.4 Most of the recommendations related to responsiveness figure in different parts of the Third Report of the Commission. Here it is only recommended that Local Governments need to move on to a regime where responsiveness is proactive and anticipatory.

1.7.5 As this is an issue more of attitudes than management, related more to culture than systems, the elected representatives and officials need to be given sensitization training to be more responsive.

2. Service Delivery

2.1 Civic Services

Categories of Service Delivery

2.1.1 Local Government provide most of the public services. They could be categorized as follows

(i) Civic services which are traditionally provided by Local Governments

(ii) Welfare services especially social security

(iii) Care and compassion services like palliative care, special care of people with disabilities and so on

(iv) Development services both human development services focusing on health, nutrition and education and economic development services especially related to agriculture and other sectors and self-employment.

(v) Ecological services an emerging area to ensure sustainable development especially like protecting water, air and land.

(vi) Regulatory services which are provided to the citizens to bring about a kind of socially accepted discipline in civic life in the interests of public health and better environment

(vii) Administrative services like issue of certificates for different purposes

2.1.2 Most of the recommendations relating to services other than civic services are given in different chapters

Civic Functions of Local Governments

2.1.3 Historically, Local Governments were civic bodies focusing primarily on what are called 'civic functions' till the Constitutional Amendments which made them responsible for development functions as well. The Village Panchayats, Municipalities and Corporations have a lot of civic functions to perform and often their performance is measured by the people through their effective discharge of civic duties.

2.1.4 In the initial days of decentralization, there was a feeling that with added developmental responsibilities, Local Governments witnessed slippage in carrying out their civic functions, particularly, in respect of waste management. But over the last few years, with several initiatives of the Government, particularly to the Suchitwa Mission and Haritha Keralam

Mission and also strong push from the citizens and the media, things have started improving.

2.1.5 The following are the civic functions of the Local Governments in Kerala.
(i) Street lighting and other energy-related issues.
(ii) Complementing drinking water supply
(iii) Waste management
(iv) Slaughter houses
(v) Crematoria
(vi) Play grounds
(vii) Parks

2.1.6 Efficient discharge of these functions can contribute to citizen satisfaction more than other activities of Local Governments. Accordingly, the Commission has rapidly assessed the performance of Local Governments in respect of civic functions and the conclusions are presented in the following sections.

Energy Related Issues

2.1.7 Maintenance of Streetlights has been a historic function of Local Governments. Till 1996 the KSEB carried out the function of installing and maintaining street lights and the Local Governments paid the electricity charges as fixed from time to time. In 1996 a fundamental change was effected making the Local Governments responsible for procuring the consumables required for street lighting and supplying to the Electricity Board for their maintenance. But unfortunately, unlike in the case of other departments, Local Governments were not given any control over even the field functionaries of KSEB, with the result that lot of confusion was created in the initial days and Local Governments did not gain much. But over time, the system has improved a bit, but problems still remain.

The following Table 2.1.1 gives the details of street lights maintained by Local Governments in Kerala.

Table 2.1.1 Details of street lights, high mast lamp and solar light points (No.)

Type	Item	Village Panchayat	MLTY	CORP	Total
Street Lights	No. of LGs	932	87	6	1,025
	No. of Street Lights	13,90,451	3,82,723	2,47,744	20,20,918
High Mast Lamp	No. of LGs	867	87	6	960
	No. of High mast lamp	11,217	1,801	5,520	18,538
Solar light point	No. of LGs	213	87	6	306
	No. of solar light points	6,759	1,280	233	8,272

Source: Data Collected and Compiled from 1200 Local Governments by the Sixth SFC

2.1.8 The details of tariff levied on various types of streetlighting are given in Annexe 2.1.1

2.1.9 In respect of maintenance, the following are the problems:

(i) Since procurement is done by each Local Government independently, cost efficiency is due to scale of purchase does not accrue.

(ii) For want of technical expertise, quality assurance systems are weak.

(iii) There is no formal accountability arrangements governing the relationship between the Local Governments and KSEBL in addressing issues of proper re-placement of bulbs and undertaking the required repairs in street lighting.

(iv) In spite of strict Government instructions, without any justification, many Local Governments do not pay the electricity charges in time when often results in unnecessary dispute between the Local Governments and the KSEBL. The following Tables 2.1.2 and 2.1.3 reveal the quantum of the problem.

Table 2.1.2: Statement of Receivables from Local Governments for the Quarter Ending 09/2021 - (LT & HT -Without Interest)

Period	Amount in Rs.
Upto 6 Months	4,80,94,701.10
6 to 12 Months	1,23,86,803.66
Between 1 to 2 Years	1,04,07,101.25

Period	Amount in Rs.
Between 2 to 5 Years	99,74,514.72
Between 5 to 10 Years	30,67,890.70
Between 10 to 15 Years	37,07,709.58
Above 15 Years	15,67,942.14
Grand Total	**8,92,06,663.15**

Source: Kerala State Electricity Board Limited (Format - 22), 2022

Table 2.1.3: Arrear Statement of Local Governments as on 30.09.2021 (Without Interest - LT Category)

Sl.No	Name of Offices	Amount excluding Litigation	Amount under Litigation	Total (Rs.)
1	Corporation-Office	23,05,487	1,46,704	24,52,191
2	Corporation-Public Lighting	42,36,656	0	42,36,656
3	Municipality-Office	20,19,502	1,98,814	22,18,316
4	Municipality-Public Lighting	2,15,08,999	29,62,157	2,44,71,156
5	Panchayat-Office	50,95,729	2,15,427	53,11,156
6	Panchayat-Public Lighting	2,56,25,015	1,28,97,222	3,85,22,237
7	All Local Governments -Others	1,13,07,475	6,87,477	1,19,94,952
TOTAL		**7,20,98,862**	**1,71,07,801**	**8,92,06,663**

Source: Kerala State Electricity Board Limited, 2022

2.1.10 Local Governments are responsible for payment of electricity charges of all institutions transferred to them like Anganwadis, schools, hospitals, etc. Due to the fear of disconnection, payments are not defaulted but there are avoidable delays with the heads of transferred institutions having to approach Local Governments frequently for providing funds.

2.1.11 During discussions with the Energy Management Centre(EMC), the Commission was informed that many of the electricity systems within the transferred institutions are not very efficient resulting in unnecessary waste of power and sometimes even posing safety issues.

2.1.12 Local Governments deposit money with the KSEBL and sometimes with ANERT for implementing projects related to extension of street lights, providing electricity connections to poor households, improving voltage, erecting solar power systems, etc. The details of these and other deposit works taken up with other agencies by the Local Government are provided in **Annexe 2.1.2**

2.1.13 The following issues are noted with respect to deposit works

(i) Discussions with officials of KSEBL and ANERT and interaction with activists of People's Plan, reveal that to a large extent, deposit works are resorted to towards the end of the financial year to avoid lapse of funds. Many a time the projects are not thrown up by the planning process and are ad hoc. Even detailed estimates are not taken before deposit.

(ii) Once deposited, both the Local Government and the KSEBL/ANERT are guilty of not monitoring implementation very rigorously with the result that works get delayed substantially.

(iii) Since KSEBL is not bound to complete the work within a particular period, instances of cost escalation are very common.

Recommendations

2.1.14 In the light of these issues, the Commission makes the following recommendations.

2.1.15 The KSEBL should identify cutting edge level officers like Overseer, who should visit the Local Government every week or as and when required by the Local Government to respond to non-functioning of electricity lines and related issues.

2.1.16 At the Local Government level, the existing Committee needs to be re-activated. The Committee should be chaired by the head of the Local Government except in the Corporations where the Standing Committee Chairperson could perform the task. In Corporations, KSEBL should be represented by an Executive Engineer, in Municipalities by an Assistant Executive Engineer and in Village Panchayats by an Assistant Engineer. This Committee should meet on a fixed day and time every month to sort out issues related to coordination.

2.1.17 For standard materials, the KSEBL could enter into a running rate contract with suppliers who would supply on indent from individual Local Governments .This could be done district-wise or region-wise.

2.1.18 KSEBL should put in place a system for quality assurance of consumables which cannot be done Local Government-wise.

2.1.19 KSEBL should prescribe a time-limit for attending to different requests of Local Governments regarding street light maintenance.

2.1.20 For maintenance of street lights, Local Governments have developed some innovative methods which are described in the Chapter on Good Practices in Volume III. Government may standardize these and direct Local Governments to adopt any model suitable to them with the freedom to continue the present system.

2.1.21 Street lights shall be mandatorily metered. This should be enforced by LSGD. If Local Governments do not meter within the time-lines fixed, Maintenance Funds and Development Funds should not be released till Local Governments produce evidence of having taken steps to get the street lights metered.

2.1.22 For all the un-metered areas, KSEBL may prepare estimates for metering and submit them to the Local Governments with a consolidated copy to the Additional Chief Secretary to Government (LSGD) for follow up.

2.1.23 In the case of transferred institutions, recommendations given in para 3.4 of the Supplement to the First Report should be scrupulously enforced.

2.1.24 Energy Management Centre (EMC) may be asked to conduct energy audit of all institutions transferred to Local Governments for which Local Governments may make payments from the Non-Road Maintenance Fund or any fund, other than Development Fund. The recommendations of the audit should be implemented by Local Governments for which they may be authorized to use any fund. In order to gauge the efficiency of this exercise, data of electricity consumption before and after implementation of measures suggested by the Energy Management Centre should be collected and consolidated.

2.1.25 EMC and ANERT may be declared as accredited agencies to develop viable projects related to non-renewable energy sources. EMC and ANERT should

take up feasibility studies, DPR, design, estimates and handholding the management of the project including maintenance.

2.1.26 ANERT has initiated a drive to provide technical support to Local Governments by training Master Trainers. In future, these should be from Kudumbashree and organized into service centres for supporting maintenance of solar installations.

2.1.27 ANERT may extend the rate contract services to purchases made by Local Governments also.

2.1.28 Local Governments may popularize electrical vehicles for collection of waste, especially by decentralized units and they could avail the technical assistance of EMC/ANERT.

2.1.29 While giving assistance to farmers, Local Governments may be instructed to give preference to solar pumps for agricultural purposes, solar cold storage for vegetables, solar milch chillers and solar dryers for vegetables and fish, subject of course, to the preference of the beneficiaries.

2.1.30 In order to operationalize G.O.(Rt)No.87/2020/Power dated 03.09.2020 Local Governments should get the buildings including transferred institutions assessed by ANERT/KSEBL for feasibility of solar power and estimates taken and implemented within two years, using any fund under their disposal. There should be a monitoring arrangement at the district and state levels to review the progress of this work.

2.1.31 Deposit works can be taken up only after incorporations into the plan following the due process. No deposit work should be allowed until detailed estimates are available. For each deposit work, there should be a standard agreement with the KSEBL detailing the rights and responsibilities of both parties relating to quality of work, time of completion, liability for cost and time increase.

Water Supply

2.1.32 Water supply is a Local Government function all over the world. In fact, it is a natural function and modern Local Governments arose out of the need for providing water and sanitation at the local level. But unfortunately, for reasons not known, water supply did not figure in the decentralization initiatives of mid 1990s. Till the mid-1980s Municipalities undertook

provision of water supply and they were supported by Public Health Engineering Department (PHED) which was known for its expertise and efficiency. But unfortunately, egged on by the World Bank, a disastrous decision to convert PHED into a so-called autonomous authority was taken throughout the country with Kerala being no exception. Now, Thrissur Corporation is the only Local Government providing drinking water to its population.

2.1.33 It is not commonly known that Kerala Water Authority (KWA) supplies drinking water in its capacity as a deemed local authority. In 1999 the KWA Act, 1986 was amended based on the recommendations of the Committee on Decentralization of Powers, mandating that if urban Local Governments demand transfer of water supplies to them, the KWA "shall" do so and in the case of Village Panchayats, KWA "may" do so.

2.1.34 Around this time, Government decided to transfer all single Village Panchayat water supply projects to the respective Panchayats. Unwillingness to implement this on the part of KWA coupled with the reluctance to take on the onerous responsibility of providing drinking water to its people, practically killed this initiative.

2.1.35 In Palakkad, the Village Panchayats were handed over the water supply system on as is where is basis without any system for verifying their state of repair, supporting rehabilitation or assisting in the operation and maintenance. In hindsight it looks as if it was designed to fail.

Issues

2.1.36 In respect of water supply, the long standing issue is the payment of charges for public stand posts. Though there is wide disagreement on the numbers, it is estimated that there are 196854 public stand posts in Kerala, for which Local Governments pay an annual fixed tariff of Rs.5512.50 per post irrespective of the quantity of water consumed.

2.1.37 Local Governments are not regular in paying their dues to KWA with the result that Government deducts at source the claims made by Kerala Water Authority without any validation. Though an elaborate system of verifying functional stand posts on ground with provisions for appeal to the Revenue Divisional Officer/Sub Collector, has been in place for nearly fifteen years, neither the Local Governments nor KWA has used this mechanism.

2.1.38 While Local Governments in their interactions strongly complained of non-functional public stand posts, none mentioned of using the system. It is surprising that how this farcical situation is continuing even now.

2.1.39 In the initial days of People's Plan, buoyed by the success of the Olavanna model of community based piped water supply, several Local Governments undertook local water supply schemes. Later on, many of them set up systems as deposit works by KWA. Now there is no data base on such schemes whether functional or defunct. This is a major lacuna.

2.1.40 As part of Jalanidhi, it is estimated that 5883 water supply schemes completely managed by the beneficiary community, were set up at a total cost of Rs. 1771 crores. Here again, there is no correct data base and anecdotal evidence reveals that several schemes have become defunct due to failure of source. In spite of several discussions, the role of Village Panchayats in respect of such schemes was not fully clarified beyond their initial capital contribution and their facilitating the community to give its share.

2.1.41 Again, as part of Jalanidhi, 125 single village panchayat drinking water supply schemes of KWA were properly rehabilitated and have been managed by communities for nearly two decades through full cost recovery for O&M. The lessons learnt in participatory rehabilitation and management of such water supply schemes have not been utilized for further replication.

2.1.42 Now a massive scheme to provide total coverage of piped water supply to every household, urban and rural, has been launched by Government of India through Jal Jeevan Mission (JJM) to be completed by 2024. Though the Government of India guidelines make them Local Government centric, Kerala has not adopted this approach.

2.1.43 As per the data available on 1-4-2020, only 17.49 lakh households out of a total of 70.69 lakhs in rural areas had piped water supply connections. In the last 21 months around 9.27 lakh Functional Household Taps Connections (FHTCs) have been provided under Jal Jeevan Mission which leaves a balance of 44.08 lakhs FHTCs to be provided.

2.1.44 The physical target for the next two years is around 40 lakh FHTCs which would cost up to Rs.30,000 crore. It would be dangerous to go ahead without

detailed micro planning. Though there is no share for the Village Panchayat in Jal Jeevan Mission, Kerala has prescribed a 15% share for the Village Panchayat and 10% for beneficiaries (In JJM the community share is only for the infrastructure within the village).

2.1.45 Another change is that the national guidelines stipulate 55 litres per capita per day (LPCD). This has rightly been enhanced to 100 LPCD.

2.1.46 But the other modifications throw up serious concerns. The Commission using the services of experts set up a Working Group and has arrived at the following Table 9.4 which narrates the provisions under the guidelines, the deviations made by the State and their implications. These are discussed under the different heads namely, institutional arrangements, planning process, implementation , capital cost sharing, operation and maintenance.

Table 2.1.4 Deviations made by the State Government against Provision under Guidelines of JJM

Provisions as per the Comprehensive Guidelines of JJM issued by GOI	Deviations made by the State	Impacts, Concerns and Remarks
Institutional Arrangements		
As stipulated in the Guidelines of JJM, GOI, the state has formed various institutional arrangements at the state level, district level and GP level *State Water and Sanitation Mission (Apex and EC) and State Level Scheme Sanctioning Committee (SSLSC) *District Water and Sanitation Mission (DWSM) at the district level. *Village Level Water and Sanitation Committee (VWSC) at GP Level.	Kerala has formed GPWSC instead of VWSC. The national guidelines envisage the VWSC as a community organization, but the GPWSC is more an official committee with only the GP President from the community side	The GPWSC cannot play the role of VWSC, the spirit of community ownership, participation will be lost. The O&M of in-village infrastructure after construction is the responsibility of VWSC as per the GoI guidelines, the effectiveness of GPWSC service provider role is doubtful.
It is envisaged in the JJM, that community should play key role in planning,	The ISAs who are to engage the community and facilitate	The community and to a great extent the Village Panchayats are yet to be sensitized on the

Provisions as per the Comprehensive Guidelines of JJM issued by GOI	Deviations made by the State	Impacts, Concerns and Remarks
implementation, management, operations and maintenance of in-village infrastructure there by leading to FHTCs to every rural household. The willingness of the community reflected through Gram Sabha resolutions and community contribution is a must.	Gram Sabha are not still in place.	basic principle of JJM. The implementing agencies are in a hurry to achieve targets leaving behind the community. Collection of beneficiary share will be an issue later on. As community contribution is not insisted in the beginning, generating sense of ownership in future will be a challenge. Future O & M and sustainability of in-village infrastructure assets will be affected.
Guidelines says GP or its subcommittee (a legal entity) has to carry out the responsibility and constitutionally as per 73rd amendment it is their constitutional obligation.	There is no clarity on the role of various stakeholders, especially with regard to O&M. The GPs have a feeling of being sidelined and have a feeling that the JJM is a WRD project.	Clarity of roles is critical for the sustainability of the assets created.
GP level Water Supply Committee is headed by GP President / Vice-president/GP member/or identified village leader by the Gram Sabha. Secretary of the GP is the secretary of the committee and it has the representation of at least 50% women, 25 % from elected GP representatives, and 25 % from representation of weaker sections.	In the state as per GO no.44/2020/WRD dated 24th August 2020 the GPWSC constitutes the following members GP President –Chairperson, GP Secretary –Convener, AEE (Projects) KWA, AE (Projects), AE (Maintenance) KWA, Junior Hydrogeologist/AE of GWD and Project Commissioner of KRWSA as members.	The prime responsibility of GP or GPWSC is the effective implementation of in-village infrastructure and its operation and maintenance after completion of the project. The guideline of the GOI says a user's committee under the chairmanship of GP President, but as per the GO, GPWSC has only one representative of the community (GP President) and all other members are Government Officers. This committee cannot manage a system with user participation in the long-run on sustainable basis.
GOI guidelines envisage SWSM and DWSM with	No exclusive SWSM or DWSM. Implementing	No separate PMU or DPMU or State level staff or District

Provisions as per the Comprehensive Guidelines of JJM issued by GOI	Deviations made by the State	Impacts, Concerns and Remarks
support System for secretarial, monitoring and supervision functions.	agencies are managing the implementation with existing staff.	level staff posted so far. Focused monitoring of the prestigious project may not be possible.
Planning process		
The GOI guideline says a detailed Village Action Plan (VAP) will be prepared by GP or its sub-committee with the of Support Agencies (ISAs), Implementation Agency, i.e.. (KWA/ KRWSA/GWD} based on a detailed baseline survey, resource mapping, PRA techniques, secondary data, need assessment, willingness of the community to pay the capital and O & M. The plan has to ensure convergence of funds from various development funds for grey water management, recharge activities, water safety and security etc. The VAP has to be agreed by GP through Gram Sabha.	VAP is not insisted on. Implementing Agencies are going ahead with DPRs prepared by them.	Schemes designed without thoroughly assessing ground truthing. Community engagement is yet to begin, will affect sustainability, community ownership and future operation and maintenance
As per the GOI guidelines there should be a comprehensive District Action Plan (DAP}) and State Action Plan (SAP) for ensuring the strategies for 100 % FHTCs for all Rural households in the state.	No such plans, existing non-KWA infrastructure including mini/micro WSS and private sources like homestead wells mostly neglected. Only scheme wise DER has been approved by DWSM and SWSM.	Comprehensive planning is missing, Projects prepared without detailed study. Long term sustainability is doubtful. Unrealistic physical and financial targets
GOI says comprehensive coverage of all rural households by 2024.	No comprehensive plan for full coverage. Open wells which are relied by over 62% of the population is not reckoned in the planning. Coverage plan is based on 2011 census, data may not be accurate.	GP schemes not accounted under pre-coverage, there are thousands of GP schemes implemented under various fundings. Assets worth at least Rs.3000 Cr. will be wasted.

Provisions as per the Comprehensive Guidelines of JJM issued by GOI	Deviations made by the State	Impacts, Concerns and Remarks
Implementation		
Guideline prescribes a process flow in the implementation to ensure long term sustainability of sources, systems and institutions.	The approach followed is supply driven. GP/ GPWSCs participation in the implementation is very minimum so far.	This will adversely affect O & M by the GP or GPWSC after commissioning or handing over the scheme to LSGs.
Guidelines give freedom to choose appropriate technology for sustainable supply.	No consultation process is done with user community or GP /GPWSC. Implementing department prepares projects and GP approval is obtained.	No choice for the community/GP.
Capital Cost sharing and O & M		
Government. of India guideline prescribes 10 % capital cost contribution on in-village infrastructure by the participating communities.	10 % beneficiary share and 15 % Gram Panchayat share on total capital cost is specified	The collection of BG/GP share is yet to happen. Will be difficult to realize Beneficiary share after giving connections. The per FHTC cost considering common components is more than double the limits fixed in GoI guidelines. Community will find it difficult to raise this amount.
The GOI guidelines say the community contribution can be collected either in cash or kind. The cash will be deposited in a separate account of GPWSC. This 10 % contribution will be incentivized to community/ GPWSC as revolving fund during the O & M period.	No clear-cut direction on collection and depositing Beneficiary/GP contribution.	Will be difficult to get the contribution at a later stage. Will adversely affect cash flow which in turn will affect payment to contractors.

Source: Report of the Working Group of the Sixth SFC on Coordination between Local Governments and KWA, 2021

2.1.47 Accordingly, the key learnings in the implementation so far are summed up in Table 2.1.5 below.

Table 2.1.5 Key learnings after first year of implementation

Key learnings	Description
Unrealistic targets fixed in the Annual Action Plan	The targets for the JJM implementation in the state are fixed based on 2011 census. As per census there are 67.15 lakhs of rural households in the state. Coverage at the beginning of the programme was only 17.25 lakhs households and the balance to be covered is 49.9 Lakhs HH. The institutional capacity of the implementing agencies in terms of manpower or fund absorption have not been considered and there are no steps to enhance these vital aspects. The physical target fixed was unrealistic. The state could achieve only 4.04 Lakhs FHTCs against a target of 21.48 Lakhs FHTCs in FY 2020-21.
Pre-planning missing	National JJM Guidelines specifies clear procedure to arrive at VAP, DAP and SAP. The state in its urge to achieve physical targets has avoided the planning stage activities and gone ahead with direct implementation. The ISAs which are to provide all support services to the GP and also key player in community mobilization are still to commence their activities.
Focus of Monitoring is fully on physical achievement of FHTCs.	The unrealistic targets caused severe pressure on implementing agencies and they overlooked the process and focused on targets only.
Providing additional FHTCs	Schemes identified for providing additional FHTCs is taken up with no assessment/feasibility for its capacity for covering additional FHTCs. The supply to existing consumers may be affected.
Absence of Stakeholders participation in Planning	Local Government Institutions /GPs or Communities are not consulted while preparing Detailed Engineering Reports. Almost all DERs are prepared by KWA without detailed field level assessment because of time pressure.
Lack of clarity among stakeholders in sharing of Capital Cost	Community and GPs do not have clarity on sharing Capital cost.
High Household Costs and absence of upper ceiling.	In most projects the per HH cost is over Rs.1 lakh. As per guidelines beneficiary has to share 10 % of capital costs. On an average the beneficiary share is more than Rs.10, 000 which may not be affordable to many families.
No subsidy for the poor and vulnerable sections	The state has not issued any orders for concessions for the poor SC/ST and Vulnerable groups.

Key learnings	Description
Acquisition of Land	Gram Panchayat has to ensure the land required for construction of scheme, but there is no clarity whether this can be treated as GP Share.
Self-Supply is not included as FHTCs	In Kerala there are over around 45 lakhs open wells and majority of the rural households use open wells as their primary source of drinking water. But open wells are not reckoned as FHTCs.
Road restoration charges	There is no provision for road restoration charges in the DERs. LG institutions cannot afford huge charges and roads will stay damaged for long periods

Source: Report of the Working Group of the Sixth SFC on Coordination between Local Governments and KWA, 2021

2.1.48 The Commission had interactions with the Additional Chief Secretary to Government (Water Resources) and Managing Director, KWA, and detailed interactions with the Gram Panchayat Association and several Secretaries of Village Panchayats and could understand the following:

(i) Consultations with Panchayats were mostly perfunctory ignoring the spirit of the guidelines where the local community has to understand different options of getting drinking water through piped water supply, know the cost and user charge implications and take a decision, with a continuing role in overseeing the implementation and O&M. This has to be ratified by the Village Panchayat.

(ii) Kerala Water Authority acts as the agency of the Village Panchayat in its implementation, but what the rights and responsibilities of the Village Panchayats have not been laid down.

(iii) Most of the schemes taken up are extensions which have given quick wins in terms of numbers, but about areas where there are challenges are not being given priority as they should have been in any scheme.

(iv) The issue of conversion of close 1.9 lakh public stand posts has not been considered even though they could result in as many as 10 lakh connections.

(v) Several Village Panchayats are not in a financial position to pay their share of 15%, as the capital costs are very high and arrived at without any consultation with the panchayats. Similarly, in many places it would be difficult to mobilize 10% of community contribution.

(vi) Though 47 Implementation Support Agencies (ISA) have been approved including the Kudumbashree, the roles and responsibilities have not been

laid down and it defies understanding how over 44 lakh connections could be provided without ISAs doing anything.

2.1.49 In such a scenario, the Commission has the following fears.

(i) Without deep local planning, cost effective sustainable water supply systems cannot be created and this planning has to take into account the existing water supply schemes including good quality drinking water wells and local water supply systems either set up by Local Governments or under Jalanidhi.

(ii) Many Village Panchayats would not be able to meet their contribution leading to default or if Government deducts at source, serious distortion in local level planning may happen due to disproportionate share going into water supply.

(iii) It looks as if the tariff would be common for the state and would be collected by KWA. While this would require proper systems for collection of revenue which if not initiated right at the beginning will be impossible at a later stage, more so, because the beneficiaries are not aware of the cost implications.

(iv) More than 60% of rural areas are supplied water through wells and ignoring them totally is not a wise decision. Abandoned wells have huge negative public health and ecological implications.

(v) Ignoring difficult areas particularly in the hills and in places like Kuttanadu and other water stressed areas, even after two and a half years of the launch of the scheme, is a matter of concern.

Recommendations

2.1.50 Government should stop deducting the water charges due from Local Governments to KWA at source. It should be the duty of the Secretaries to pay water charges for public stand posts from own source revenues or general purpose fund as the first charge, failing which, they should be held personally liable for payment of charges for delay.

2.1.51 A massive exercise to map all public stand posts as per existing records and prepare IT based status report of each including geo tagging should be launched as a special drive. This could be done using the services of the officials transferred to Local Governments as well as volunteers from academic institutions. Every team should have an authorized representative of KWA. This could be coordinated by the District Development Commissioners and/or District Collectors and should be completed within

ten days starting from 1st of May 2022. Based on the joint verification, the demand should be re-assessed and if there is any dispute, which cannot be solved by mutual consultations, it should be referred to the Revenue Divisional Officer/Sub Collector whose decision shall be final.

2.1.52 Simultaneously, an Action Plan to convert all the public stand posts into domestic metered connections should be taken up and given the first priority by KWA. In the case of extremely poor people, i.e., those who were having yellow (Antyodaya Anna Yojana) and pink (indigent sections of the population) PDS cards, differential rates could be fixed.

2.1.53 Likewise, a survey should be done of all local water supply schemes, functional or defunct, started by Local Governments or under Jalanidhi and a status report got prepared. This may be completed in six months.

2.1.54 For addressing complaints of Local Governments, KWA shall authorize cutting edge level functionary/functionaries as may be required who should report to Local Governments at least once in a week. These persons should be nominated by name.

2.1.55 In the case of Jal Jeevan Mission, the Commission would suggest the following:

(i) The guidelines regarding preparation of a comprehensive Village Panchayat level status report, multiple options of drinking water supply with cost and sustainability implications, informed choices by the community for which the social mobilization has to be done by the ISA, followed by approval of the Village Panchayat need to be strictly operationalized.

(ii) There should be a properly organized Gram Sabha where all details are given especially:

- **(a) Current water supply arrangements including drinking water wells and their status, especially coverage details. This should be shown on a digitized map.**
- **(b) The different options for achieving full coverage and the detailed costs of each option with justification.**
- **(c) Suggestions of the Gram Sabha.**
- **(d) Share of the Panchayat and community.**
- **(e) Likely user charges.**
- **(f) Arrangements for O&M and the rights and responsibilities of the Panchayat and KWA.**
- **(g) Proposed mode of implementation.**

(iii) After the meeting of the Gram Sabha, there should be an exclusive meeting of the Village Panchayat in which all elected representatives, key officials, VTC experts, members of the Standing Committee, President of CDS and others identified by the Village Panchayat participate. The meeting should discuss the following:

(a) Current water supply arrangements including drinking water wells and their status, especially coverage details. This should be shown on a digitized map.

(b) The different options for achieving full coverage and the detailed costs of each option with justification.

(c) Suggestions of the Gram Sabha.

(d) Share of the Panchayat and community.

(e) Likely user charges.

(f) Arrangements for O&M and the rights and responsibilities of the Panchayat and KWA

(g) Proposed mode of implementation

(h) Role of panchayat in supervising implementation

2.1.56 Based on this, after seeking necessary clarifications, the Village Panchayat should take a suitable decision and inform KWA. Then, based on the choice, the DPR should be presented with detailed maps including the route of the pipe line, road cutting involved, etc.

2.1.57 The innovative contribution of People's Plan, namely, the Voluntary Technical Corps (VTC) needs to be revived at the district level and also at the level of Corporation, Municipality and Block Panchayat. They shall include retired officials, experts in the sector from civil society organizations and professionals from Engineering Colleges and Polytechnics in addition to engagement of KWA and LSGD. They should be involved in the project formulation and project vetting stages and should help the Village Panchayat, Water and Sanitation Committee and the district level mission.

2.1.58 Resurfacing of roads, damaged due to laying of pipe lines, should be done by the same agency doing the work. The quality norm should be decided by the VTC.

2.1.59 Technical sanction should be given by the VTC at the Block level for the Village Panchayat. For urban projects District level VTC may be given higher powers for larger projects.

2.1.60 **Before starting the work, the beneficiaries should be called in groups and the project explained in detail including their financial commitments.**

2.1.61 **The share of the panchayat and the beneficiaries should be fixed on the cost of local distribution lines and household taps only and not on the total capital costs.**

2.1.62 **Even for schemes already taken up and completed or under implementation, there is a need for post facto carrying out of these processes.**

2.1.63 **First priority should be given to water stressed areas and difficult areas where plan preparation may start simultaneously with the help of Local Government leaders, Kudumbashree representatives, activists and technical volunteers.**

2.1.64 **All single village panchayat water supply schemes should mandatorily be handed over to the Village Panchayats after verification by the VTC to ensure that they are fully functional and taken over by mutual agreement by the Village Panchayat and KWA. For maintenance of these water supply schemes, the existing staff of KWA should be seconded to the Village Panchayat even while they will be continued to be part of KWA. For assessment and rehabilitation of single village panchayat schemes, the methodology learnt from past experience as summed up in Appendix 2.1.1 may be adopted.**

2.1.65 **Similarly, all the community based water supply projects should be rehabilitated for which Government may come out with clear policy on the roles of the beneficiary group, Village Panchayat and KRWSA. This should be based on the experience so far which is outlined below.**

2.1.66 **In the case of multi-village panchayat schemes, the bulk water supply strategy may be followed. Lessons may be adopted from the experience under KRWSSP. The methodology is described in Appendix 2.1.2**

2.1.67 **KRWSA should be designated as the Technical Support Agency for Local Governments for community based water supply schemes providing a range of services like social mobilization, design and construction, capacity building for maintenance, water quality monitoring, etc.**

2.1.68 A performance benchmark system may be put in place for water supply at the level of Local Government for ensuring accountability and local ownership. The note in Appendix 2.1.3 elaborates this point and Government may take a suitable decision.

2.1.69 Till such arrangements are put in place, the existing system will obviously continue. During this interregnum, the Village Panchayats, Municipalities and Corporations, the Kerala Water Authority and the LSGD should be given specific roles in the implementation of Jal Jeevan Mission and monitoring of all water supply schemes including past schemes as shown in Table 2.1.6

Table 2.1.6 Potential Roles in Water Supply

Institution	Roles
LSGD	Policy Financing Capacity building of Municipality/ Municipal Corporation and Kerala Water Authority Dispute resolution/ arbitration
Local Government	Principal/Contracting Authority Regulation Approvals and Supervision Monitoring and evaluation
KWA	Service Provider Operation and Maintenance Technical support to Local Government

2.1.70 KILA and KWA should jointly organize a capacity building programme covering technical officials, other related officials, community leaders, and elected representatives.

2.1.71 With reference to urban areas, the phase 2 of AMRUT is yet to take off even though the GoI have laid out the broad policies and signed the MoU with the State Government. It is too early to comment on the performance.

However, going by the not so happy experience in implementing JNNURM, the earlier version of AMRUT and Smart Cities Project , certain general recommendations are made

(i) To the extent possible DPRs should be prepared by specially selected groups of experts or consultant agencies identified on the basis of QCBS.

(ii) To the extent possible, the Municipalities and Corporations should directly implement the components for which they may be given the freedom to hire professionals permitted by Government.

(iii) For big programmes like Smart Cities where SPVs are necessary, they should function closely integrated with the municipal system which includes reporting to the Secretary, reporting to the Standing Committees and elected council involving the engineering wing and the public health wing located within the corporation office.

2.1.72 As regards sewerage over the last 40 years, except in small extensions, the experience has been extremely bad. At the same time, most of the urban areas of Kerala require underground sewerage which is very costly and therefore after extensive consultations with the elected Local Governments, and experts in the field, a policy paper may be prepared on the approach proposed to be adopted for expanding sewerage within Kerala. This should be then subject to widespread public consultation especially in the priority areas to avoid misunderstandings which often lead to irrational opposition. This policy should consider costs and benefits and technical viability of septage to be treated in FSTPs and decentralized sewerage systems.

2.1.73 Learning from experience of JNNURM, if the Urban Local Government has to entrust the execution to KWA, it should be on clear terms of engagement with accountability of KWA and full ownership and responsibility of the urban Local Government be ensured.

2.1.74 User charges to meet full O&M cost are a must which implies that such rates should be set Urban Local Government- wise according to the local situation, this should be discussed upfront before starting the project so that there is acceptance by the people.

2.1.75 As stipulated in the GoI guidelines, the project should emanate from the City Water Balance study which needs to be done properly and

disseminated widely. there could be hackathon kind of consultations to ensure that more than one feasible technological solution emerges facilitating the Urban Local Governments to make an informed choice. The environmental aspects of the programme which looks at full water cycle water right from its source to final treatment disposal and recovery are important from an ecological sense.

2.1.76 In view of the complexity of the situation, a gradual but steady approach is advocated. In the planning process water supply and sanitation should be fully participatory following all the stages and the final choice should rest with the Local Governments

Sanitation and Solid Waste

2.1.77 Data regarding the other sanitation and solid waste services are presented in **Annexe 2.1.3**

2.1.78 A cursory analysis of the data shows that in respect of solid waste management there has been considerable improvement due to the efforts of Haritha Kerala Mission , Suchitwa Mission and Clean Kerala Company and the strict rules issued by Government of India and a proactive National Green Tribunal.

Recommendations

2.1.79 As originally envisaged, under Haritha Kerala Mission, there should be detailed local plans for solid waste management starting from the household. Each household should be given a choice of simple technologies for organic and biodegradable waste management in-situ. Based on the informed choice of the household, the Local Government should facilitate households to access the equipment required . The Local Governments should through Kudumbasree set up service units to provide turnkey services for installation maintenance repair and troubleshooting when specific problems arise.

2.1.80 All these details should be mapped on GIS so that service areas and the responsible units are clearly identified.

2.1.81 As is being done in big cities all Local Governments should prepare a calendar for collection of non-biodegradable waste depending on need. The

citizens should know on which day a particular service is available and preferably it should be provided at the doorstep.

2.1.82 Based on the generation of waste and other consideration like distance, transportation etc. facilities common facilities could be located for vermicomposting , resource recovery and material collection. Again, as micro-enterprises.

2.1.83 A state-wide action plan is needed for identifying land for establishing sanitary landfills for waste which cannot be treated in any form. The study done for Suchitwa Mission in 2011 had suggested 6 regional facilities for solid waste treatment . This may be updated for implementation.

Other Amenities – Regulation of Parking

2.1.84 In the State with the highest density of vehicles with very little public spaces and narrow roads, parking is a huge challenge. It is a common complaint of the citizens that private cars encroach upon walkways affecting pedestrian rights. Haphazard parking also adds to the traffic congestion. Therefore, proper regulation of parking is utmost importance especially in the urban areas and urbanizing areas. Further , application of parking charges will prove to be a significant source of revenue to Local Governments especially Urban Local Governments . The revenue can be used to operate and maintain parking facilities both off street and on street. The Commission, therefore, makes the following recommendations.

Recommendations

2.1.85 Regulating parking spaces should be a mandatory responsibility of the Village Panchayats, Municipalities and Corporations.

2.1.86 Village Panchayats, Municipalities and Corporations should be given the power to discharge this mandatory function in coordination with the Police and PWD, National Highways and also the Regional Transport Authority. Traffic regulatory committees in Local Governments may be involved more in this . In Panchayats, the Development Standing Committee , in Municipalities, the Public Works Standing Committees and in Municipal Corporations the Town Planning Committees may undertake this responsibility and play a leading role.

2.1.87 To streamline parking, it is suggested that Local Governments may use the App 'My Parkings' which is being developed by the Ministry of Road Transport and Highways. LSGD should facilitate in the use of this App by Local Governments.

2.1.88 User charges to be fixed

2.1.89 Byelaws have to be made by Local Governments for identifying and providing parking spaces and demarcating no parking zones, user fees to be collected, and processes of enforcement.

2.1.90 The Parking Policy was adopted by the State Government on Urban Local Governments as per G.O.(MS)No. 62/2011/LSGD dated 26.02.2011 (Annexe 2.1.4) .This may be revised and updated and also suitably adapted for Village Panchayats.

2.2 Service Delivery through Ward Level Institutions

2.2.1 A major objective of decentralization was to reduce the distance between the people and the Government with special reference to delivery as services. To a considerable extent, this objective has been realized. Now Government have announced the policy of door step delivery of services.

2.2.2 Some recent incidents in Local Governments have revealed that decentralized systems can acquire considerable opacity paving the way for malfeasance, especially siphoning off public resources. Also, there is a widely prevailing opinion which deserves attention that in larger Local Governments, especially, City Corporations and big Municipalities, even though many services have become on-line, people have to go to the main office adding to the workload there. In this context especially using the potential of electronic service delivery and also to achieve the larger objective of enhancing local participation, the Commission makes the following recommendations.

Recommendations

2.2.3 The size of the wards, both in rural and urban areas, is very large in Kerala. So, they are a viable unit for delivery of many services and this can be done through Seva Kendra, at the ward level which was approved as per GO(MS)No.112/2014/LSGD dated 25-6-2014 but not operationalized.

2.2.4 The Seva Kendra should be a dynamic focal point of all activities of Local Governments and also in the case of activities related to door step delivery of the Government also.

2.2.5 It should function as the headquarters of Gram Sabha and Ward Sabhas and sister institutions like Oorukootoms and Matsya Sabhas. This would involve organizing the meetings of these bodies, facilitating their smooth conduct including effective discussions and positive decision making, follow up on the decisions and transmit feedback to local people.

2.2.6 It should serve as the office of the Kudumbashree ADS.

2.2.7 It should be the focal point for various ward level committees related to health and sanitation, nutrition, agriculture, environment, etc.

2.2.8 It should be given the basic responsibility in preparing plans under MGNREGS as part of the labour budget.

2.2.9 It should be the nodal point of adult literacy, Palliative Care and Jagratha Samithi.

2.2.10 It should be the single source of information to the public related to all Local Government initiatives and those initiatives of Government which have local implications like public distribution system.

2.2.11 It should be the single point for pro-active disclosure of all information related to Local Government.

2.2.12 It should be the centre for information related to migrants.

2.2.13 All local maps and local data should be made available.

2.2.14 It should be the meeting point of cutting edge personnel providing service to the people like Junior Health Inspectors (JHI), Junior Public Health Nurses (JPHN), ASHA workers, Anganwadi workers, Agricultural assistants, Livestock assistants, Saksharatha Preraks, SC promoters, ST promoters, etc. These officials should be available in the Seva Kendra on dates fixed by the Local Governments concerned and this should be exhibited.

2.2.15 **Seva Kendra should also coordinate the activities of different volunteers formally engaged with the Local Government including student volunteers.**

2.2.16 **The Seva Kendra should play the central role in realizing the functions and responsibilities of Gram Sabha/Ward Sabha.**

2.2.17 **Most importantly, it should be a point of service delivery on the lines of Akshaya Kendra. The list of services which can be provided through the Seva Kendras using a suitable IT platform include all services provided by Akshaya centres and all citizen services available in ILGMS such as payment of taxes ,licenses and permissions, social security pensions, birth and death certificates, building permits, public safety, public grievances etc**

2.2.18 **The Seva Kendra should also be the outreach facility of Local Governments.**

2.2.19 **It should receive grievances, follow them up and report the final result to the person(s) concerned.**

2.2.20 **Land required to provide at least a 10 sq. m. building may be identified by the Local Government for Seva Kendra with Local Governments having the freedom to have larger structures based on land availability. In urban areas, where land may not be available, Seva Kendras could function from libraries, cultural centres, etc.**

2.2.21 **The building for the functioning of the Seva Kendra could be constructed using affordable construction technologies and suitable designs identified by Government and adopted by the Local Governments. Preferably, it should have a unique architecture .The construction could be done using MGNREGS funds in rural areas and using sponsorships in urban areas.**

2.2.22 **All the Seva Kendras should be connected first as part of K-phone connectivity. Till that time, they may use main connectivity provided by BSNL, Rail Tel, etc. Typically, the Seva Kendra should have the following IT infrastructure.**

(i) Optical fibre Internet/Broadband connection
(ii) Desktop or laptop computer
(iii) 1 KVA Uninterrupted Power Supply
(iv) Printer /scanner

(v) Mechanism for online payment

2.2.23 Wherever there is space, Local Government should be encouraged to set up reading rooms and libraries attached to the Seva Kendra.

2.2.24 The Seva Kendra should be outsourced to Kudumbashree for managing for which they should be able to collect reasonable user fees. Local Governments may supplement where user fees cannot be collected beyond a point. The ADS could identify suitable volunteers at least two per Seva Kendra. These volunteers should be given minimum IT training including data entry in Malayalam.

2.2.25 **Cutting edge Local Governments could play, as decided by them, a mediating role to enable citizens to access different services provided by the State and Central Governments and their agencies. The mechanism of Seva Kendras could be utilized for this.**

2.3 Social Enterprises

2.3.1 The Terms of Reference of the Sixth State Finance Commission (SSFC) have specially mentioned that recommendations have to be made in improving efficiency of governance, among other things by using Social Enterprises in providing accountable services.

2.3.2 There are different types of Social Enterprises and the following definition brings out their variety. For the purposes of the SFC drawing on the publication of SEWA entitled 'A Report on the Status of Social Enterprises within the SEWA Ecosystem (2019), social enterprises, are essentially run on commercial principles of efficiency and profitability and financial sustainability.

2.3.3 At the same time, they pursue a mission of social good and focus on solving social problems providing services to the disadvantaged, to make up for or supplement those provided by public agencies. There is certainly a balance between altruism and legitimate business interests. Preferably such enterprises are run by ordinary people to earn a decent livelihood . Though it is highly subjective and based on social values of the entrepreneurs of the social enterprises, it is expected that such enterprises would not profiteer at the expense of the social cause, and to the extent possible, reinvest surpluses to improve performance.

2.3.4 For the purposes of the SFC, Social Enterprises would have the following characteristics

(i) Delivery of socially needed services or performance of functions like promoting local economic development

(ii) They will have all the characteristics of enterprises

(iii) Such enterprises should be run by groups with clear preference for disadvantaged and poor groups.

(iv) There has to be a balance between decent earnings and affordable services.

(v) The pricing of products and services should be fixed by the enterprise group keeping the above principle in mind. But if they are subsidized, then the prices have to be lowered in tune with the subsidy and the Local Governments would have a say in it.

(vi) These enterprises are expected to be socially responsible, financially viable and acceptable to the people.

(vii) In deserving cases, cross subsidization could be done but in a fair and transparent manner subject to acceptance by the community of uses.

(viii) Such enterprises should not be to privatize Local Government services but to extend them further and/or get them delivered effectively with a human face.

(ix) Social Enterprises could also function as an agency for the Local Government, carrying out functions which are normally tendered for, like operational maintenance of water supply, sanitation facilities, buildings and so on.

Types of Social Enterprises

2.3.5 Broadly there could be three types of Social Enterprises - one providing the last mile services. These would include the following:

(i) Health including care of old aged, palliative care, etc.

(ii) Construction of CWS homes

2.3.6 The second would be providing services as an agency of Local Governments which would include civic services

(i) Management of water bodies, running of local markets

(ii) Operation and maintenance, small construction groups

2.3.7 The third category would be to provide services related to subjects in the functional domain of Local Governments particularly to improve local economic development. These would include:

(i) Turnkey services to farmers like the services provided by Green Army
(ii) Improving the value addition to farm products
(iii) Providing affordable food to the public

2.3.8 Social enterprises have the following advantages

(i) They would have the necessary quality standards and performance standards
(ii) The poor would gain decent jobs
(iii) Services by Social Enterprises are more sensitive to the needs of the people.
(iv) There is greater social acceptance of such enterprises especially those run by the poorer sections of the society.
(v) Such enterprises can promote cost efficient and innovative technologies

2.3.9 The following are the issues related to the implementation of Social Enterprises in the past

(i) The burden on the enterprises to collect user fee from reluctant households
(ii) Stereo typed design of enterprises across geographies
(iii) Risk of promoting the unjust and unfair social order-based occupational pattern of a traditional society, which is particularly true in waste management
(iv) Absence of assured continued support from the Local Government or the Kudumbashree Mission
(v) Difficulties of gelling into a group
(vi) Absence of a Detailed Project Report with clear assumptions and projections
(vii) Absence of sustained training
(viii) Pervasiveness of subsidy culture with units collapsing after the subsidy is exhausted
(ix) Apathy of the Local Government bureaucracy and delays in troubleshooting and even making payments
(x) Lack of harmonious relationship between the enterprises and the political leadership of the Local Government

(xi) Passing on the burden to the enterprises and washing off responsibility by the Local Governments

Recommendations

2.3.10 A quick study may be conducted by an Expert group with the involvement of experts from top institutions in the State of the existing Social Enterprises.

2.3.11 Immediately thereafter, studies may be made of the prospects for the kind of Social Enterprises mentioned in this Report. This again should be done by an expert group and done in a progressive manner moving on from one block and one urban Local Government in every district to full coverage.

2.3.12 Kudumbashree Mission should consider both the reports and initiate policy discussions with the Local Governments concerned.

2.3.13 A special team may be constituted by Kudumbashree which can help in preparation of the broad initial plan of action and later the DPRs of each enterprise.

2.3.14 While, to the extent possible, Social Enterprises have to be self-financing for certain categories, norms for subsidy may be developed by the Kudumbashree Mission with sufficient flexibility to the Local Governments.

2.3.15 Expert mentor agencies may be identified at the State level and academic institutions at the local level to support the Social Enterprises.

2.3.16 Kudumbashree should set up a handholding mechanism of which the last link could be the Micro Enterprise Consultant (MEC) system suitably adapted for Social Enterprises.

2.3.17 There has to be a general capacity building of the entrepreneurs as well as the officials involved followed by enterprise-specific trainings.

2.3.18 There should be a formal troubleshooting mechanism to which problems can be addressed and solutions sought.

2.3.19 A clear manual may be prepared by LSGD which would be binding on the Local Government in terms of different responsibilities related to funding,

collection of user fees and payment of eligible assistance and so on. This is to avoid unnecessary harassment of the enterprise units.

2.3.20 Handbooks may be prepared for different types of units to help in their proper management.

2.3.21 There has to be absolute clarity on the role of Kudumbashree Mission, the Local Government and the enterprise groups in respect of different categories of Social Enterprises, ideally in the form of a simple circular.

2.3.22 Wherever appropriate, consortiums of Social Enterprises could be encouraged to scale up activities or achieve synergy.

2.3.23 There should be a tracking mechanism which can continuously monitor different performance indicators of every enterprise and address issues as and when they arise.

3. Economy

3.1 Achieving Economy in Local Governments

3.1.2 Local Governments are spending around Rs.20,000 crore every year excluding welfare pensions which total around Rs.7,500 crore and it must be noted that ultimately a substantial portion of this expenditure is from borrowed funds which obviously has intergenerational equity implications. Therefore, there is every need for utmost economy in Local Government expenditure.

Recommendations

3.1.3 There are a lot of unutilized buildings constructed by Local Governments and equipment in disuse. Information on unused equipment and unutilized buildings of Village Panchayats can be seen in Appendix 3.1.1. Therefore, all Local Governments which have unutilized buildings should prepare plans of action to utilize them effectively.

3.1.4 Using appropriate technology particularly for buildings offers cost savings. So, preference has to be consciously given to such technologies. Local Governments should set targets by themselves and convey them publicly as a decision on the percentage of construction work, where they will go for appropriate technologies.

3.1.5 Similarly in the case of roads, including maintenance, lot of economy can be achieved and detailed recommendations have been given elsewhere in respect of Infrastructure in this report and also in respect of maintenance in the Supplement to the First Report. These may be strictly followed.

3.1.6 The audit of Local Governments should include a definite component on economy as part of performance audit.

3.1.7 KILA should conduct training programmes for elected representatives and officials on how to achieve economy in various aspects of the functioning of Local Governments.

3.2 Financial Management

3.2.1 Accounting is used world-wide by business owners to keep a tab on their earnings and expenditure, and to know where exactly they stand at the end of the year in terms of their net earnings, and in terms of what the business owes to them and to others. Today, the accounts of an organization are read not only by the owner of the organization, but by their creditors, lenders, investors, public and so on.

3.2.2 Double entry accounting system uses certain concepts and conventions, so that the financial statements based on these concepts and conventions give the same meaning to everybody who reads them. In general parlance, "concept" means idea, notion, thought or perception. "Convention" means practice. The terms "accounting concepts" and "accounting conventions" mean the notions and practices used for reading and interpreting the financial statements.

3.2.3 Accrual basis accounting recognizes income when earned and expenses when incurred, as opposed to cash basis accounting, which recognizes income when received and expenses when paid. Income that is earned but yet to be received is shown as "Receivable (asset)," and expenses that are incurred, but are yet to be paid are shown as "Payable (liability)." Though strictly speaking, accrual basis accounting implies accounting of all incomes and expenses as and when the right to receive or the obligation to pay arises, in practice, it is governed by the accounting policies of each individual organization.

Budgets and Accounts

3.2.4 Budget and accounting system must be able to answer two questions: On what the money was spent (account codes) and was it approved? (Budget).

3.2.5 The accountability structure based on the budgetary and accounting system must address the two issues:

(i) What is to be accounted for

(ii) Accounts must be able to reflect whether budgeted items were implemented

3.2.6 It should thus provide an accountability mechanism enabling a meaningful Social Audit as well as audit by various institutions set up by the Government.

3.2.7 With the acceptance of the recommendations of the Sixth SFC, Government have given a higher allocation to Local Governments. To quote the Fourth SFC "While Local Governments having a constitutional and moral right to get funds which match the expenditure responsibilities assigned to them, equally compelling is the constitutional and moral imperative to utilize their own and received resources with utmost care, wisdom and prudence, efficiently and effectively for the purposes envisaged."

3.2.8 Based on the evidence gathered from data and from interaction with officials and elected representatives, the Commission is disturbed to note that there are many avoidable failings and shortcomings in respect of financial management including fiscal responsibility of Local Governments.

Issues

Maximizing Revenue Collection

3.2.9 The Local Governments are not pro-active and alert in maximizing their own source revenues. The Commission feels that Local Governments can easily double their own source revenues just by being more systematic. This issue has been dealt with in great detail in the Second Report of the Commission and suitable recommendations made.

Bunching of Expenditure

3.2.10 There is a standing instruction that Local Governments should spread their expenditure over the four quarters in the ratio 10:20:30:40. But the data collected by the Commission shows that this is hardly taken seriously. Table 3.2.1 illustrates the situation.

Table 3.2.1: Month wise Expenditure Percentage During the Last Seven Years

Year	Quarter 1	Quarter 2	Quarter 3	Quarter 4
2014-2015	1.39	11.23	25.47	68.21
2015-2016	0.82	10.81	23.99	73.61
2016-2017		2.27	14.7	67.08
2017-2018	4.99	20.57	30.09	85.44
2018-2019	11.53	30.49	53.38	84.66
2019-2020	8.87	24.76	35.84	54.13
2020-2021	21.69	33.01	47.4	95.17
2021-2022	2.57	14.19	36.48	57.61

Source: Compiled from Sulekha, IKM Software

3.2.11 It is seen that most of the expenditures are incurred in the last quarter. There is an argument that the work season starts in November and the bills come up in the final quarter. But such works take up only 30 to 40% of Local Government projects and almost all the other projects could be implemented in the earlier quarters. The fact that the Government provides funds in equal instalments across the year should actually help in spacing expenditures more evenly.

3.2.12 Further, now that the plans of Local Governments are approved before the commencement of the financial year and also there are large number of spill over projects which can start early.

3.2.13 There are serious dangers inherent in this tendency. Rigorous scrutiny and checks have to be given the go by when processing several payments in a short time, leading to waste and even corruption.

Book-Keeping Issues

3.2.14 Government had issued necessary instructions way back in 2012 vide G.O.(MS)118/2012/LSGD dated 02/05/2012 regarding implementation of Saankhya. It was stated that from the date on which Saankhya is made online, wherever computerized registers and reports are available, manual registers and reports will be

considered unacceptable and invalid in all Local Governments and auditors should not insist on maintaining such manual registers and reports. Hence almost all Local Governments are not maintaining manual records. Various issues in computerization especially those related to software has resulted in non-availability of vital records in Local Governments.

Issues related to Financial Control

3.2.15 The Finance Standing Committee does not seem to be functioning properly, especially in reviewing incomes and expenditures and in scrutinizing transactions and records. There is hardly any evidence of Finance Standing Committees getting involved in improving the financial management of Local Governments.

3.2.16 The sanctity of the budget which is the supreme document for financial management in any institution and more so in an elected Local Government is not respected. Appropriation control is totally ignored and there are no systems for re-appropriation, additional authorization reflected in an effective system of supplementary budgets.

3.2.17 Reasonable forecast of own revenues is very rare.

3.2.18 Though accounts have been computerized, proper reconciliation of expenditure with the treasury/bank figures is not done.

3.2.19 The minutes of the Local Governments, especially the resolutions are usually not in a very speaking nature. It is not realized that they are really the sanctions for incurring expenditure and there is need for greater clarity. This is a financial necessity and more so, a democratic necessity, as people need to know the logic of Local Government decisions.

3.2.20 Follow up of audit findings is slow and lacks timely interventions and corrections.

Transparency Issues

3.2.21 The budget and accounts are not disclosed to the citizens in a format and in a manner easily understood by them. The audit findings are also kept under wraps.

3.2.22 There is no system of providing citizen's information in an easily understandable manner relating to fiscal performance over time by Local Governments or inter-Local Government comparison on expenditures. The old system of review of DCB has fallen into disuse.

Fiscal Responsibility Issues

3.2.23 Diversion of funds seems to be very common especially in maintenance.

3.2.24 Expenditure mandates like 10% for Women Component Plan or 10% for special groups are seldom achieved. This has huge social implications. More underspending is the trivialization of projects in respect of these groups and is a serious concern. This is best revealed in the mis-match between the title of a project and the components actually implemented.

3.2.25 Wasteful projects are very common in all schemes either through sub-optimal size or through focus on mere expenditure and not outputs.

3.2.26 Mis-classification of schemes is very common. This prevents effective monitoring and in a sense misleads the public. In the case of property tax, 5% is collected as library Cess and has to be immediately transferred to the State Library Council. The following Table 3.2.2 shows that this has not been done as required.

Table 3.2.2 Tier wise Library Cess Arrear of Local Governments (No.)

District	VP				MLTY				CORP	Total LGs
	2010-2015	2015-2020	2020-2021	Total	2010-2015	2015-2020	2020-2021	Total	2020-2021	
Thiruvananthapuram		3	44	47		1	3	4		**51**
Kollam			39	39	1	1		2	1	**42**

District	VP				MLTY				CORP	Total LGs
	2010-2015	2015-2020	2020-2021	Total	2010-2015	2015-2020	2020-2021	Total	2020-2021	
Pathanamthitta		2	47	49			3	3		**52**
Alappuzha		1	48	49	2	2	2	6		**55**
Kottayam		4	37	41	1	1	3	5		**46**
Idukki	1	4	30	35		1		1		**36**
Ernakulam			56	56	2	3	6	11		**67**
Thrissur			38	38		1	4	5		**43**
Palakkad	1		53	54	1		5	6		**60**
Malappuram			53	53		1	4	5		**58**
Kozhikode	1	2	39	42		2	2	4	1	**47**
Wayanad			19	19			2	2		**21**
Kannur			44	44		1	3	4	1	**49**
Kasaragod			27	27			2	2		**29**
Total	**3**	**16**	**574**	**593**	**7**	**14**	**39**	**60**	**3**	**656**

Source: Kerala State Library Council

3.2.27 The Municipal Law mandates transfer of 2% of the own revenues of Municipalities and Corporations to the Poverty Alleviation Fund which is maintained by the Community Development Society (CDS) of Kudumbashree, but this is not being done systematically.

3.2.28 Dues from Local Governments especially water charges to KWA and electricity charges to KSEBL are often not paid in time. This has resulted in deduction at source by Government and Local Governments are usually in the dark about the fairness of the deductions.

3.2.29 A lot of funds especially under the Women Component Plan get transferred to the CDS without effective projects or post approval monitoring. Routine payments related to transferred institutions and offices like electricity and water charges, telephone charges, do not get paid in time resulting in arrears and penalties.

3.2.30 By inflating the estimate of own source revenues, more works than permissible are taken up leading to huge spill overs and also delayed payment of works which by itself pushes up the tendered cost of work due to the expectations by the contractor of delayed payment.

3.2.31 Several deposit works are resorted to at the last minute to show expenditure. This is done without projects and entering into contracts. These are mostly related to KSEBL and KWA.

3.2.32 In order to issue administrative sanction of several works, the initial estimates of work are kept artificially low. Similarly, works are broken up to facilitate issue of technical sanction by lower authorities.

3.2.33 The fiscal responsibilities of the elected representatives, the Secretaries including ex-officio Secretaries are not clearly delineated. This is particularly true in respect of surcharges on elected members as the provision in law not accidentally left out when the Acts were re-structured in 1999. But the lacunae has not been filled up even though it was pointed out by the Fourth SFC in 2011.

3.2.34 The concept of permissive sanction is leading to a lot of wasteful expenditure on items of inaugurations which could be done in money pooled by the beneficiaries under the project.

3.2.35 Surcharges have become meaningless as they are used in an arbitrary manner even where there is no willful loss of revenue. A provision introduced in the Kerala Panchayat Raj Act and Kerala Municipality Act in 1999 to protect the supremacy of the elected body which laid down that if the Secretary feels that the decision of the Local Government is against law, it has to be referred to Government and if no reply is received within fifteen days, the decision has to be implemented. Now there is no mechanism to track such requests systematically.

Issues related to the Accounting software Saankhya

3.2.36 In the absence of an integrated web-based software used for accounting and other functions, the data has to be re-entered manually in Saankhya which is the accounting software. This often leads to mistakes in the accounting statements. For example, when a new building is assessed to property tax and demand generated

in the Sanjaya software, it is not automatically reflected in Saankhya.

3.2.37 Further, the reports and statements are not in a simple easily understood format. This affects understanding of the financial position not only by the elected representatives but also by officials and citizens.

3.2.38 In most Local Governments, Saankhya does not reflect all the details of assets. In most of the places, the details were entered only from the date of implementation of Saankhya. The true value of assets, especially of land, needs to be noted to enable public to be vigilant against encroachment by unscrupulous people. In the case of buildings, the depreciation should be realistic both to forecast the maintenance needs as well as to get an idea on the life of the asset. For this, the present system needs to be modified.

3.2.39 Another glaring discrepancy noted is in the entries regarding housing schemes to show a false picture of Local Government finances. In schemes using loans, like LIFE Mission, the expenditure is noted in the asset head even though it is revenue expenditure as the assets are not for Local Governments. This needs to be rectified.

3.2.40 As per rule 62(e) and 62(f) of the Kerala Panchayat Raj (Accounts) Rules 2011 and the related rules for Municipalities, annual reports and annual financial statements should give details of key ratios, i.e., between grant and own fund and also between revenue and capital expenditure. Though this is a simple proposition, this is not being generated in the financial statements due to non-activation of the provisions in the software.

3.2.41 The classification of expenditure is messy making it impossible to aggregate across items into meaningful units. Also, important items of expenditure like remittance of fees to Ground Water department for feasibility study related to digging of borewells, Inspection fees to PWD (Mechanical) related to repair/maintenance/mileage tests of vehicles of Local Governments, expenditure related to projects like 'Jalanidhi,' 'Vimukthi" etc. are booked under common heads which results in misleading reports.

3.2.42 Also, there are no specific heads for booking expenditure related to projects which are not included in the annual plan but has to be made from own fund and such expenditure will be treated as plan expenditure which is in itself is a classic example of misclassification.

3.2.43 The Accounts Rules envisage preparation of accounts based on Fund Code, Function Code, Functionary Code and Account Code. But statements at dis-segregated levels are not available. For example, stationary expenses, water charges, other charges of the transferred institutions are not separately shown as all such expenses are booked under common heads. This affects monitoring across institutions.

3.2.44 Yet another deficiency noticed is that the amount received by Local Governments for specific purposes like the central share for Anganwadis is booked under liability head, when it is received and when spent, it is booked under revenue expenditure. But the amount is not automatically deducted from the liability head resulting in mis-matches while finalizing the accounts.

3.2.45 In Local Governments, initially the Secretary approves payment and then the accountant or the person in charge has to write the cheque for payment in certain cases and record the details in the software and then once again has to get the approval and signature of the Secretary. This leads to unnecessary delays and extra workload.

3.2.46 Another issue is mis-match between the accounts heads of Saankhya software and the budget heads in the Subhadra software. This affects appropriation control and promotes careless budgeting. Though the budget is prepared as per the Budget Manual, the expenditure of the most Local Governments are made without any regard to it and runs parallel without any connection with the annual Budget. Even though there is a software for budget preparation 'Subhadra' most Local Governments are not using it and the same is prepared in the old manner without adapting the double entry accrual-based system and the budget figures are

manually entered in the Saankhya software which in no way is used to regulate the expenditure in various heads. This results in making expenditure over and above the appropriated amount and leads to financial mismanagement. The software applications should be integrated and appropriation control measures are to be strictly enforced. At present there is no such control and this is one of the main reasons why the Local Governments are facing such acute financial constraints.

3.2.47 Since there is no proper evaluation, monitoring or review of Revenue generation and accounts in most Local Governments, by the concerned authorities especially the Finance Standing Committees of the Local Governments, the financial position in most Local Governments are in a bad shape as the collection of revenue as targeted in the budgets are not achieved. At times, in most Local Governments, the results are so drastic that they are constrained to approach the State Government to meet their day to day expenses asking for Gap Grants which often puts the State Government in dire straits.

Recommendations

Bunching of Expenditure

3.2.48 The quarterly expenditure requirements need to be closely monitored and shortfalls of more than 10% at the end of the third quarter penalized by cut in the annual allocation equivalent to 50% of the amount of short spending.

3.2.49 Quarterly expenditure should be a major item to be examined by the Auditor.

Book-Keeping Issues

3.2.50 It may not be fair to insist on keeping the manual records and reports at present. But at the same time, all records and registers are to be made available to the authorities for scrutiny. For this, the Saankhya software should be made foolproof so as to generate all reports and records in an easily understandable format, so that the auditors as well as the elected representatives

and even the layperson can assess and scrutinize the financial status of the Local Governments effectively.

Issues related to internal control

3.2.51 **The procedures to be followed by the Finance Standing Committee in reviewing revenues and expenditures may be issued in the form of rules which should also indicate the monthly outputs of the review to be made public.**

3.2.52 **There should be clearly laid down procedures for re-appropriation and to ensure budget discipline. The budget should be computerized and the treasury should not honour payments in case of bills if there is no budget provision and in case of payments from own funds also, strict budgetary control should be made available in the software. Also, a system for additional authorization may be put in place to get over unexpected eventualities.**

3.2.53 **Supplementary budgets may be allowed twice a year in September and January.**

3.2.54 **The annual plan should be an integral part of the budget.**

3.2.55 **For preparing revenue estimates, the highest growth rate in the last three years could be taken up. However, if there are increase of rates of tax or non-tax items, proportionate increase can be factored in. This should be enforced by rules. The draft minutes of the Local Governments should be prepared by the Secretary within twenty four hours by entry into a software. The changes made by the head of the Local Government should be captured on a track change mode. Since the whole process is computerized, speaking agenda notes supporting each decision should be attached to the minutes and available in public domain.**

3.2.56 **The recommendation of the Fourth SFC regarding constitution of Public Accounts Committees in Local Governments is reiterated. The head of the Public Accounts Committee would be nominated by the largest political group which is not part of the ruling group. This should function on the lines of the PACs of Legislatures.**

Transparency

3.2.57 **There should be Suo motu disclosure of budgets, accounts and audit findings under Section 4 of the Right to Information Act in formats easily understood by the citizens.**

3.2.58 **The Fiscal Cell in KILA should come out with half yearly inter-Local Government comparisons of revenues and expenditures and highlight efficiencies and inefficiencies.**

Fiscal Responsibility Issues

3.2.59 **The practice of giving permissive sanctions by Government may be done away with and Local Governments having surplus own revenue may be allowed to spend a portion of their surplus subject to an annual ceiling of 10%**

3.2.60 **A new chapter on accountability may be introduced in the Kerala Panchayat Raj Act and Kerala Municipality Act which would have two parts, namely, fiscal accountability and social accountability. The following points should be brought under fiscal accountability:**

3.2.61 **Transfers to implementing offices/heads of offices for payment of electricity/water/telephone charges, etc. should be automatic.**

3.2.62 **Deposit works should be resorted to only if they are part of the budget and based on proper estimates. There should be an agreement with the implementing agency covering the issues like time of completion, cost increases, etc.**

3.2.63 **Splitting up of works to obtain technical sanction by lower level authorities should be banned. Cost increase of public works more than the technically sanctioned estimate should be allowed only with the approval of an authority to be prescribed for the purpose.**

3.2.64 **Technical Advisory Groups and DPCs should be made liable for patently wrong decisions.**

3.2.65 **The Secretaries and ex-officio Secretaries should mandatorily give their advice on file and it should be indicated in the minutes of the Local Government while decisions are taken. If no advice is tendered or wrong advice is given, the official would be responsible; otherwise, the elected members involved in the decision would be liable.**

3.2.66 **Implementing Officers and ex-officio Secretaries should be made responsible for provision of details for budget preparation, provision of data on performance and for follow up of audit findings in respect of their area of functioning. Repetition of the kind of mistakes once pointed out by audit and rectified should be brought within the definition of malfeasance.**

3.2.67 **All audit findings having financial implications for individuals should be finalized within six months. Audit Monitoring Committees should ensure this.**

3.2.68 **The provision to recover monetary loss caused to Local Governments by action or inaction by elected members or officials jointly or separately should be reintroduced in the Kerala Panchayat Raj Act and Kerala Municipality Act.**

3.2.69 **As regards illegal decisions, the existing provisions should be modified to allow officials the freedom not to implement them subject to the condition that they give it in writing with the rationale in detail. If the Local Governments feel that the stand of the officer is not correct, they may refer it to Government and the decision of Government shall be binding or the Local Governments may insist on carrying out the decision in which case the officer could take up with Government and await decision. Time limit for decision could be sixty days.**

3.2.70 **A budget review may be prepared at the close of every six months of the financial year, i.e., before 30th of September and 30th of April and the review reports should be published as a public document and discussed at the Gram Sabha/Ward Sabha meeting in detail.**

Other Issues especially related to Financial Management especially in the accounting software Saankhya

3.2.71 **The solution is to make Saankhya software fully web based and use an integrated web-based software uniformly in all Local Governments so as to tide over this issue. (as and when in Sanchaya, an increase in property tax demand is made and approved, it should be updated by an automated journal in Saankhya, and when a building is granted property tax vacancy remission or property tax is waived due to the demolition of the building, the details should be got updated and reflected then and there in all application softwares. In this way, all applications should be integrated with Saankhya or appropriately in the proposed integrated software intended to be developed under the Chief Mission Director of IKM.**

3.2.72 **Since the reports and accounts statements now generated are not in a simple easily understood format, the actual financial position cannot be assessed by the elected representatives, citizens and sometimes even by officials. The reports and statements generated should be in a simplified easily understood format so that even a layman can understand the financial position of the Local Governments by going through it at a glance.**

3.2.73 **Necessary arrangements are to be made in the Sachithra software should be incorporated to update the asset details of all Local Governments, integrating it with Saankhya. The balance sheet should always reflect the actual value of the entire assets of the Local Governments and depreciation should reflect maintenance needs so as to get a true picture of their financial position. All the assets should be mapped, current value taken on a cutoff date state wide and that true values to be reentered in the software correctly.**

3.2.74 **The expenditure related to various housing schemes and other beneficiary-oriented schemes undertaken using loans, such as LIFE, EMS Housing Scheme etc. have to be booked under the Account Head starting from the numeral II (Revenue Expenditure) instead of 'prepaid programme expenses' in the Asset Head (starting from the Account Head the numeral IV).**

Since this expenditure is not for creating assets for the Local Government, it is to be booked as such. By showing this in Asset head it does not reflect in the actual expenditure statement but will be treated as income. On the other hand, the Loan receipt for this item is booked under the account head starting from numeral III (liability head) itself. If this is booked actually under Revenue expenses head, the actual expenditure reflects in the accounts statement and the balance statement of the Local Government may become negative; i.e., income over expenditure happens. By doing this, masking the real financial position of the Local Governments could be done away with, and the system of concealing the real finances of the Local Governments could be stopped.

3.2.75 **Key Ratio details which depicts the ratio between the Grant and own fund and also the ratio between the Revenue and Capital Expenditure of the Local Governments are to be made available in the report as envisaged in the Accounts Rules. In the software there is a menu for 'Key Ratio,' but it is not activated. This should be activated and the above report should be made available since it is a very important one as it may help in getting a clear picture of the accounts of the Local Governments**

3.2.76 **More account heads need to be included which are useful for assessing the financial position related to the various operational areas of Local Governments.**

3.2.77 **Separate reports on the function (charge) basis and on a functionary basis need to be generated as envisaged in the Kerala Panchayat Raj and Municipal Accounts Rules which requires preparation of accounts based on fund code, function code, functionary code and account code. The software is to be modified accordingly for incorporating this.**

3.2.78 **As a solution to avoid the mismatch in the Accounts which leads to false figures being included in the balance sheet, it is recommended to modify the software suitably to correct errors so that the accounts statements generated is correct and to ensure that the liability amount is proportionate with the actual balance in the account.**

3.2.79 **To avoid delay in issuing cheques for payments already approved by the Secretary, delegation of the power to sign cheques to some responsible senior subordinate officer, may be given and the software could be modified accordingly. This should be done only after the payment approval order is issued by the Secretary and then re-submitting for actual payment can be avoided.**

3.2.80 **It shall be the personal responsibility of the Secretary to ensure that all figures provided in the draft of the Budget, especially relating to the forecast of Revenue and estimates of statutory and mandatory dues are accurate, while submitting the draft of the Budget to the Finance Standing Committee.**

3.2.81 **To ensure correct appropriation control and avoid careless budgeting, firstly, the Account heads in the Saankhya software and the budget heads in the Subhadra software should be identical. Moreover, the amount booked as expenditure should be at par with the budgetary figure in the heads of account and should never exceed it. The software should be modified to the extent that it is impossible to make payment from a particular head if the budget provision is exceeded. If this is done, it could be ensured that proper reappropriations are promptly done and supplementary/revised budget passed, as and when the need arises. This will also ensure strict budgetary control which is the need of the hour and to a certain extent, it will be a good solution for tiding over the acute financial crisis and crunch, Local Governments face at times.**

3.2.82 **Since the Finance Standing Committees of the Local Governments are entrusted with the monitoring of Revenue and Accounts, it is better to have a monitoring system to forecast, evaluate, assess the Revenue of Local Governments as part of the review of accounts of the Local Governments for improving the financial position of the Local Government. For this, it is recommended to make it mandatory to prepare a Revenue Enhancement Action Plan for each Local Governments and the concerned Finance Standing Committees to review the same in the lines, as noted below.**

3.2.83 **The Revenue Enhancement Action Plan should be prepared by all Local Governments covering the following**

(i) Tax Sources

- **a) Property tax**
- **b) Profession tax**

(ii) Non tax Sources

- **a) Advertisement licence fee**
- **b) IFTEOS licences**
- **c) Rent on land and buildings**
- **d) Other Licence Fees**
- **e) Other Fees including User Charges**

3.2.84 The plan should comprise the following components:

(i) Tax Wise and Non Tax Wise Source Actuals of the Previous Financial Year (FY) and Estimates for Current FY and Targets for the Following FY

(ii) Action Plan to reach targets, roles, and responsibilities

(iii) A format for data entry and planning

(iv) A common dash board in LSGD website showing consolidated details of all taxes of all LGs category wise to be daily updated automatically linked to Sanchaya has to include

- **(a) Demand arrear and current**
- **(b) Collection for the day**
- **(c) Collection up to the day**
- **(d) Collection percentage**
- **(e) Ranking of Local Governments**

3.2.85 The Municipal Secretary should monitor the progress monthly and the Finance Standing Committee will review the progress on a quarterly basis

3.2.86 The template to be available to RJDs DUA urban, DDPs , Panchayat Director

3.2.87 A suggested format for the REAP is provided in Appendix 3.2.1

3.2.88 The Manuals on Finance Management (Revenue and Budget) for Village Panchayats prepared by KILA may be suitably modified and made applicable to all Local Governments in the State.

3.2.89 Also, the Kerala Municipal Accounting Manual (KMAM) approved as per GO (MS) No.130/07/LSGD dated 17-5-07, for Urban Local Governments may be revised as required.

Some of the above mentioned recommendations were made by the Fourth SFC, and accepted by the Government, but not operationalized.

4. Efficiency

4.1 Achieving Efficiency in Local Governments

4.1.1 Efficiency is a key parameter of good governance. In fact, an important effort of the Commission has been to promote all round efficiency whether it is resource mobilization or service delivery or project management. Essentially efficiency means the best use of resources natural, human, financial and technological.

4.1.2 Among the important areas which the Commission has dealt with to improve efficiency are:

(i) Efficiency of own revenue mobilization
(ii) Efficiency in planning particularly choice of projects which would give maximum returns
(iii) Efficiency of implementation
(iv) Capacity building of staff
(v) Use of IT and other technologies including appropriate technologies

4.1.3 Elaborate recommendations have been given on the above in different parts of the Report. This section is only to highlight the importance of efficiency in the functioning of the Local Governments as they are providing critical services to the citizens and using public money.

4.1.4 The Commission's discussions with experts supplemented by its analysis of performance of the Local Governments prompts it to hazard a guess that just by improving efficiency the results can be increased by at least 25% and satisfaction levels of the people enhanced manifold.

4.1.5 Though mentioned under capacity building it is worth reiterating with importance of adapting the best principles of management to the Local Government situations. This is one area of capacity building which has not been much developed, especially in relation to smaller Local Governments.

4.1.6 The Commission got a detailed study carried out of the following transferred Institutions at the Village Panchayat level focusing on their overall management through Grameena Padana Kendram (GPK). They include:

(i) Agricultural Office
(ii) Anganwadi Centre
(iii) Ayurveda Hospital
(iv) Homeopathy Dispensary
(v) Panchayat Office
(vi) Public Health Centre
(vii) Primary School
(viii) Veterinary Hospital

These study Reports are given as **Annexe 4.1.1**

Recommendations

4.1.7 **KILA had prepared eight Manuals as part of the World Bank supported KLGSDP and these Manuals have been approved by LSGD as per G.O(Rt) No 3291/2016/LSGD dated 1.6.2015,G.O.(Rt) No. 1833/2017/LSGD dated 2.06.2017. But this order only satisfies an agreed condition of The World Bank and does not formally and legally mandate the use of the Manuals for the Institutions. The Manuals prepared by KILA and GPK may be vetted by an Expert Group and validated in a Multi Stakeholder Workshop. They should be issued as formal Manuals making them mandatory as in the case of Secretariat Manual, Manual of Office Procedures, etc.**

4.2 Human Resources

4.2.1 The Committee on Decentralization of Powers, in its very first report immediately after the launch of the People's Plan, had enunciated the principle of "work and worker going together" to Local Governments and that decentralization should not lead to net addition of staff. Later, the Committee conducted a formal work study and recommended additional transfer of employees to Local Governments even from departments like Revenue, based on the functions and work transferred to Local Governments.

4.2.2 In the case of engineers, a new cadre was created by drawing staff rendered surplus in PWD due to transfer of responsibilities to Local Governments and in the case of Irrigation Department due to shrinkage of workload. However, there have been additions to the staff due to work load but assessed in an ad hoc manner. The details are given in the Table 4.2.1

Table 4.2.1 Additions to Staff

Name of Position	Numbers
Assistant Secretary	865
Accountant	941
Clerks	999
Assistant Engineers	195
Overseer Grade 3	195

Source: Compiled by the Sixth SFC

4.2.3 But there are frequent complaints from the Village Panchayats, Municipalities and Corporations, regarding increasing workload and shortage of staff in their offices. Similarly, transferred offices like hospitals in the AYUSH sector, veterinary hospitals and Krishi Bhavans often mention lack of administrative support to the professionals.

4.2.4 The Commission got a quick study conducted by CMD on the Human Resources Requirements of Local Governments. The summary and conclusions of the report are given in **Annexe 4.2.1** Also, details of CMD study in respect of the following Local Governments Karakulam Village Panchayat, Neeleswaram Block Panchayat , Palakkad District Panchayat, Attingal Municipality and Kozhikode Corporation are given in the same Appendix.

4.2.5 After analysing the study and after discussions with the HoDs and selected staff , the Commission has come to the conclusion that there should not be any ad hoc increase of staff. Its approach is that the focus should be on increasing efficiency and providing avenues for easy access to expertise for Local Governments in a transparent and systematic manner. Also, by dispersing the workload due to planning which is now concentrated in the main office of the Local

Government to the transferred offices, pressure of work can be reduced considerably, and most importantly, E-Governance should reduce the drudgery of work and enhance efficiency of functioning.

Recommendations

4.2.6 **Based on this approach, the Commission recommends that posts should be created as a last resort and that too after scientific assessment.**

4.2.7 **All work arising out of the transferred offices like project proposals for Maintenance and Development Fund should be fully performed by the transferred offices/officers. This implies that there will be no clerical work in the main office of the Local Government because of this. Even agenda items for Standing Committees and the full committees of the Local Government and draft minutes should be prepared by the transferred officer and routed to the elected head. The Secretary of the Local Government need play only a coordinating role like putting together the Agenda items and draft minutes, release of funds, facilitation of audit, etc. Based on this broad recommendation, KILA should be requested to develop an Office Management Manuals, detailing items of works and responsibilities of Officers. Of course, this should be incorporated into the E-Governance system.**

4.2.8 **For preparation of project proposals, the responsibility should be with the Convenor of the Working Group. The Working Group should be re-activated to include experts and volunteers who could carry out different functions like data gathering, writing of the project, etc.**

4.2.9 **The VTC system should be re-introduced and the vetting of the projects should be done by them.**

4.2.10 **Also, for technical sanction, the original Technical Advisory Group (TAG) system may be re-instated. Technical Sanction should be given by a Committee consisting of the Engineer as the Convenor with one Engineer from an academic institution and one Senior Engineer from outside as the Chairperson. There**

should also be one more Engineer from outside Government in the Group identified on the basis of his/her expertise and integrity.

4.2.11 **In the case of SCSP and TSP, the suggestions given separately in Chapter 12 of Volume I of the report would help reduce the pressure of work.**

4.2.12 **The SC/ST Promoters should be transferred to the Local Governments and perform tasks like conduct of Ooru Sabha, field verifications, preparation of status report, etc.**

4.2.13 **Officers of the Statistics Department should formally be transferred to Local Governments as indicated in the recommendations given in Chapter 7 of Volume I on Local Statistics They should be put in charge of collection and collation of data and preparation of documents for monitoring and review by the elected bodies.**

4.2.14 **A formal system of voluntary groups should be put in place to perform social work like care of the elderly, care of the disabled, acting as first respondents to natural calamities, and so on. The Kerala Youth Volunteers set up by the Youth Welfare Board and the Community Volunteer Corps under the General Administration could be utilized (See Box 4.2.1)**

Box 4.2.1: Community Volunteer Corps

The youth of Kerala, volunteers, cultural workers, youth clubs, students, bureaucrats, people's representatives, NGOs, workers, especially fisher folk played a valuable role in saving many lives in 2018 deluge. The power of youth in times of adversity was visible to all. This gave the idea of Kerala Voluntary Youth Action Force (KVYAF) in the State; as per the decision of the 7th Board of Directors of Kerala State Youth Welfare Board dated 25-09-2018. At the same time Government decided to form the Directorate of Samoohika Sannadhasena also called Community Volunteer Corps, under the Department of General Administration for sustaining volunteerism as an asset of Kerala society. Youth Welfare Board's volunteers are also added to SSS as main aim is to prepare youth volunteers to deal with natural disasters. It has already trained youth and has set up a volunteer force and nodal officers in the14 districts to coordinate Sannadhasena activities. The activities of KVYAF need to be extended at the Local Government level. The decision to set up a Youth Action Force at the Panchayat/Municipality/Corporation level and provide them with expert training and prepare for various volunteer activities is welcoming.

4.2.15 **Social enterprises could be set up as mentioned in para 2.3.10 to para 2.3.23 of this report and certain services entrusted to them.**

4.2.16 **There should be Hospital Management Committees for Veterinary hospitals.**

4.2.17 **In respect of water supply and irrigation, to the extent possible, the assets should be managed by the community.**

4.2.18 **The Local Governments should provide the services of clerks and computer assistants to the transferred institutions which do not have them.**

4.2.19 **Government may come out with a scheme for developing chartered professionals particularly in matters relating to environment, waste management, social work, etc.**

4.2.20 **To the extent possible, technical institutions like Polytechnics and Engineering Colleges should be utilized in quality assurance of public works and in providing members to the Technical Advisory Group.**

4.2.21 **Other academic institutions should be used for surveys, verifications, monitoring and evaluation.**

4.2.22 **Teams from Kudumbashree could be assigned certain unskilled and semi-skilled tasks after developing norms for identification and engagement. This is particularly important for waste management, O&M of water supply and small maintenance works.**

4.2.23 **The service of the staff of Kerala Social Security Mission should be formally made available to Local Governments.**

4.2.24 **Young professionals hired by Kudumbashree at the Block level should support Village Panchayats for their non-agricultural economic development schemes including skilling. Similarly, the NULM professionals should support Municipalities and Corporations.**

4.2.25 **Clear job charts should be given to the officials of the main office of the Local Governments. Model job charts in respect of Village Panchayats and Urban Local Governments are given in Appendix 4.2.1 and 4.2.2 as models.**

Work Study

4.2.26 **The Fourth Finance Commission recommended setting up of a Staff Commission for Local Governments. Though it was accepted by Government, it was not operationalized. Therefore, the Commission gives a slightly different recommendation. An Institution of repute having expertise in work study should be asked to conduct a thorough study of human resources in Local Governments and give a report containing among other things, the following points.**

(i) Simplification of procedures and systems
(ii) Use of E-Governance
(iii) Re-assigning of work and responsibilities
(iv) Re-arranging of staff across Local Governments
(v) Building capacity to enhance efficiency
(vi) Outsourcing, preferably to community based organizations
(vii) Defining responsibilities of different positions in the integrated cadre, outside the Local Government system
(viii) Tasks which can be entrusted to chartered professionals
(ix) Minimum additional staff needed if any

4.2.27 **The Institution should be asked to submit its recommendation within nine months after detailed field studies. This report could then be examined by a Committee consisting of Finance Secretary, LSGD Secretary and P&ARD Secretary, and suggestions finalized.**

Control Over Officers

4.2.28 **Both as per law and convention the Local Governments have full control over their own officers and officers transferred to them from various departments. The Local Governments are free to assign them any item of work in their functional area and monitor performance and also take action if performance is poor. But there are certain items of work which are cross-cutting or which**

happen once in a while calling for the participation of everyone. These include:

(i) Organization of festivals and melas

(ii) Organization of campaigns related to public health and environment

(iii) Conduct of surveys

(iv) Conduct of participatory assessments using PRA techniques

(v) Emergency relief

4.2.29 **If there is any difference of opinion, when such work is assigned to an officer it shall be referred to the Committee consisting of the District Collector, District Planning Officer, the Joint Director of LSGD and the District Level Officer of the Department concerned and the decision of this Committee shall be final.**

4.2.30 **In case the Committee cannot arrive at a decision, it shall be referred to the Committee under the Chief Secretary in which Secretary, LSGD, Secretary, Planning and the Secretaries of the Department(s) concerned are members. This Committee should be authorized to take final decision, after recording the reasons for it.**

4.2.31 **Legally engineers working in Local Governments are part of the Local Government staff. They are not transferred officers. However, an impression has been created in recent times that engineers belong to a separate department and are providing certain services to the Local Governments as in the case of transferred officers. This is completely wrong and this matter may be clarified in the Act and Rules. Also, the following steps may be taken.**

(i) The salaries of engineers should be paid by the Local Governments and that amount should be reimbursed to the Government.

(ii) Engineers should sign in the attendance register of the Local Governments.

(iii) Clerical support should be provided by the Local Governments to the engineers and also decent office accommodation in the office of the Local Government.

(iv) Local Governments can assign any engineering work whether it be from their own funds or development funds or maintenance funds or State or Centrally Sponsored Schemes or Externally Aided Projects. This will include, MGNREGS, PMAY, etc.

(v) The Local Governments shall have disciplinary powers up to imposition of minor penalties over the engineers.

4.2.32 **The Engineers of Soil Conservation, Soil Survey, Kerala Land Development Corporation services should be used to support Local Governments especially in watershed management.**

4.2.33 **All transferred officers should be formally declared as Ex-Officio Secretary through a notification. The Ex-Officio Secretaries would have all the functions and powers of the Secretary of the Local Governments in respect of their functional area. Instead of sending letters and proposals to the Standing Committee or the Local Government Committee as the case may be they would move them as files, on which the comments/decisions of the Standing Committee or the Local Government would be recorded.**

Harmonization of Committees within the Local Government

4.2.34 **The Commission noticed that there are multiple Committees within a Local Government. The list of such Committees in Village Panchayats may be seen in Table 4.2.2 .Similarly in Municipalities and Municipal Corporations there are a large number of Committees .Of course, these Committees, play important functions but they need to be harmonized to achieve synergy.**

Table 4.2.2 Committees at the Village Panchayat Level

Sl. No.	Committees	Constituted per Order
1.	Panchayat Committee	Panchayat Raj Act Sec. 153
2.	Steering Committee	Panchayat Raj Act Sec. 162 B
3.	Standing Committee	Panchayat Raj Act Sec. 162 (1) A
4.	Functional Committees	Panchayat Raj Act Sec. 163
5.	Sub Committees and Ward Committees	Panchayat Raj Act Sec. 164
6.	Joint Committees	Panchayat Raj Act Sec. 165
7.	Gram Sabha	Panchayat Raj Act Sec. 3(5)
8.	Panchayats level Planning Committees	G.O (Ms) No. 11/2018 /LSGD dtd. 29/01/2018
9.	Bio diversity Working Group	G.O. (Rt) No. 2462/2008/LSGD dtd. 19/09/2008
10.	Panchayat Level Co-ordination Committee	Panchayat Director Order No. J.1-21300/2016 dtd. 08/10/2016
11.	Panchayat Level Procurement Committee	G.O. (P) 251/2010/LSGD dtd. 08/11/2010
12.	Gram Panchayat Distress Relief Sub Committee	KPR-S-177-KPR (Constitution and utilization of Distress Relief Fund) Rules 2003 exclusive 4(3) G.O (P) No. 51/2003/LSGD dtd. 22/02/2003
13.	Special Committee as per Building Rules	G.O. (Rt) No. 2343/2013/LSGD dtd. 19.09.2013
14.	Kudumbasree – Destitute Free Kerala – Sub Committee	G.O (Ms) No. 252/2017/ LSGD dtd. 12/02/2017
15.	Palliative Care Management Committee	G.O. (Rt) No. 3217/2015/LSGD dtd. 29.10.2015
16.	Palliative Care Implementation Committee	G.O. (Rt) No. 3217/2015/LSGD dtd. 29.10.2015
17.	Gram Kendra - Ward Development Coordination Committee	G.O (Ms) No. 218/2015/ LSGD dtd. 03/07/2015
18.	Front Office Monitoring Committee	G.O (P) No. 123/2009/ LSGD dtd. 12/07/2009
19.	Asset Management and Monitoring Committee	G.O. (Rt) No. 166/2017/LSGD dtd. 20.01.2017
20.	Special Committee for KPBR 65(1)	G.O. (Rt) No. 166/2017/LSGD dtd. 20.03.2020

Sl. No.	Committees	Constituted per Order
21.	Nilavu Padhadhi (LED-Street Light Functioning Committee)	Ltr. No. (EW-B1/101/20/LSGD dtd. 07.01.2021)
22.	Old age Care Jagratha Committee	G.O. (Rt) No. 2776/2018/LSGD dtd. 30/10/2018 (G.O. No. 3030/18 & 361/2019)
23.	Panchayat Level Jagratha Samithi	G.O (Ms) No. 31/2007/ SJD dtd. 23/06/2007
24.	Wetland Conservation – Local Level Monitoring Committee	Kerala Conservation of Paddy Land and Wetland Act, 2000 (Act No. 28 of 2008)
25.	Complaint Redressal Committee regarding with time bound issue of Building Permit in Village Panchayat	Office of the Panchayat Director Circular C. 6-12891/2018 dtd.
26.	Subhiksha Keralam Project – coordination, organization	G.O (Ms) No. 14/2020/ Plg dtd. 18/05/2020
27.	State Level Housing Mission (LIFE)	G.O (Ms) No. 151/2017/LSGD dtd. 31/07/2017
28.	• Pothu Vidyabhyasa Samrakshana Yajnam • Aardram • Haritha Keralam – (Jalavibhava Mission, Agricultural Development Mission, Waste Management Mission)	G.O (P) No. 41/2016/ dtd. 26/09/2016 G.O (Ms) No. 20/2017/ WRD dtd. 23/10/2017
29.	Haritha Karmasena -Complaint Redressal Committee	G.O (Ms) No. 20/2020/Agri dtd. 16/02/2020
30.	Agriculture Development Committee	G.O (Ms) No. 20/2020/Agri dtd. 16/02/2020
31.	Panchayat Education Committee	G.O. (Rt) No. 1748/2017/LSGD dtd. 27/05/2017
32.	GP Level ICDS Co-ordination Committee	G.O. (Rt) No. 1830/2017/LSGD dtd. 02/06/2017(Manual)
33.	Allopathic Dispensaries/Hospital Management Committee	G.O. (P) No. 259/2003/LSGD dtd. 27/08/2003
34.	Ayurveda Dispensaries/Hospital Management Committee	G.O. (P) No. 259/2003/LSGD dtd. 27/08/2003
35.	Homeopathy Dispensaries/Hospital Management Committee	G.O. (Rt) No. 1616/2017/LSGD dtd. 17/05/2017(Manual) G.O. (Rt) No. 259/2003/LSGD dtd. 27/08/2003
36.	Veterinary Dispensary Hospital Development Committee	G.O. (Rt) No. 1832/2017/LSGD dtd. 02/06/2017

Sl. No.	Committees	Constituted per Order
37.	Monitoring Committee for Animal Birth Control Programme	ABC (Dogs) Rules 2001
38.	Kudumbasree – CDS Evaluation Committee	G.O. (P) No. 222/2008/LSGD dtd. 08/08/2008
39.	MGNREGS- Village Panchayat Level Materials Purchase Committee	G.O. (Ms) No. 138/2017/LSGD dtd. 18/07/2017
40.	12 Item Programme	G.O. (Ms) No. 45/2020/LSGD dtd. 06/03/2020
41.	Activities on Protection against spreading of Covid 19 and Pravasis (Non Resident Keralites)-Panchayat Monitoring Committee	G.O. (Rt) No. 831/2020/LSGD dtd. 06/05/2020
42.	Saksharatha (Literacy)Mission	G.O. (Ms) No. 3200/2000/Gedn dtd. 25/07/2006
43.	Child Protection Committee(CPC)	G.O. (Ms) No. 68/2012/SJD dtd.
44.	Traffic Regulatory Committee	Kerala High Court W.P (R) No. 35030/2019(D) dtd. 15/12/2020 (G.O. (Rt) No. 2801/Home dtd. 24/09/2011)
45.	Biodiversity Management Committee	G.O. (Ms) No. 86/2008/LSGD dtd. 18/03/2008
46.	Kerala State Lahari Varjana Mission – (Vimukthi-anti-drugs campaign)	G.O. (Ms) No. 94/2016/Taxes Dept dtd. 06/10/2016
47.	Food & Civil Supplies – Vigilance Committee	G.O. (Rt) No. 417/2018/FCSD dtd. 17/08/2018
48	BUDS Special School Development Management Committee	G.O. (Ms) No. 162/2009/LSGD dtd. 01/08/2009
49.	Village Sports Council	Circular No. 8378/DA1/2020 LSGD 42/2016

KILA may conduct a study of these committees and make necessary suggestions.

Total Quality Management

4.2.35 **Kerala has pioneered interesting concepts like Total Quality Management (TQM) in Local Governments and ISO Certification of Local Governments, the latter covering 939 out of the 941 Village Panchayats, barring Edamalakudy, which does not have a pucca office and Thalavadi Village Panchayat. whose office was destroyed in the floods, all 152 Block Panchayats and 7 out of the 14 District Panchayats.**

4.2.36 **Though it is a creditable achievement, except in the case of records management, the adoption of these two concepts does not seem to have made visible and sustained changes in service**

delivery, particularly the attitude and behaviour of the staff. Also, TQM seems to have become routinized. Further, the infrastructural aspects have been given the primacy and soft elements which ultimately supply the quality of services largely ignored.

4.2.37 **KILA has identified the following steps for TQM and attaining the ISO 901:2015 Certification and these steps are:**

(i) **Step 1: Induction training—Induction training is to orient the elected representatives and officials of Local Governments on the concept, importance and steps of TQM. This training would be attended by all together. At the end of the training, an action plan would be evolved through participatory process. This would ensure a sense of ownership among the participants to pursue the TQM process collectively.**

(ii) **Step 2: Status analysis— This is to assess the current status of the Local Governments, its service delivery mechanism and deliverables. The status analysis is made with the help of a checklist. A status analysis report is prepared and circulated among the functionaries. This would help it to evaluate the actual position and thereby decide on the further direction. Also, status analysis report helps to assess the improvements in the service delivery mechanism, once the TQM is implemented.**

(iii) **Step 3: Originally associated with Japanese management and manufacturing techniques. Quality Circle(QC) is a platform, comprising group of officials in the Local Government for discussing and finding solutions to work-related problems. The QC is constituted in the meeting of officials and only officials are its members. An expert has to equip the QC for preparation of a guideline for its modus operandi and training plan for the functionaries.**

(iv) **Step 4: Subject team formation—Subject teams may be formed for implementing TQM. The sub-teams may be on (a) capacity building, (b) FO, (c) record room, (d) infrastructure and (e) documentation. The formation of such teams is optional, but desirable. Also, there is flexibility with regard to teams, depending on the tasks to be fulfilled. Each team has to be trained to prepare and implement action plan on the areas concerned so that the tasks can be accomplished on time-bound manner.**

(v) **Step 5: Citizen survey —The focus of Local Government should be to provide services in tune with the needs of the people. The citizen survey, using a pre-tested questionnaire, would help identify the people's needs and aspirations. A report, consolidating the data, is to be prepared. Based**

on the Citizen Survey Report, Citizen Charter, written commitment regarding the service delivery mechanism can be prepared.

(vi) Step 6: Visioning—Visioning involves the process of formulation of quality vision, quality mission, and quality policy and quality objectives. This is done through a participatory workshop involving elected representatives and officials. The Citizen Survey Report can be presented in the workshop to ensure the visioning in tune with the people's needs. The quality vision, mission, policy and objectives should be displayed prominently in the office premises of the Local Government.

(vii) Step 7: Records management—Records management is the systematic process used to maintain documents and records in such a way to identify and make use of them within the least possible time limit. It includes setting up of record room, maintain documents and records with user-friendly retrieval system, entrust a custodian with responsibilities, maintain an updated record register and conduct continuous assessment of record management.

(viii) Step 8: Quality manual—Quality manual is an authoritative document of the Local Government, containing its responsibilities, quality vision, quality mission, quality policy, quality objectives and mechanism for quality management. It serves the purpose of guidance on TQM. It should be the responsibility of documentation team to prepare this.

(ix) Step 9: Standard Operating Procedure—Standard Operating Procedure (SOP) is the process map which serves as the stage-by-stage process of activities related to service delivery. Every service of the Local Government passes through a series of inter-related processes. The progress of these processes can be assessed only if these processes and their inter-relations are properly mapped. SOP is also to be prepared by the documentation team.

(x) Step 10: Infrastructure —The infrastructure facilities required for the Local Government needs to be planned. A master plan, covering spatial design, with inclusive approach needs to be prepared. Both hardware and software facilities required for officials and public should be planned. The Local Government should ensure the work environment needed to achieve conformity to service requirements. A suitable atmosphere conducive to the smooth and efficient functioning has to be created and maintained.

(xi) Step 11: e-Governance — For smooth and timely service delivery, e-Governance system should be in place. Adequate computer terminals and required software for effective management should be installed. Their working condition, timely servicing and their updating must be ensured. All functionaries must be trained on e-Governance and software.

(xii) Step 12: Competency mapping — Human resource is the crucial element in any organisation and form the key component of the service delivery process. The capabilities of the personnel should be strengthened to attain the quality objectives. The competency mapping helps to assess the expected and actual competency of functionaries. Based on competency mapping, the competency gap on knowledge, skills and attitude can be identified and steps should be taken to enrich the competency through capacity-building programmes.

4.2.38 **Experience shows that intensive and sustained ownership of the 'soft' aspects of TQM is the most important factor. Of course, this is difficult to do in the context of Local Governments where the elected leadership changes every five years. Yet, it is an important initiative and needs to be re-activated. Accordingly, the Commission makes the following recommendations.**

Recommendations

4.2.39 **KILA may immediately organize a "write-shop" of selected Local Governments performing well with experts in the area of TQM and ISO 9001:2015 Certification, along with selected persons having deep understanding of the Local Government system. The "write-shop" may review performance, identifying the strengths and weaknesses and come out with a plan of action. Based on the feedback, KILA should update the hand book relating to TQM and ISO 9001: 2015 Certification, by adding specific measures as relevant to the Local Governments in Kerala.**

4.2.40 **KILA should identify as was done in the case of Front Office, the changes required in laws, rules and Government instructions to facilitate the process and get Government to take a policy decision on this.**

4.2.41 **It is also recommended that this should be extended to Municipalities, Corporations, the remaining Block Panchayats and District Panchayats as also the DPC Secretariat.**

4.2.42 **The concept should be rolled out in selected transferred institutions like schools, hospitals, veterinary hospitals, Anganwadis, hostels and Krishi Bhavans.**

4.2.43 **As has been advocated by the Commission in several matters, instead of rolling out all over the State, beacons may be developed by identifying Local Governments who volunteer to go to the whole hog and perceptibly transform themselves, it would be better, to cover the main office and transferred institutions together.**

4.2.44 **What is suggested is not re-doing everything from the scratch but upgrading the present level of achievement to a higher and better level**

4.2.45 **IAS officers with a minimum of five years of service should be made Secretaries of Thiruvananthapuram, Kochi and Kozhikode Corporations. Before joining duty, they should be given a 15 day training, including five days attached to the Corporations.**

4.2.46 **Kerala Administrative Service (KAS) officers with seven years seniority may be made Secretaries of the other three Corporations and the 14 District Panchayats. Before taking charge they should also be given a 15 day training of which five days would be as attachment in the Corporation/District Panchayat concerned.**

4.2.47 **In the six Corporations, the present post of Secretaries from the Department may be converted into that of Additional Secretary.**

4.2.48 **As decentralization is moving on to a new phase, where the challenges are huge and they require top class professional inputs, there is need for partnership between Local Governments and R&D institutions. A Report was prepared on this issue after great deal of consultations and research in 2005. The key recommendations may be seen in Annexe 4.2.2 These may be updated and operationalised as relevant now.**

4.2.49 **Barring a few NGOs, most NGOs in Kerala do not have a healthy partnership with Local Governments. It is necessary to facilitate**

a good working relationship between Local Governments and good NGOs. Therefore, it is recommended that all Local Governments should hold a consultative meeting with NGOs working within their jurisdiction and get an understanding of their activities and explore the possibilities of converging their development work with the local development activities.

4.2.50 **Also, professionals within NGOs should be formally included in the Working Groups, Technical Advisory Groups and Technical Committees depending on their expertise.**

4.2.51 **NGOs could be assigned the task of monitoring of projects particularly of women, SC/ST and the special groups.**

4.2.52 **The services of NGOs should be used in Social Audit.**

5.1 **A functional guidelines on the role of the Engineering wing of the Village Panchayats has been prepared for the Commission by the Grameena Padana Kendram . This can be seen in Annexe 4.2.3**

4.3 Regulatory Powers

4.3.1 A lot of regulatory powers have been vested in the Municipalities, Corporations and Village Panchayats. But with the pressure of planning and implementation, there is a feeling that many regulatory functions are getting neglected.

4.3.2 The extent of the regulatory powers can be understood from the relevant provisions of the Kerala Panchayat Raj Act, 1994 and the Kerala Municipality Act, 1994 which are extracted and given as **Annexe 4.3.1 and Annexe 4.3.2** for ease of understanding.

Recommendations

4.3.3 **Though one cannot assign different levels of importance to the various statutory powers, from the view point of the citizen and sustainable development, the following should be given special priority.**

(i) Building permits.

(ii) Protection of commons including water bodies.

(iii) Violation of land use zonation.

(iv) Activities causing pollution and public nuisance.
(v) Issues related to waste generation and waste management, both solid and liquid.
(vi) Recovery of dues to Local Government.

4.3.4 **There should be widespread awareness building on the regulatory powers of the Local Government.**

4.3.5 **There should be special system of using IT to track regulatory action Suo motu or in response to complaints.**

4.3.6 **Byelaws should be drafted on the major issues listed above and powers and responsibilities should be delegated to the Secretary to enforce them.**

4.3.7 **At present no fines are fixed in the Kerala Municipality Act for the following offences.**

4.3.8 **Fines may be fixed for the following offences and included in the IVth Schedule of the Act as detailed in the Table 16.1**

Table 16.1 Fines to be included in the IVth Schedule of the Act

Section	Subject	Rate of Fine recommended (In Rs.)	For Continuous breaches - Rate of Fine recommended (In Rs. per day)
318	Prohibition of making connection with mains without permission	5000	2000
327 (2A)	Failure to comply with requisition to segregate the waste, for easy collection and disposal by the employees and contractors engaged by the Municipality	5000	
371	Prohibition of hawk/sale in public place without licence	500	
389	Prohibition of commencement of work of a building without permission	2000	1000
396	Failure to obey Stoppage notice of construction/reconstruction of building endangering human life	20000	5000

408(1)	Failure to obey Stoppage notice of construction/reconstruction of building	10000	1000
440(1)	Failure to obey notice to abate nuisance	5000	
479	Seizure of diseased animal for food in a noxious state, noxious food etc.	5000	

Source: Compiled by the Sixth SFC

4.3.9 **Amendments may be made in the Panchayat Raj and Municipality Acts to ensure safety when wells are being dug, both tube wells and open draw wells, and also for dealing with un-used or un-productive wells. The offences should be treated as non-cognizable and punishable with rigorous imprisonment up to five years and a fine of Rs. Five lakh. For continuous breach, the fine should be Rs.10,000/- per day.**

4.3.10 **For powers of enforcement, the suggestion is that the Secretaries of Village Panchayats, Municipalities and Corporations should be given the powers of the Executive Magistrates to deal with public nuisance under Chapters XIX and XX of the Kerala Municipality Act and corresponding chapters of the Kerala Panchayat Raj Act, respectively.**

4.4 Autonomy

4.4.1 Of all the Local Governments in the country, those in Kerala are the most autonomous. This is particularly true of Village Panchayats. The People's Plan pioneered the concept of untied funds, giving full freedom to Local Governments within a broad framework in using the resources. Over the years, for different reasons, some of them well thought out and some of them ad hoc, different expenditure responsibilities have been mandated on the Local Governments. These include:

4.4.2 The state share of Samagra Shiksha Abhiyan is met by the Local Governments. There is justification in this as schools are under the Local Governments. But SSA also caters to some requirements of aided schools, over which, the Local Governments do not have even monitoring powers. It is estimated that the budget for aided schools is approximately 30%.

4.4.3 The cost of ICDS is met by the Local Governments. Though what is provided by Government of India is fully passed down to Local Governments, the State Government at periodical intervals enhances the honorarium of Anganwadi Workers and Helpers and makes it a Local Government responsibility. This is not justified as, in Kerala, salary of staff is the accepted responsibility of the Government, except the salary of own staff of Village Panchayats, Municipalities and Corporations. Table 4.4.1 depicts the cost implications for Local Governments

Table 4.4.1 Honorarium of ICDS Staff

Tier of Local Government	No. of Anganwadi Workers	Honorarium @Rs.2200/- per month x 12 months	No. of Anganwadi Helpers	Honorarium @Rs.1450/- per month x12 months	Total Honorarium
Village Panchayat	26637	703216800	26513	461326200	1164543000
Municipalities	3980	105072000	3972	69112800	174184800
Municipal Corporations	2498	65947200	2498	43465200	109412400
Total	**33115**	**874236000**	**32983**	**573904200**	**1448140200**

Source: Kerala State Planning Board

4.4.4 Similarly, in the Health Department, several contractual posts are paid for by the Local Governments.

4.4.5 Under the Jal Jeevan Mission, 50% of the state share, i.e., 25% of the total cost including 10% beneficiary contribution should be met by the Local Governments. Since Government of India limits its share according to its norms (which allow only 55 litres per capita per day in rural areas whereas Kerala has been adopting 100 litres per capita per day) and does not provide for tender excess, etc., *de facto* share of Local Governments would go higher. It has been estimated that for completion of Jal Jeevan Mission in rural areas alone Rs.30,000 crore would be required in the next two to three years which means Village Panchayats should shell out Rs.4,500 crore and in addition mobilize Rs.3,000 crore from the beneficiaries. This is going to be a big burden.

4.4.6 Many a time, Government permits waiver of even the reduced Entertainment Tax especially for cricket and football matches and permits waiver of interest, etc. on Property Tax dues and this is done without any consultation with the Local Governments. Of course, Covid - 19 is an exceptional situation and there is justification for providing concessions.

4.4.7 Housing is a Local Government priority, and Government, naturally, gives special priority to the housing for the poor. This is an important provision of a basic minimum need and can be seen as an anti-poverty measure. It is also the last item in land reforms, that is, provision of homesteads and homes. But since the houses are constructed using loans borrowed by Government, the repayment of the loans is the responsibility of the Local Governments, though it is limited only to the principal amount and the interest is paid by the Government. Normally poorer Village Panchayats and densely populated Municipalities and Corporations would have a proportionately higher demand for housing and this would skew the burden of repayment. When EMS Housing Scheme was implemented, it was decided that the loans shall be structured in such a way that repayment would not exceed 15% of the Development Fund of Local Governments. It is expected that another 4.5 lakh of houses would have to be constructed in the next four years which would imply that Local Governments would be responsible for the repayment of huge loans.

4.4.8 Historically, Kerala has been including the Union Finance Commission Grants as part of the untied devolution of Development Fund. Over time, the share of the Union Finance Commission grant to Local Governments has increased as is evident from the Table 4.4.2 below.

Table 4.4.2 Trends in Local Government Share of UFC Grants (1996-97 to 2022-23)

Year	Devolution from State (Rs.in Crore) Plan Grant / DF to LGs	UFC Grants Entitled (Rs. In Crore)	Share of UFC Grant as a Percentage of State Plan (%)
1996-97	212.00	51.06	24.08

1997-98	749	51.06	6.82
1998-99	950	51.06	5.37
1999-00	1020	51.05	5.00
2000-01	1045	80.97	7.75
2001-02	**850**	**80.97**	**9.52**
2002-03	1342	80.97	6.03
2003-04	1317	80.97	6.15
2004-05	1350	80.97	6.00
2005-06	1375	226.80	16.49
2006-07	1400	226.80	16.20
2007-08	1540	226.80	14.73
2008-09	1694	226.80	13.39
2009-10	1863	226.80	12.17
2010-11	2050	249.20	12.16
2011-12	2750	387.80	14.10
2012-13	3388	569.50	14.65
2013-14	3933	673.40	17.12
2014-15	4559	796.30	17.47
2015-16	5193	785.42	15.12
2016-17	5500	1310.05	23.82
2017-18	6227	1508.36	24.22
2018-19	7000	1739.56	24.85
2019-20	7500	2338.55	31.18
2020-21	6903	2412	34.94
2021-22	7180	2621	36.50
2022-23	8048	2683	33.35

Source: GoK, (Kerala Budget, Various years), GOI (Reports of Union Finance Commissions)

4.4.9 Till the Thirteenth Finance Commission, the grants were untied with full freedom to Local Governments for their use. The Fourteenth Finance Commission restricted expenditure to seven civic infrastructure items – roads, water supply, electricity, sanitation, parks, play grounds, crematoria. But since roads, water supply and sanitation are local priorities, the stipulation did not distort local plans or affect the autonomy of Local Governments. But the Fifteenth Finance Commission through its stipulation that 60% should be spent on water and sanitation and through its earmarked allocation to Urban Agglomeration which in Kerala would cover 6 Corporations, 41 Municipalities and 250 Village Panchayats, will affect the flexibility and freedom of the Village Panchayats, Municipalities and Corporations.

Recommendations

4.4.10 **In order to ensure that the autonomy of Local Government is protected in accordance with Government policy, the following recommendations are made.**

4.4.11 **The share of Local Governments in SSA should be limited to the components related to Government schools only. The rest of the state share should be met by Government.**

4.4.12 **The additional remuneration of Anganwadi workers and helpers should be met by Government.**

4.4.13 **While Local Governments should continue to have the freedom to hire additional doctors and associated staff, as per local requirement, Health Department should not direct Local Governments to employ additional staff and meet their salary costs. This should be met by the Health Department itself.**

4.4.14 **The recommendations of the Commission relating to Jal Jeevan Mission in para 2.1.55 may be accepted.**

4.4.15 **Whenever Government through its decision reduces the revenue of the Local Governments, it should compensate the loss. However, if a Local Government takes a resolution to waive a tax, then the compensation principle would not apply.**

4.4.16 **A limit of 15% of the Development Fund should be fixed in respect of repayment of loans taken under LIFE scheme. The excess amount should be met by Government.**

4.4.17 **As regards the Union Finance Commission Grants, the State is bound to follow the recommendations, failing which it would lose the grant. Therefore, the only way is to use the UFC Grants in an intelligent way so that it matches Local Government priorities. For example, if a Village Panchayat/Municipality/Corporation spends money on solid waste management, this could be taken from the Finance Commission Grant, except salary to regular employees. Similarly,**

the contribution to Jal Jeevan Mission could be charged to the Finance Commission. Also, watershed management activities of Local Governments could be taken using the Finance Commission Grant. If this is adopted, the difficulties can be overcome to some degree.

4.4.18 **Though MGNREGS is a scheme, its guidelines offer huge flexibility which is not being used by the Village Panchayat. As has been recommended elsewhere, the labour budget under MGNREGS should be part of the plan of the Village Panchayat. The Village Panchayats including the officials dealing with MGNREGS should be given a detailed training on the assets which can be created using MGNREGS. If the material component exceeds the prescribed limit, it could be provided from the Own Fund, General Purpose Fund or Development Fund of the Village Panchayat.**

4.5 E Governance

4.5.1 Kerala is undoubtedly the leader in E-Governance in Local Governments, more so, in respect of Panchayats. Along with the launch of the People's Plan, efforts started for introduction of information technology. After rigorous work for nearly a decade; and a thorough system study, several softwares were developed and gradually, one by one, they were put into operation. Now substantial part of the work, particularly relating to planning and accounting is on-line.

4.5.2 In order to carry forward the task of computerizing Local Governments and bringing about e-governance, the Information Kerala Mission (IKM) was set up initially as a project unit of Centre for Development of Imaging Technology (C-DIT) and later converted into an independent entity in 2013. The following software applications have been developed by IKM as on date (Table 4.5.1)

Table 4.5.1 Software Applications developed by the Information Kerala Mission

Sl No	Name of Software	Purpose	Status
1	Sulekha https://plan.lsgkerala.gov.in/	Plan formulation , Plan Monitoring for decentralized planning	Active
2	Saankhya	Accrual based Double entry accounting software	Active
3	Saankhya Web https://finance.lsgkerala.gov.in/	Plan expenditure with treasury integration	Active
4	Sevana https://cr.lsgkerala.gov.in/	Civil Registration - Births, Deaths and Marriages Registration	Active
5	Sanchaya https://sanchaya.lsgkerala.gov.in/	The Revenue & License System	Property tax - Active Others – Partial
6	Soochika	Workflow application.	Front office - Active Main office - Partial
7	Sevana Pension https://welfarepension.lsgkerala.gov.in/	Disbursement of social welfare pensions, with DBT	Active
8	Sanketham https://buildingpermit.lsgkerala.gov.in/	Building Permits (KPBR,KMBR)	Panchayats - Active ULBs - Partial
9	Sakarma https://meeting.lsgkerala.gov.in/	Meeting Management	Active
10	Sachithra	Asset Management Software	Active
11	Sachithra Map http://www.gis.lsgkerala.gov.in/	GIS Software	Active
12	Sthapana	Payroll application	Active
13	Sthapana web http://apps.lsgkerala.gov.in/stha	HR details , contributory	Active

Sl No	Name of Software	Purpose	Status
	pana/	pension	
14	Sthapana KPEPF https://kpepf.lsgkerala.gov.in/	Panchayat employees PF accounts	Active
15	Sthapana KMEPF http://kmpecpf.lsgkerala.gov.in/	Municipal employees PF accounts	Active
16	Sanchitha http://www.sanchitha.ikm.in/	Repository of acts and rules relating to local bodies	Active
17	Samvedhitha http://lsgkerala.gov.in/ https://dop.lsgkerala.gov.in/ https://rdd.lsgkerala.gov.in/ https://principaldirectorate.lsgkerala.gov.in/	Website for LSGD and Panchayat Department	Active
18	Samvedhitha - LSGI Websites https://lsgkerala.gov.in/ml/website/web	Individual LSGI websites	Active
19	https://gramasabha.lsgkerala.gov.in/pages/Login.aspx	Gram Sabha portal	Active
20	ILGMS https://erp.lsgkerala.gov.in/	Integrated Local Governance Management System	Active in 300 + Local Governments
21	Samanwaya http://samanwaya.ikm.in/	Website for links of All Software applications for employees with demo	Active
22	Surekha http://surekha.ikm.in/	Website for links of All Online services for citizen	Active

Sl No	Name of Software	Purpose	Status
23	Audit - https://audit.lsgkerala.gov.in/Pages/Login.aspx	KSAD Audit software	Active
24	rebuild.lsgkerala.gov.in	Details of damaged houses in natural calamity	Active
25	Soochika - complaint registration http://soochika.ikm.in/	For Software Complaint registration	Active
26	Samagra - mobile app	LSG Mobile app	Active
27	Go.lsgkerala.gov.in	Website for LSG Gazette notification, Orders, Circulars	Active
28	Sahaaya http://sahaayasms.ikm.in/ http://sahaaya.ikm.in/	School management application IKM management	Active
29	Sparsh	Touch screen application	Active
30	Subhadhra	Budgeting Software	Not Active
31	Sachithra Web	Asset application web	Not Active
32	Sughama	Estimate preparation , M book , Bill	Not Active
33	Saamoohya	Citizen database	Not Active
34	Saphalya	Human resource package	Not Active
35	https://ikm.gov.in/	IKM web site	Active - for reference
36	http://delimitation.lsgkerala.gov.in/	Delimitation Commission	Active

Sl No	Name of Software	Purpose	Status
37	Nilavu https://nilaavu.lsgkerala.gov.in	Integrated web portal for developing & maintaining LED street light	Active
38	Urban Transfer https://hr.lsgkerala.gov.in/login	Web Application for Transfer & Posting of Municipal Employees	Active

Source: Report of the Working Group of the Sixth SFC on E Governance 2022

Issues

4.5.3 Through its studies and interactions, the Commission could identify the following issues

4.5.4 Majority of the staff working in IKM were selected on an adhoc basis and in spite of good domain, knowledge, may not have technical excellence to manage high-end E-Governance programmes.

4.5.5 Most of the softwares were developed more than fifteen years ago and they have not been upgraded as required.

4.5.6 The softwares are stand alone. A recent positive development is the ILGMS software which is supposedly ERP but de facto it is still partial.

4.5.7 In spite of use of information technology, manual documents are still there.

4.5.8 Even critical softwares performing related functions like planning and accounting are not rationalized, and the classifications are not harmonized.

4.5.9 Contrary to the core objective of setting up of the IKM, it has gone on to become parallel institution with very little accountability to the Local Governments. All the Local Governments strongly

complain of apathetic attitude of IKM when confronted with operational problems.

4.5.10 The Auditors complain that they find it difficult to reconcile figures coming out of different softwares.

4.5.11 Since softwares being pushed by an external agency, local ownership is not very strong, so much so, they exist as separate persona. Softwares instead of being tools in the hands of the officials have acquired a separate identity.

4.5.12 The centralized systems provided with the good intention for data correction have resulted in multiple entries without possibilities of tracking the changes made and noting the reasons for changes. This opens up possibilities for manipulation.

4.5.13 The code and classifications have become outdated and some of them are irrational, so much so, outputs do not convey any meaning either to the Local Governments or to the monitoring or auditing authorities.

4.5.14 The transferred institutions and offices are not integrated with the present E-Governance system resulting in a lot of wasteful work and unnecessary work overload in the main office of the Local Government.

4.5.15 Digital applications have created a lot of data over time but they are not being used because of the irrationality of classifications resulting in difficulties in getting meaningful outputs.

4.5.16 Inter-departmental integration is very limited even in the most important case of treasuries.

4.5.17 There is no earnest attempt to integrate with the e-applications of Government of India like E-Gram Swaraj, PFMS, city finance portal, etc.

4.5.18 Several applications are developed by other organizations like GIS developed by Uralungal Labour Contract Co-operative Society and

the building permit applications like Sanketham and IBPMS, continue independently.

4.5.19 A technical issue noticed is that the data servers currently are those of the State Data Centre which lack sufficient band width and storage capacity.

4.5.20 IKM has been unusually insular in refusing to coordinate with other agencies with experience and expertise like IT Mission and NIC. They are reluctant to expose the softwares to quality validation or audit.

4.5.21 IKM has been steadfastly refusing to adapt softwares developed by public agencies at the national and state levels or those developed by non-profit collectives. This has resulted in huge waste of public resources by doing everything from scratch and reinventing the wheel.

4.5.22 There have not been any systematic effort to infuse the required additional talent into IKM either on a short term or on a permanent basis.

4.5.23 Systematic training of IKM or Local Government staff in matters related to E-Governance is almost absent.

4.5.24 Compounding the problem, there is no qualified personnel in the department to supervise the E-Governance activities of IKM and the Local Governments.

4.5.25 There are no manuals with legal backing dealing with different aspects of e-governance.

4.5.26 Applications like Sulekha have resulted in sketchy stereotyped projects to such levels that nothing can be made out of a project proposal; a far cry from the initial days of People's Planning with project documents having rich content particularly in describing the background, explaining the objectives and expected results and the different components. It is a true example of trivialization in the name of simplification.

4.5.27 Since Local Governments are given permissive sanction to pay contribution to IKM, the real cost of services provided by IKM is often not understood. The details of funds given to IKM by Government and the Local Governments is shown in Table 4.5.2 and the expenditure over the last five years are given in the Table 4.5.3

Table 4.5.2-Source-Wise Income of the IKM in the last three years (In Rs)

Year	Budgetary Allocation Governmen t ofKerala	Budgetary Allocation LSGD(AS amount)	Budget ary Allocati on Govern ment ofIndia	Own Revenue Generated	Other sources (IKM Operating Fund from Local Governments)
2018-19	2,00,000,000	15,47,00,000	Nil	Nil	**14,11,12,320**
2019-20	12,25,00,000	12,25,00,000	Nil	Nil	**14,38,78,520**
2020-21	**8,00,00,000**	**3,19,47,000**	**Nil**	**Nil**	**15,12,56,415**

Source: IKM

Table 18.3 -Expenditure of the IKM in the last three years (in Rs)

Year	Administrative	Establishment	Programme	Other
2018-19	1,75,36,503	11,46,51,952	6,07,53,494	
2019-20	31,87,449	14,50,21,338	2,05,70,845	
2020-21	56,56,875	16,80,02,447	51,20,119	

Source: IKM

4.5.28 It can be seen that for the kind of services rendered, the expenditure is too high, particularly since Local Government officials have not acquired the skills of E-governance and citizens and other monitoring authorities have not benefited from this as expected.

4.5.29 In spite of the pioneering work of IKM, it has failed to achieve the results as expected, so much so, instead of technology became an enabler and promoting ease of doing work, it has become a disabler and paralyzer complicating work processes; instead of making things transparent, it has created greater opacity.

4.5.30 The Working Group on E-Governance set up by the Finance Commission did outstanding work and the approach given in their report is endorses by the Commission . It is reproduced below. Any e-Governance Solution should achieve the following objectives

(i) Business process re-engineering, to reduce bottlenecks in workflow and introduce innovative solutions for expediting office business
(ii) To electronify workflow based on the above BPR such that efficiency, economy and effectiveness are improved drastically within Government.
(iii) To reduce the drudgery of staff and make working in office an enjoyable experience, where their creative potential can be unleashed.
(iv) Enable instant decision making for the top brass based on reliable information flow.
(v) Make services available to citizens such that they do not need to visit Government offices .
(vi) To decipher the massive data flows and make patterns out of the big data to aid as a decision support system.
(vii) Aspire to make Governance world class by unleashing the power of emerging technologies. Young start-ups and others with their innovative mindsets and entrepreneurial skills should be enabled to come out with solutions for governance related problems.

Solution approach and E Governance Vision for Local Governments in Kerala

4.5.31 Kerala needs to have a comprehensive Cloud Based Government ERP Application with the state of the art E-Governance solutions tapping the potential of emerging technologies such as of an AI based Integrated software with Geo spatial survey data.

4.5.32 Some of the problems identified and the solutions are listed as follows in Table 5.4.3

Table 4.5.3 Problems and Suggested Solutions

Sl No	Problem statement	Suggested solution
1	Gram Sabha - Currently there is no method by which a member of the Gram Sabha desirous of participating in the Gram Sabha	In the proposed new version of E Governance ERP(Cloud based Government ERP), a provision should be made for any Gram Sabha member to input his/her suggestions. Their

	but because he/she is out station cannot participate	suggestions should also be taken on board in the grama Sabha meeting , and necessary legislation to this effect has to be made.
2	Marking of Attendance	Biometric attendance for those attending physically, e-sign for those attending virtually and the data should be validated against the voters' data from the election commission. Images/Videos can be uploaded.
3	Minutes of the Gram Sabha meeting shall be uploaded during the Gram Sabha meeting	The entry of the minutes shall be restricted by a time period beyond which entry cannot be made. Templates will be provided where agenda notes and resolutions can be inputted
4	Gram Sabha - Consolidation of minutes	Project proposals - The system will consolidate all the ward wise minutes into one single statement incorporating all the proposals on a specific criteria based template.
5	Gram Sabha - Consolidation of minutes	Beneficiary selection - High resolution Geo-spatial data and socio economic data should be utilized for short listing of beneficiaries, beneficiary shortlisting itself should be through a drone based geo-spatial survey.
6	Currently the resolutions of the LSGI is sent by tapal to different agencies	This can be done on the proposed e-Governance ERP platform , which will have a workflow system based on credentials
7	Government offices are not using electronic workflow	This should be made compulsory, there should not be an offline system when there is an online system. Both should not co-exist, only the electronic system should exist.
8	Data storage is currently at LSGI and SDC	Data Servers should only be at SDC/Cloud storage with DR
9	Action taken reports are rarely submitted to the panchayat.	Once an action is completed as per the panchayat resolution, and automated action taken report will be generated and made available to LSGI members
10	The 30+ odd softwares developed by IKM are all standalone applications	All these applications or processes have to be integrated within E-Governance ERP and a single sign on implemented.

11	Government of India/Government of Kerala applications cannot be integrated with the current applications.	We should Develop open APIs in consultation with the Government of India/Government of Kerala software developers.
12	The data is currently not being used to create any decision support system or for creating services for people.	LSGD should provide a sandbox environment with the huge amount of data made available to it. Start-ups should be given the opportunity to access data from the sandbox and create e-Governance applications.
13	Data is disaggregated in different portals.	Business intelligence will be built into the e-Governance ERP software
14	Grievance Redressal is both online and offline	This will be made completely online with e-Governance ERP
15	Multiple citizen interfaces are in use today	All citizen interfaces will be only through a common citizen service app/web portal
16	Geo-spatial (drone based) data is not available	Mapping of the entire Local Government Areas will be done using drones and creating geo-spatial data that will be used by the LG for their day to day activities.
17	Many a time the LG and the officials are not aware of Government. of India schemes and their details	Relevant URLs of Government. of India will be made available on e-Governance ERP portal.
18	Ownership of software is missing currently.	LSGD must have a specialized IT wing for evolving and managing e-Governance solutions. The cadre may be raised from technically competent personnel from the LSG department. The Local Governments Elected Representatives and Officials must own these Solutions.
19	Lack of qualified and skilled resources in IKM to develop and manage e governance system with minimum industry standards	The proposed e-Governance ERP will be developed by a competent professional software development agency who will work in tandem with the existing in-house development team. Continuous development must be the responsibility of the team.

20	Operations and Maintenance	The current in house team should be given the responsibility of O & M
21	Non standardization of technology across applications	The entire software development life cycle approach will be adhered to. Modern software development tools like DevOps, Blockchain should be used during the development of the proposed e-Governance ERP.
22	Authentication and Security	Citizen Authentication through Mobile OTP. Digital signature/e-sign shall be made compulsories for all authentications at all levels. VPN systems should be used.
23	Auditing in an IT Environment	Auditing approach needs to re-oriented for enabling auditing in the e Governance ecosystem and strengthened with Computer Assisted Auditing Techniques

Source: Report of the Working Group of the Sixth SFC on E Governance

4.5.33 The ultimate outcome for E-Governance is the online delivery of citizen services and digitizing Government offices making them smart, efficient and enjoyable to work. An e-office, which is digitalized, automated and operating in cyber space is envisaged as opposed to a traditional paper file based physical office. This larger vision can be realized through following a multi-staged solution approach.

Business Process Re-engineering

4.5.34 E Governance is also an opportunity to re-engineer systems & processes towards better efficiency. Attempting e-Governance solutions without re-engineering of Governmental systems & processes will end up in merely imitating pen-paper systems to mouse-screen systems without tapping the true potential of technology. The existing laws and rules must be revisited in the context of e governance. Providing enabling provisions for E-Governance in the Kerala Panchayat Raj Act & Kerala Municipal Act along the lines of The Gurugram Metropolitan Development Authority Act, 2017 can be attempted. An E-Office Manual must be developed in place of the Manual of Office Procedures .The

physical office, pen-paper, file centric system needs to be re-made into a data centric and functional module based digital system and the new system should be simple and enjoyable like using social media applications. From the objective point of view the Local Governments perform:

(i) Delivery of Citizen Services
(ii) Procurement & Supply of Goods & Services
(iii) Formulation & Execution of Public Works
(iv) Project/Program/Scheme Implementation
(v) Institution Management
(vi) Employee movement, grievance redressal, disclosures and audit should be facilitated

Government Enterprise Management System

4.5.35 One stop application software for Citizens, Employees and Administrators needs to be evolved and developed as an Omnichannel Cloud based Government Enterprise Management System with an online Citizen Service Delivery Platform and Office Process Automation & Management Application. This Application has to have three features , namely Data processing, Functional modules and Citizen data master registry

(i) ***Data Processing*** **-** In the digitalized ecosystem of e-Governance solution, the traditional file processing needs to be transformed into a Data Centric File Management & Data Processing.

(a) Data Processing for Decision Making

The potential of this data can be tapped for making policies and developmental decisions in future. Also, systems can be automated using Artificial Intelligence and Machine Learning if we keep the data centricity in our systems.



(b) ***Data Layers as an enabler of quality decision making***

1. Land
2. Environment & Natural Resources
3. People - With each Civil Registration and e-filing by citizens for services the

People's data get captured by the system

4. Buildings - With Each Building Permits, Completion/Occupancy Certificate, Property tax payments the buildings data gets captured by the system
5. Transportation Infra - Streets, Roads, Rails, Airport, Water Transport
6. Public/Community Spaces – Parks, Grounds
7. Human Economic Activities- Agricultures, Shops, Businesses, Industries - With each IFTEOS License & Professional Tax payments the data on economic activities get captured by the system.
8. And other data layers provided by other agencies.

*c)**Data Fragmentation to Data Integration***-Currently the data is fragmented across Government systems. In existing digital solutions, even within a Local Government, Citizen's data, GIS Data, Buildings Data & Businesses data are not well integrated. The proposed digital systems envisages seamless integration of data across functions and offices.

Functions and Functional Modules

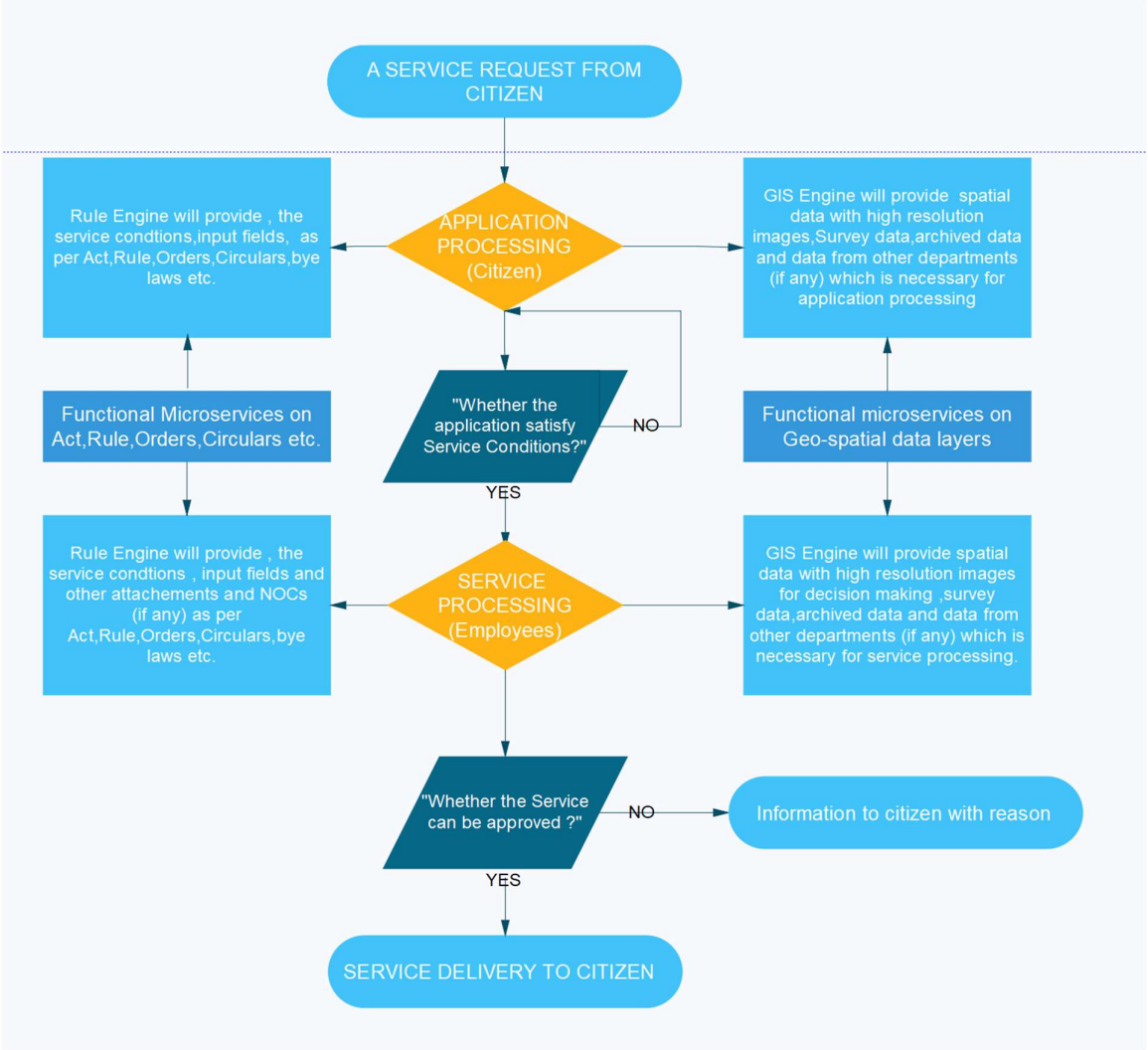
(ii) Functions are the perceivable actual roles of Local Governments. The totality of governmental roles of Local Governments are objectively identified and categorized into a 3-tier hierarchical system of nomenclature namely Major Functions, Minor Functions and Detailed Functions. Major function is the highest among this category and indicates the major subjects dealt by the Local Governments. Major Functions are made into a Functional Module. These Functional Modules - Act as channels for e-filing and tools for data-processing of detailed functions collectivized under it. In each module Minor functions will be enlisted denoting a sub function under a major function. The tangible real aspect within a specific subject is called a detailed function. It is the lowest and most detailed among the 3-tier hierarchical system of functions identified for Local Governments. Each Detailed Function will be identified as a Microservice. Every Detailed Function may follow a specific workflow and are re-routed based on related functional criteria of that function. Functional criteria are rules and validations applied on specific data inputs known as functional keys. So, functions criteria and functional keys in-conjunction determine how detailed functions are operated and processed on. Functional Modules will act as vertical domain modules which are integrated with a common horizontal modular platform. Within every Functional Module each function will be developed as a microservice with its own specific rule engine.

Citizen Master Data Registry

(iii) In the Common Citizen Service Portal, any citizen can get registered and create his/her own account. Primarily a Household is considered as a unit for the purpose of getting registered in the system. The details of the user and all other family members can be added to the database. With each e-filing for citizen services, the data inputs and functional attachments will be updated and with each processing of the e-filed application it gets reflected in the Citizen Data Base of the system. And while e-filing for services through the Common Citizen Service Portal, the data inputs and functional attachments of the applicant are auto fetched and populated there by e-filing and Citizen Database is two way data integrated.

4.5.36 A model work flow for citizen services is provided in Figure 4.5.1

Figure 4.5.1 A Model workflow for processing citizen services



Examples

(i) Building permit Issue.

(a) Site plan drawing using GIS data on the top of a high resolution drone image with data layers such as Land survey data, master plan, CRZ, data bank etc. by a licensed engineer.
(b) Automated Site plan validation.
(c) Building plan drawing using any drawing software with layer matrix and validation using eDCR, by a licensed engineer
(d) Automated building plan validation.
(e) Application submission
(f) Electronic verification of documents by employees.
(g) Site verification, Approval using GIS Data (High resolution drone images), and automated building details from uploaded building plans.
(h) Automated property tax calculation using the data from GIS based land details (zone, road proximity etc.) and building details (Area, Type of roof etc.).

(ii) ***Automated Trade license renewal***

(a) Creation of GIS based traders list (Field survey data with detailed establishment types on the top of high resolution drone images/GIS Map) with details of existing license.
(b) Prompting for renewal of License.
(c) License fee remittance
(d) Automated renewal of License

Using Potential Emerging technologies in e-Governance

(i) Beyond the traditional approach, new e-Governance solutions also need to adopt emerging technologies like Artificial Intelligence, Machine Learning, AR & VR, Internet of Things, Blockchain, Data Analytics, GIS, etc. for transforming governance systems.

(ii) Effective integrated e-Governance system with features like updating, upscaling, seamless availability , user friendliness , with proper security and backup. Application development using Microservice Architecture, DevOps methodology and

(iii) An AI based system needs to be introduced to support the decision makers. Geo-Spatial data (with data layers such as master plan, databank, CRZ data etc.) , Survey Data , and the rule engine (Updated acts, rules, orders , circulars, bye laws , court verdicts etc.).

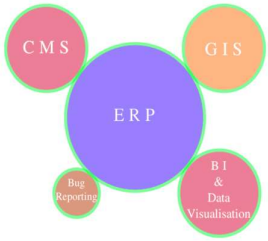
(iv) Chat Bot-The AI powered chat bot mechanism needs to be introduced for application processing and service processing.

4.5.37 In Village Panchayats and Urban Local Governments, the activities like building regulation, tax collection, licensing of trades, resource management, project planning, waste management, agriculture, etc. have a spatial component. To manage these kinds of spatial activities, a GIS component also can be planned with the ERP software. For e.g., the zoning of basic tax assessment can be made available in GIS. If the information which is collected and stored using ERP and GIS is disseminated via a web content management system (CMS), the legal obligations due to section (4) of the Right to Information act can be satisfied easily.

4.5.38 The connected Business Intelligence (BI) dashboards would make use of the data managed in ERP and GIS components and present them into meaningful charts and diagrams which would give the overall picture of performance to all the stakeholders.

4.5.39 In the free software domain, there are software frameworks and software programmes available, which are customisable for satisfying the needs of Local Governments. In Local Governments their integral institutions and departments, a FOSS based integrated and centralized software system should be deployed, which essentially has an ERP, a GIS, a CMS, and a BI and data visualization component. A bug tracking system to be integrated as well. Free and Open Source Software and open standards should be adopted adhering to the notified E-Governance standards, as those will be the sustainable solution for long-term use.

Figure 4.5.2 Schematic Diagram on ERP Solutions



Specific Suggestions

4.5.40 The recommendations of the Working Group are extracted in the following sections .

Suggestions for ensuring good e-governance, like transparency, first and first come served, re-duplication of benefits, etc.

4.5.41 E Governance is a golden opportunity to realize good governance with improved transparency, right prioritization of citizen service delivery and to prevent duplication and concentration of welfare benefits to few citizens.

4.5.42 An Open Office Concept is proposed whereby Office Files & Documents are proactively disclosed to the Citizens as enshrined in the RTI Act. The status of the files and its summary has to be made available in the public domain through websites of each LSG. Every Citizen user in the Citizen Service Portal can view the details of the files related to his in his personal login.

4.5.43 The File Management and Workflow has to be made in such a way facilitating file processing in a FIFO method and time bound manner.

4.5.44 Duplication and Concentration of welfare benefits to few can be prevented by unique identification of citizens using digital or

virtual ID such as Aadhaar and a common registry for all benefits availed by families including its members from different schemes.

Ensuring integration of various registers and databases with the system

4.5.45 The Functional Modules of the Holistic Software Application GEMS(Government Enterprise Management System) are Functionally and Data Integrated with the other Modules, thereby ensuring integration of various registers and databases within the system. The main areas include Elections, HR Management (With office management) , Meeting Management , Function Management , Grievance redressal, Accounting & Audit, Legal Procedures with possible inter-departmental (state and central) application integrations.

4.5.46 The Common Citizen Data Master Registry, Open API Policy and adopting microservice architecture, with Detailed Function of a Department as a Microservice in the softwares of Government Department will help achieve external and Inter-Departmental Integration.

4.5.47 A complete integrated software application needs to be developed with clear and specific spatial information, starting from digital Gram/Ward Sabha, with all possible inter departmental integrations. Election process is managed by an application developed by NIC (Content Owned and Maintained by SEC Kerala) in this application, voter list , nomination of candidates and result is managed , An API need to be opened for integration of Members as well as voters' data for processing in LSGI software applications, some of the basic integration needs 1. Member attendance management in Meeting management 2. Voter attendance management in Gram Sabha (manual/digital) 3. Updating member data in the event of resignation / death of a member 4. Honorarium and Travel allowance of elected representatives, etc.

4.5.48 Spatial data needs to be integrated with the voter list, so that the selection of polling booth and movement of voters (transposition) can be easily managed.

4.5.49 Delimitation of Local Governments is not managed by a software application, a service needs to be introduced for delimitation of LSGI with spatial data using high resolution drone image.

Human Resource Management

4.5.50 A complete HR management application is not available so far for Local Governments, an application need to be developed from Advice to retirement of employees which includes PSC Advice (integration with software application of PSC) , Appointment , Joining , Pay and allowances , Movement, Transfer and retirement (retirement need to be integrated with pension processing application). The HR Management service needs to be integrated with attendance and all other applications for processing.

4.5.51 No state wide real-time data of employees are available for analysis and processing of administrators.

4.5.52 The G-Spark may be used for employees of Local Governments for Payroll & HR with integration to LSG services.

4.5.53 Spatial data needs to be integrated in HR management applications for proper transfer and posting of employees and monitoring of employee movements. Office management needs to be integrated with HR management.

4.5.54 HR Management needs to be designed for integrated department structure, with facility for integration of spark data of employees from transferred offices for managing LSG application software.

Meeting Management

4.5.55 A complete and comprehensive meeting management service need to be developed with scope AI (Acts, rules, orders, circulars, bye-laws etc.), for conducting digital Gram/ward Sabha / manual Gram/ward Sabha, Local Government meetings , and all other statutory and non-statutory meetings , with Agenda , agenda note , draft decision, resolution with complete process as per rules. This service needs to be opened for consuming the decisions for processing to other software applications. The meeting management application needs to be integrated with high

resolution drone images with spatial and survey data, wherever it is necessary for preparing agenda and taking decisions.

4.5.56 Sakarma can be modified and revamped with modern technologies to cater to the above requirement.

Function management based services

4.5.57 Based on requirements from meeting management services, Annual plans need to be formulated and approved with individual projects using data from budget services, by implementing officers with the support of status reports from asset data and survey data on spatial information with high resolution images. Beneficiary selection processes need to be integrated with survey reports and deserving beneficiaries may be short listed using survey data. Physical targets and achievements need to be recorded in real time along with bill processing and accounting application. Detailed analytical tools need to be integrated for evaluation and monitoring of administrators. Integration facilities need to be included for integration with MOPR application.

Budgeting

4.5.58 Budgeting applications need to be developed with processes as per act and rules, budgets need to be integrated with accounting, Accounting applications need to be modified with high security to avoid fraudulent activities, in the events of remittance and cancellation etc. (a digital platform need to be developed between remittance branch and LSGI, All modes of manual receipt need to be avoided, hand held device for collection needs to be introduced, All methods of remittances need to be used , utility payments need to be done electronically , reconciliation of accounts need to be made available for each day, Asset register is to be updated with spatial information on high resolution with asset values and other fields , which are required for accounting. Concurrent auditing may be introduced by evaluating digital records in a regular interval by Integrating with Audit software (AIMS).

Building Permit

4.5.59 Building permit application need to be re-modified as per existing rules, the application is to be rebuild in such a way that it can incorporate the rule changes as and when it happens, This application is to made in such a way that automated validation of

plan data made using any of the drawing software and site plan validations using high resolution drone images on spatial data with layers such as databank, CRZ , master plan etc. Drone images may be updated once in a year so that LSG can identify unauthorized constructions/extensions.

Property Tax

4.5.60 Property Tax application needs to be connected with permit application, based on permit, tax calculation is to be automated with form 2 data, with validations using specially designed spatial data tool. Property Tax data may be rechecked using high resolution drone image and may be enhanced as per rules. Automatic posting of Property Tax need to be introduced in all cases and field collection is to done only using hand held devices. e-payment of taxes may be popularized using digital marketing mechanisms.

4.5.61 The Building tax of the Revenue department also needs to be integrated.

Licenses – permission

4.5.62 Licenses and other permits may be given to the beneficiary by utilizing the spatial data wherever possible and field verification may be avoided as per existing orders. Automated license renewal may be introduced on remittance of permit fees to the establishment where approved traders list /survey data is available maximum possible inter-departmental integration need to be introduced for ease of doing business, e.g., PCB, Fire & Safety etc.

Other Suggestions

4.5.63 Process based applications need to be developed for generating demands for all other tax and non-tax revenue and are to be integrated.

4.5.64 An integrated grievance redressal mechanism needs to be introduced with an easy to use application, which should also cater the requirements of RTI, RTS, etc. , an application needs to be developed for legal procedures on all platforms (court , ombudsman, tribunal , etc.).

4.5.65 Applications need to be developed for utility management, along with processes for performing mandatory functions especially water supply and sanitation , street light , solid waste management, etc. using GIS platform on high resolution for proper implementation , monitoring and evaluation.

4.5.66 Process based applications need to be developed as part of an integrated system for general and transferred functions.

4.5.67 The websites of each LSGI need to be revamped with modern technology, so that the LSGI can update the data regionally and administrators can update globally.

4.5.68 The legacy data from all applications may be pooled to a single database centrally in its original form. With the help of modern technologies, it may be restructured and utilized by other services as and when it is required. Spatial information may be added to the legacy data wherever possible.

4.5.69 E-Governance to m Governance transformation needs to be achieved through new software applications. Hence the GEMS has to be an omnichannel software.

4.5.70 The Citizen Mobile App of the GEMS will act as a Citizen Service Delivery Platform and an easy Citizen Interface. The various functional modules of the system will be reflected or mirrored there enabling Citizen to access quick certificates, e-file for various services, Citizen Information Board to share information & public notices, Citizen Vigil to raise complaints and grievances, Citizen Suggest to get proposals and ideas and Citizen Feedback to get citizen evaluation of Local Government performances.

4.5.71 The messages on status of services and personal notices can be served through mobile having the validity of an official communication. An option of Government Messaging App along the lines of WhatsApp Business can be explored to interact with Citizens.

4.5.72 A Light Mobile version of the GEMS/ERP for employees will help realize mGovernance in the official end. This will help officials

to process citizen service requests, process files and pass communications through their personnel mobiles. For example, the field reports can be prepared by the enquiry officers onsite with geo-spatial and video data. Another example is a mobile online video enquiry of the citizens for a marriage registration.

4.5.73 It will also smoothen the HR management with enabling leave requests through the mobile or video training modules.

4.5.74 Also, an Internal Digital Messaging communication channel as part of the GEMS will facilitate Interpersonal and Inter-Office Communication and will be very effective to give directions to subordinates, share information among officials and to facilitate quick communication between offices.

4.5.75 Possible use of Mobile Seva (https://mgov.gov.in/) from Government. of India can be utilized as far as possible for interoperability with Central Systems.

4.5.76 Provision for access to all online applications via mobile applications also need to be envisaged.

4.5.77 GIS, Drone photography, Mobile apps, Hand held device for Tax collection, QR code for payments, Auto debit facility etc. must be incorporated.

4.5.78 Geographic information system is a computerized system that facilitates the phases of data entry, data analysis, and data presentation, especially in cases of geo-referenced data. A geographic information system (GIS) is a computer system for capturing, storing, checking, and displaying data related to positions on earth's surface. GIS can show many different kinds of data on one map. This enables people to see, analyse, and understand patterns and relationships more easily.

4.5.79 The process of collecting Geo-spatial data started from ninth plan onward by different agencies, but since those data layers were not integrated with any of the live applications, those data layers were used only one time by some Local Governments for analysis, at present none of the applications has Geo-spatial connotation. So, it

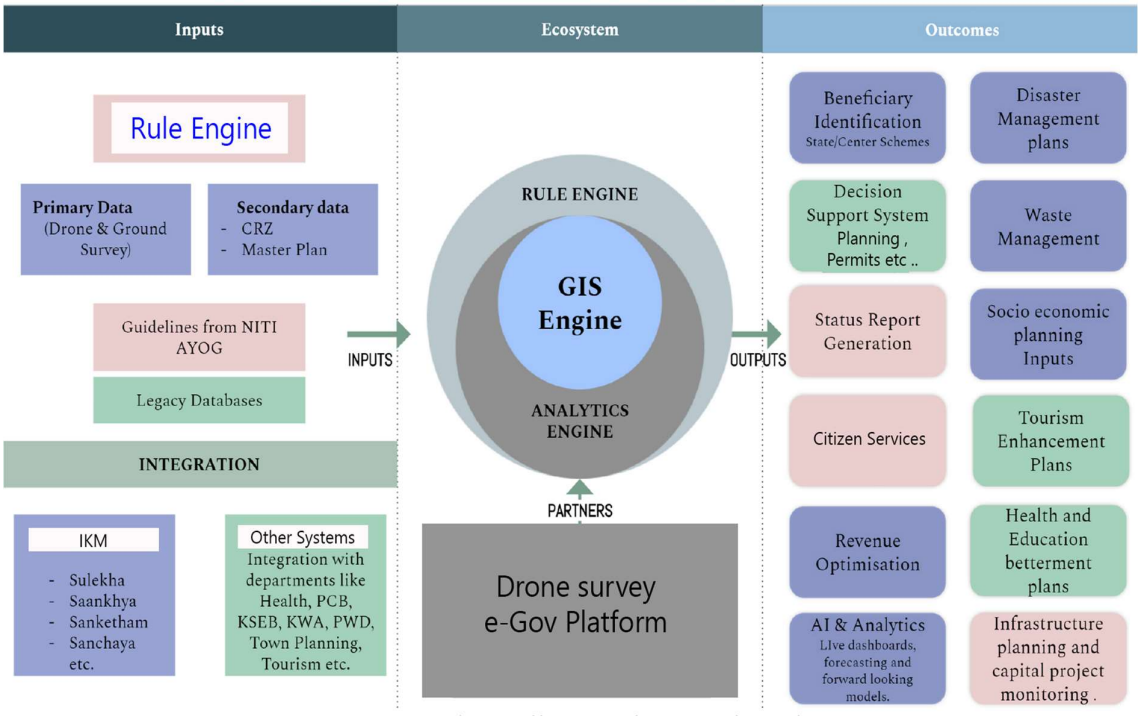
is high time to have Geo-spatial information using images with high resolution which can utilize for application processing. This data needs to be authenticated and owned by the Local Governments.

4.5.80 Revenue optimization can be done using Geo-spatial information with the help of sophisticated electronic measurement tools. A model for revenue optimisation of property tax data is developed and implemented by an agency (ULTS), such a model (Kolkata municipality) is already recommended by the Union Finance Commission, and that model can be adopted in the State.

4.5.81 All the GIS data and all available data layers by different agencies need to be integrated to a single platform and made available for processing services wherever necessary.

4.5.82 The Local Governments can move on to scientific spatial planning. All the acts, guidelines, etc. mandate the need for scientific spatial planning. It is high time to use GIS and remote sensing techniques and use the geospatial data while preparing plans and other service processing. Figure 4.5.3 shows a schematic diagram for planning.

Figure 4.5.3 Schematic Diagram for Planning



Interface with State and Central systems relating to Local Governments like PFMS, Treasury, etc.

4.5.83 The state and central systems need to be utilized completely and the new e-Governance system has to be integrated with all the existing state and central systems avoiding duplication of work and repetition of work

4.5.84 There are three policies notified by the Government of India in this regard. These are 1. "Policy on Open Standards for e-Governance," 2. "Policy on Adoption of Open Source Software for Government of India", and 3. "Policy on Open Application Programming Interfaces (APIs) for Government of India". The technology stack for software development should adhere to these policies. There is a "Guidelines for Indian Government Websites" also in force. The colours of the interface are to be selected so that the visually challenged people also can use the software without hurdles.

Incorporating processes into the system starting from Gram Sabha/Ward Sabha.

4.5.85 A people friendly mobile app need to be developed through which citizen can interact with ward member and provide or seek services, digital Gram/ward Sabha can be introduced, Voter list needs to be integrated with Gram Sabha portal, People participation in digital Gram Sabha needs to be ensured. Existing Gram Sabha portal needs to be changed in such a way that it can facilitate all activities related to Gram/Ward Sabha as per Act and rule, including conduction of meetings.

4.5.86 Once the date of the Gram/ward Sabha is decided, it needs to be recorded and approved in the eGovernance system (the eGovernance system should also have facility for virtual meeting management), and immediately an online SMS/email intimation can be sent to all stakeholders including the residents (at least one person from a house), the elected representative and the officials concerned about the grama Sabha.

4.5.87 A reminder alert can be sent to all concerned before the event date. This digital connectivity between the LSGI and residents using online SMS/email systems will help for better communication and transparency and will result in better participation from residents.

Integrating all the transferred institutions into the system.

4.5.88 Functions need to be assigned to transferred functionaries with proper responsibility, and the files related to transferred function need to be directly assigned to transferred functionaries rather than routing it through the Local Government office (e.g., Social Security Pension).

4.5.89 The E Governance solution offered as an ERP is an opportunity to functionally integrate the transferred institutions to the Local Government Main Office. For instance, an e-filed application for Agriculture labour pension has to be routed to the Agriculture office and the details need to be noted in the main workflow, after

enquiry the application can be forwarded to the Local Government as Agenda note by Agriculture Officer.

4.5.90 The officials of the transferred institutions being the integral staff of the concerned LG, have to be managed by a HR Software Application.

E Governance Security & Compliance

4.5.91 Block chain needs to be introduced in the e-Governance system to adapt to better system security. E-Governance Standards as per STQC (http://egovstandards.gov.in/guidelines-0) should be mandated and adhere to IT Service Management Standards (IS:15700).

4.5.92 The production server needs to be managed by two high profile Government Officials with multi factor authentication methods.

Recommendations

4.5.93 **The Commission fully endorses the approach and the suggestions narrated above.**

4.5.94 **To implement the difficult but essential tasks outlined above, a new institutional framework for E-Governance in Local Governments is recommended. In addition to the Executive Director of IKM, a Chief Mission Director (CMD) should be posted having capabilities of leadership and experience in IT projects at the state level.**

4.5.95 **A Project Implementation Unit has to be created as follows:**

(i) Role & Responsibilities

a) A special purpose entity created within IKM for time bound development of a comprehensive E-Governance application for Local Governments.

b) Will be directly accountable for development of E-Governance applications.

(j) Structure & Constitution

a) CMD of IKM as the Project Head

b) IKM ED as the Deputy Project Head

c) Project Core Team to aid and advise the Project Head and Deputy Project Head and guide and coordinate the technical & domain

teams. Core team should comprise of people with managerial skills and e governance know-how

d) Technical Team to be created pooling extra-ordinary IT talent selected from IKM and other IT agencies of Government and supplemented from the private and voluntary sector.

e) Domain Team to be composed of Government officials and experts having experience in Local Government administration with a flair for E-Governance technologies.

4.5.96 **In order to work very closely with the Project Implementation Unit, a Consortium should be set up consisting of Government agencies like NIC, IT Mission, in addition to IKM and also non-profits working in E-Governance and eminent private entities which are willing to cooperate with this venture to be identified by the Chief Mission Director. The Consortium should guide the Project Implementation Unit in transforming the E-Governance software into a state-of-the-art one. Instead of re-inventing the wheel, the Consortium would consciously access all the relevant available softwares which do not have continuous payment commitments which can be suitably adapted. The Chief Mission Director would be the Coordinator of the Consortium.**

4.5.97 **To give policy guidance, an Empowered Committee should be set up chaired by the Minister for Local Self Governments, having the Secretaries of LSGD, Finance, Planning and IT Departments, along with the Heads of Department under LSGD. The Committee would co-opt three outstanding national level experts in E-Governance willing to work on a voluntary mode. This Committee would be convened by the Chief Mission Director. This Committee should be empowered to take all decisions related to hiring of personnel, partnership with non-government entities, academic institutions etc. It should also bring about inter-department coordination and sort out issues.**

4.5.98 **The re-vamped Mission should be given the flexibility to select competent private partners and complete software development applications including validation through pilots within one year.**

4.5.99 **The Chief Mission Director should be empowered by making availed funds which can be pooled by Local Governments on a normative basis.**

4.5.100 **All the existing individual software programmes may be replaced by an integrated software system. For this, there should be separate teams for development, deployment and maintenance. To make the system modular, the development of different components can be entrusted to different professional teams or firms. Simultaneously, the skills of the IKM personnel would get enhanced by working with such teams.**

4.5.101 **After the deployment of the new integrated software, all the data maintained in the existing software should be transported to the new one.**

4.5.102 **At the Local Government level, the E-Governance process should be brought under the Finance Standing Committee. One employee of the Local Government including the transferred officers could be selected as the E-governance Nodal Officer based on his/her skills and be given a special allowance of Rs 10,000 per month.**

4.5.103 **There should be an E-governance Cell in the district and state level offices of LSGD. The district unit of NIC should be part of the district cell.**

4.5.104 **There should be widespread efforts of citizen education so that citizens can track the performance of Local Governments using the E-Governance platform.**

4.5.105 **A system of digital dialogue with citizens should be put into place which would enable all citizens to get information on a regular basis in a form which is easily understood and also to give feedback and comments.**

4.5.106 **At the state level, there would be an in-house of IT Wing in LSGD outside IKM with experts taken on deputation from IT Mission/NIC.**

4.5.107 **Once the softwares are ready, there should be a one-time quality audit by a top agency in the country.**

4.5.108 **Independent IT audits should be introduced as part of the State Statutory Audit. This would include audit of IKM.**

5. Effectiveness

5.1 Effectiveness in Local Government

5.1.1 Effectiveness indicates performance and that the objective of the plans are realized in full. It goes beyond physical targets and focuses on outcomes

5.1.2 As of now, targets are not set and the physical achievements are not tracked except in the case of individual benefits like houses, toilets, milch cow etc. Outcomes are not measured at all.

5.1.3 The Commission has recommended the capturing of all physical achievements automatically and the outcomes to the extent possible, especially with respect to agricultural production , public health and so on.

5.1.4 Innovations push effectiveness and the Commission has dealt with it at some length

5.1.5 Another way of identifying effectiveness is through selection of best Local Governments on transparent and objective criteria. Kerala has an excellent system of doing this. The Commission has examined it and made a few modifications especially in relation to eligibility criteria. If accepted, the Awards would be a good measure of the effectiveness of Local Governments, which could then serve as models for others to emulate.

5.1.6 The Commission has also introduced the concept of performance rating of Local Governments through a rigorous process. Outstanding performers would be given greater freedoms and their performance tracked closely. Such Local Governments could also serve as beacons for others to follow. All these would facilitate peer learning as well.

5.2 Innovation

5.2.1 Though it is easy to get a feel of innovation, it is difficult to define it and more so, to assess it. Typically, innovations could range from making a dysfunctional system work and deliver results to transformational innovation which creates completely new solutions. Mostly, in the context of Local Governments, innovations reside in management, especially management of service delivery. Process innovations are equally important, especially to mobilize the community for collective ownership of a project and contribution to its success

5.2.2 There is also scope for introduction of new technology promotion of local economic development where Local Governments can be facilitators and local entrepreneurs, individual or group, the actors.

5.2.3 Innovation would involve enhancement of creativity in an existing practice to address an important development issue of high concern. Naturally, its effectiveness should be higher than usual. Some of the elements of innovation are use of a new technology preferably an affordable and sustainable one, use of an interesting management technique, incorporation of participatory processes at all stages, particularly in the implementation and post-implementation O&M, naturally resulting in community contribution in cash and kind.

5.2.4 The facilitating and instrumental factors which could by themselves become innovations are the following

(i) Mobilizing professional and technical support from outside institutions or individuals.
(ii) Multi-departmental convergence and joined up functioning
(iii) Adoption of transparent socially accepted criteria and ensuring fairness in all stages.
(iv) Level of involvement of the entire elected body.

5.2.5 Also, innovations should have sustainability and replicability.

5.2.6 In the current context of local projects, it should be a large project covering a wide area or having a significant footprint across the Local Government capable of being expanded.

Recommendations

5.2.7 In order to promote innovations, the following recommendations are made.

5.2.8 There should be a demand based training after assessment of demand of Local Governments which are interested in promoting innovation. Such high end training programme could be conducted by KILA in partnership with IIM, Kozhikode, IIT, Palakkad, ISER and CDS. To start with, it is recommended that about 25 Village Panchayats, 5 Block Panchayats, 2 District Panchayats, 2 Corporations and 10 Municipalities may be chosen in such a way that they represent all the districts and the scheme piloted.

5.2.9 A District Resource Group should be set up to mentor Local Governments to come up with ideas and translate them into action.

5.2.10 This Resource Group could also assess claims of innovation in the past basically for identifying the key factors for replicability. Such innovations should be documented with the help of this Group.

5.2.11 It is understood that LSGD in partnership with Kerala Development and Innovation Strategic Council (K-DISC) and KILA has initiated the concept of One Local Government One Innovation (OLOI). As a part of this project, a community of practice may be created and an innovation survey conducted. All the Local Governments which are trained should be asked to identify a few issues which the Local Governments cannot address through conventional methods. These could be posed to the District Resource Group for support.

5.2.12 At the state level K-DISC to set up thematic Resource Groups which would assist the District Resource Groups based on demand and

through them the Local Government to develop projects. The Community of Practice could attempt link up with external institutions and agencies, if required.

5.2.13 Local Governments which have carried out innovations in the past and have finalized innovative projects and decided the different aspects of implementation, should be identified as Schools of Practice or Beacons and other Local Governments should be facilitated by KILA in an organized manner to learn from these Local Governments for suitable adaptation.

5.3 Selection of Local Governments for Annual Performance Awards

5.3.1 Government had issued guidelines prescribing various criteria and marks for selection of Best Gram Panchayat, Municipality and Corporation vide G.O.(Rt.) No. 190/2022/LSGD Dated 25/01/2022.

5.3.2 The Commission is of the view that there should be some changes in the criteria. Eligibility criteria have to be first fixed to shortlist the Local Governments and then to assign marks for different performance parameters and select the best among the Local Governments. The criteria are given in the Table 5.3.1

Table 5.3.1 Tier-wise Eligibility Criteria for Local Governments

Eligibility Criteria	Village Panchayat	Block Panchayat	District Panchayat	Municipality	Municipal Corporation
Realization of Revenue vis-à-vis Estimates	75%			75%	75%
Annual increase in Own Revenue Mobilization for the past 5 years	5%			5%	5%
Adherence to Approved Projects	75% (number of projects and amount)				
Minimum Utilization of Development Fund-General	80%	80%	80%	80%	80%
Minimum Utilization of Development Fund-SCSP	80%	80%	80%	80%	80%

Eligibility Criteria	Village Panchayat	Block Panchayat	District Panchayat	Municipality	Municipal Corporation
Minimum Utilization of Development Fund-TSP	80%	80%	80%	80%	80%
Utilization of Maintenance Funds (Roads and Non Roads respectively)	80%	80%	80%	80%	80%
Timely submission of Annual Financial Statements	Applicable to all categories				
Minimum Expenditure as a percentage of total outlay in the productive sector	25%	25%	25%	7.5%	7.5%
Minimum Expenditure as a percentage of total outlay in the WCP	7.5%	7.5%	7.5%	7.5%	7.5%
Minimum Expenditure as a percentage of total outlay in projects for special groups	7.5%	7.5%	7.5%	7.5%	7.5%
Convening of all Gram Sabhas/Ward Sabhas as per law	Yes	NA	NA	Yes	Yes

5.3.3 Rationale for the eligibility criteria are given in the following Table 5.3.2

Table 5.3.2 Rationale for Eligibility Criteria

Eligibility Criteria	Rationale
Realization of Revenue Estimates	Local Governments tend to boost their budget by putting in unrealistic estimates of Revenue in their annual Budgets. They should be encouraged to prepare fiscally responsible and realistic budgets
Annual increase in Own Revenue Mobilization for the past 5 years	To encourage own revenue mobilization and provide sustainable services
Adherence to Approved Projects	There is a tendency among Local Governments to change projects originally approved following the due participatory procedure, in an arbitrary manner after getting approval from the DPC. This criteria is designed to make planning realistic from the beginning

Eligibility Criteria	Rationale
Utilization of Development Fund -General	This is to prevent funds from lapsing and ensure that outputs envisaged are realized
Utilization of Development Fund- SCSP	This is to ensure proper performance of Social Justice Function
Utilization of Development Fund-TSP	This is to ensure proper performance of Social Justice Function
Utilization of Maintenance Funds (Roads and Non Roads respectively)	To encourage proper asset management and prevent lapse of funds
Timely submission of Annual Financial Statements	To ensure the Local Governments abide by this critical statutory responsibility
Minimum Expenditure as a percentage of total outlay in the productive sector	Even though Village, Block and District Panchayats should earmark at least 30% of the total outlay for projects in the Productive Sector, and Municipalities and Municipal Corporations 10% each of the total outlay ,most Local Governments do not utilize the amount as stipulated . Laying down a minimum level of expenditure will encourage Local Governments to spend better for local economic development
Minimum Expenditure as a percentage of total outlay in the WCP	This will ensure that vulnerable groups do not lose out
Minimum Expenditure as a percentage of total outlay in projects for special groups	This will ensure that vulnerable groups do not lose out
Convening of all Gram Sabha/Ward Sabha meetings as per law	This will help to strengthen participatory planning and accountability

Recommendations

5.3.4 Local Government tier-wise eligibility criteria for the application for Swaraj Trophy and evaluation method for selection of best Local Governments for the Awards is given in the Appendices. The evaluation method is prepared theme-wise with marks provided for each theme-wise indicator.

5.3.5 Eligibility criteria and method of evaluation for the selection of Best Village Panchayat is given in Appendix 5.3.1 . Eligibility criteria and method of

evaluation for the selection of best Block Panchayat is given in Appendix 5.3.2. Appendix 5.3.3 gives the eligibility criteria and evaluation method for the selection of best District Panchayat. Appendices 5.3.4 and 5.3.5 provide the eligibility criteria and evaluation method to be used for selection of best Municipality and Municipal Corporation, respectively.

5.4 Performance Rating of Local Governments

5.4.1 The objective is to institutionalize a system of Performance Rating of Local Governments with a view to providing freedom in the use of sectoral allocation and subsidy norms and access to incentive funds to top rated Local Governments

5.4.2 All Local Governments will be eligible to apply for the Rating . The awards/freedoms will be applicable for 3 years .

5.4.3 The Local Self Government Department will be responsible for the conduct of the performance rating exercise for the selection of best performing Local Governments .

5.4.4 Following a preparatory phase to develop a composite performance index of Local Governments and pilot testing and dry runs , a suitable self -assessment questionnaire is to be prepared.

5.4.5 Parameters for Assessment can be organized around these four categories

(i) Fiscal Efficiency
(ii) Administrative and Governance Performance
(iii) Service Delivery Quality
(iv) Development Achievement
(v) Innovation

5.4.6 Fiscal Efficiency may assess growth of tax revenues in the last five years, growth of non-tax revenues in the last five years, additional resource mobilization, spreading of expenditure, utilization of funds including collection of user charges.

5.4.7 Administrative and Governance Performance may assess action taken on meetings , turnaround time , preparation of budgets, Annual Financial

statement etc in a timely manner , upkeep of transferred institutions , response to audit objections, proactive disclosure, social audit etc

5.4.8 Service Delivery Quality may assess indicators like time taken to process requests and applications, grievance redressal, use of E Governance, issue of building permits, licences , streetlighting, use of solar lighting, attainment of Suchitwa Padavi , status of recreational facilities and civic amenities, parks , playgrounds , green spaces , scientifically designed slaughterhouses, crematoria, public burial grounds etc,

5.4.9 Development Performance may consider physical achievements like housing, sanitation, use of affordable and environmentally friendly technologies, participation of people , participation of experts, community management of assets, social justice and equity, availability of a connectivity plan and road register, performance in MGNREGS, conservation of natural resources, heritage management, biodiversity , institutional plans. Innovative projects and initiatives may be given weightage

5.4.10 Innovation - Novelty , Consultative Process and Level of Ownership, Incremental and sustainable outputs, Partnerships and Collaboration, Accountability, Scale of impact, Use of Sustainable technology, Convergence

5.4.11 The Performance Rating exercise should involve a Five- Stage process as shown in the Table 5.4.1

Table 5.4.1 Local Government Rating Process

Stages	Responsible
Self-Assessment	Local Government
Desk Assessment to shortlist up to 10% of the Local Governments	Expert Committee at the District/Block /State Level comprising officials, experts from agencies like Centre for Management Development, Institute of Management in Government and Kerala Institute of Local Administration, Other Academics, People's Plan activists etc.)
Field verification	Expert Committee as above

Stages	Responsible
Final selection	State Level Committee
Negotiation with the 'Awards Committee' / LSGD on the freedoms	LSGD and Local Governments

Monitoring of Performance Rated Local Governments ('beacons')

Third party monitoring by an independent agency

6. Accountability

6.1 Formal Accountability-Audit Commission

6.1.1 In a democratic society, audit is the most important instrument of formal accountability. Public moneys, a good share of them borrowed from the people, are entrusted to Local Governments for prudent spending after ascertaining the needs of the people and prioritizing them on the basis of socially constructed norms and criteria. Though auditors are officials, by no stretch of imagination, should it be construed that decisions by elected bodies are judged by officials. Primarily, the auditor is a friend of the people, bringing out deficiencies and even malfeasance in the use of public funds, so that Local Governments themselves rectify their errors and are careful about avoiding them in future. For this is to be realized auditors have to be extraordinarily capable people acting independently and fearlessly and in a neutral and objective manner relying only on facts of the case, in relation to the legal and moral obligations.

6.1.2 There has been a paradigm shift in local governance for local development after the big bang decentralization in Kerala. Though a new Local Fund Audit Act was brought into force in 1994, it did not reflect this shift. Naturally then the Audit system has not changed in tune with the new realities in Local Governments.

6.1.3 The chronology of events leading to the present accounting and audit systems in Kerala is given below in Table 6.1.1

Table 6.1.1 Chronology of Local Government Accounting and Audit Systems in Kerala

1994	**1**	**Kerala Panchayat Raj Act**
	2	**Kerala Municipalities Act**
	3	**Local Fund Audit Act**
1997	4	KPR and KM – Audit and Inspection System Rules

2002	5 11th Finance Commission Intervention – C&AG's Accounting and Auditing Standards 6 Technical Guidance and Supervision (TGS)
2004	7 National Municipal Accounts Manual (NMAM)
2007	8 Municipal Accounts Manual 9 KM Account Rules
2011	10 KPR Account Rules 11 IKM Sankhya Accounting Software

Source: Compiled by the Sixth SFC

6.1.4 In view of the importance of the issues, the Commission took great efforts in identifying the issues and in suggesting appropriate recommendations.

Issues related to Financial Management System.

6.1.5 Presently, accounts are not flowing from budgets. As a result, there is no budgetary control and financial appropriation control. Requirements of funds based on actual utilization vis-à-vis budget provision is not happening. Excess/short/no provision are not known. Account heads are different from budget heads.

6.1.6 The existing accounting and budgeting system based on IT systems are too complex. A lot of ambiguous and conflicting provision in various legislations in respect of budget, accounts and audit are prevailing.

6.1.7 The rules have been framed, but they are not appropriate for participatory budgeting for which even now executive instructions are being relied on.

6.1.8 The upward, downward and horizontal accountability and reporting requirements are not being followed in letter and spirit and there are no strict time-lines.

6.1.9 Local Governments complain of audit fatigue. Kerala State Audit Department (KSAD) is the statutory auditor of all Local Governments, at present. In all the Corporations and 13 major Municipalities, a wing of KSAD functions to perform concurrent audit. The CAG also conducts audit of Local Governments in a

random manner and there is also performance audit conducted by the Performance Audit Wing. In addition, Finance Inspection and Stores Purchase Wings of the Finance Department also inspect Local Governments. There is no co-ordination or rational sharing of responsibilities among the three named auditors – CAG, KSAD and Performance Audit.

6.1.10 There are certain basic contradictions between the Kerala Local Fund Audit (KLFA) Act 1994 and the Local Government Acts. As per Section 9 of the KLFA Act, the executive authority has to prepare and submit the annual accounts of the local authority within four months from the closure of the financial year, failing which, is punishable on conviction up to Rs.3,000/-. But there is no clarity on who is the executive authority in respect of audit. In the Kerala scheme of things, the executive authorities are the elected bodies and not the Secretary of the Local Government or the elected head. This has not been clearly stated in law, especially in regard to responsibilities and obligations.

6.1.11 The hallmark of Kerala's decentralization is transparency and downward accountability. Now the audit report and the remarks have to be placed before the Gram Sabha/Ward Sabha. But it is never done.

6.1.12 The Finance Standing Committee is expected to seriously examine the audit findings and take follow up remedial action. Also, the full elected body has to do the same. There is no evidence that this is being done systematically.

6.1.13 It has been pointed out that in practice there is a dichotomy between persons who carry out different activities and the different software with the result that many a time accountability is lost and the blame cannot be easily fixed.

6.1.14 There are no data quality standards or standard operating procedures (SOPs) in respect of data being generated in the accounting system or general governance system. Without reliable data base, there is no way to know the authenticity of the accounting information.

6.1.15 Though double entry accounting was introduced as a reform measure, the logic and spirit of such a system is not fully understood by the officials concerned with the result that the accounts do not speak even to informed people, let alone the lay citizens.

6.1.16 The accounting software is unable to support correct tracing of the audit trail as the human interventions made on the data base are not captured properly. The facility for constant updation/correction of accounting data makes them fluid and results in absence of reliable historic data.

6.1.17 Use of different software for similar purposes results in parallel information systems.

6.1.18 The Local Government system has not been upgraded to utilize the possibilities of anytime anywhere banking facilities, especially on-line receipts and payments.

Issues Related to the Audit System

6.1.19 The primary internal accountability arrangements of Local Governments do not help the audit due to inaction or deficient reporting mechanisms. This includes the accountability of employees to the elected body and the elected representatives individually and collectively to the citizens.

6.1.20 Section 16 of the KLFA Act empowers the auditors to charge/surcharge loss of money sustained respectively, due to non-realization of revenue/ illegal payments caused by negligence or mis-conduct of any person and can certify that amount as dues from that person recoverable by, as if it were an arrear of public revenue due on land. Unfortunately, most of such surcharge certificates are issued in cases of technical errors or procedural errors while implementing the project, without going into the merits of the case in detail, while often real malfeasance escapes un-noticed. Also, there is no ascertaining as to who was actually directly responsible for the loss sustained if any, related to the matter in the charge/surcharge notice issued. It is decided largely based on the subjective satisfaction of the Director, KSAD,

unguided by written norms on what should invite charge/surcharge and how the amount should be arrived at. The officials of Local Governments complain that the threat of charge/surcharge affects their normal functioning. Further, there is a serious denial of natural justice as the person does not get a chance to study the accusation and give suitable reply which then has to be properly examined and a reasoned decision given. Further, there is no easy appellate system to rectify a wrong decision to charge/surcharge as the affected person has to approach the District Court to set aside the charge/surcharge which is not easy.

6.1.21 Conceptually, there has to be a bench marking of performance level accompanied by a continuous monitoring which has to be done by KSAD. But due to lack of capacity and shortage of staff, it has affected this seriously.

6.1.22 The Audit Monitoring Committee which was set up with great expectations seems to have become non-functional.

6.1.23 The present performance audit system has become routinized and often functions as parallel audit with less quality and poor follow up.

6.1.24 The unique opportunity provided by the Technical Guidance and Support (TGS) system initiated by the CAG based on the recommendations of the Eleventh Union Finance Commission has not been properly used mainly due to lack of clarity on TGS.

Recommendations

6.1.25 It is recommended that the existing system of Local Fund Audit be totally restructured by setting up the Audit Commission under a new law repealing the existing Local Fund Audit Act 1994.

6.1.26 It is recommended that the Audit Commission carries out all the three types of audit

(i) Financial Audit focusing on finding out whether the Local Governments financial information is presented in accordance with the applicable reporting and regulatory framework, avoiding mis-statement due to fraud or error. The objective of Financial Audit is to improve the credibility of

financial statements of Local Governments and ensure that they are in conformity with laws and policies.

(ii) **Compliance Audit** focusing on whether decisions and expenditure are in conformity with acts, laws, rules, and regulations, policies, contractual agreement and also broad principles of sound public sector financial management. Compliance audit is concerned with regularity, that is, adherence to former criteria prescribed by laws and regulations and the agreement as well as with propriety which is has the qualitative dimension of adhering to the accepted principles governing prudent financial management and ethical conduct of officials. Compliance audit promotes transparency and accountability by bringing out deviations for remedial action.

(iii) **Performance Audit** which focuses on efficiency, effectiveness or put in simple terms, value for money. It assesses the optimality of investments and brings out possibilities for improvement. It is a rounded form of audit which goes beyond records by visiting the field and talking to the stakeholders. The following Table 6.1.2 summarizes the three types of audits.

Table 6.1.2 Three Types of Audits

Table	Financial	Compliance	Performance
Audit Objectives	Obtain reasonable assurance that the financial statements are free of material misstatement.	Gauge how well an organization adheres to rules and regulations, standards, and even internal bylaws and codes of conduct	Assess whether interventions, programmes and institutions are performing in accordance with the principles of economy, efficiency and effectiveness
Reporting of audit findings	Audit opinion/Audit certificate	Opinion on compliance to laws, regulations and rules (Compliance Audit Report)	Report containing assessment of economy, efficiency and effectiveness. (Performance Audit Report)
Criteria	Applicable financial reporting framework	Relevant laws, regulations, standards, bylaws and agreements which are	Audit specific, reasonable standards of performance against which the economy, efficiency and effectiveness

Table	Financial	Compliance	Performance
		applicable to the auditable entity.	of operations can be evaluated and assessed

Source: Compiled by the Sixth SFC

6.1.27 **While financial audit may be done for all the Local Governments and a certificate given by 31st of October, compliance audit may be done on a scientific selected sample which can be decided by the proposed Audit Commission so that all Local Governments get covered once in two years. Also, in the Local Governments selected for compliance audit like in the case of CAG, a scientific sample check of vouchers would do.**

6.1.28 **Performance audit needs to be introduced. This should involve field verification also. Performance audits should be done thematically like implementation of schemes in a particular sector or schemes for self-employment or maintenance of roads, etc.**

6.1.29 **Audit should be conducted in a cordial atmosphere. The process should start with a DO letter, sufficiently early, from the top official of the Audit Commission to the elected head with copy to the Secretary concerned intimating the arrival of the audit team. In the letter it should be stated that there would be an entry meeting on the first day and request the presence of the elected head, Standing Committee Chairpersons, Secretary and other officers. In the entry meeting the head of the audit team should explain the audit plan, schedule of verification of files of implementing officers, and the date of exit meeting. The position of pending audit paras also has to be reviewed. The audit team may also enquire whether the Local Government feels any area needs to be specially looked into. The institution should nominate a nodal officer of contact for the audit team. All audit notes have to be handed over to him and replies collected through him. Audit notes are to be issued on all observations and no item for which audit note is not issued should find a place in the audit report. On the last day of audit there should be an exit meeting. All officers and elected head and Standing Committee Chairperson who attend the entry meeting should participate. Audit team should explain in brief its assessment on the**

performance of the Local Government during the previous year, major lapses and suggestions for improvement.

6.1.30 **Before the report is finalized, audit notes may be prepared and replies obtained and issues dropped if the explanation is satisfactory.**

6.1.31 **Similarly, for not so important issues, audit notes may be given to be verified during the time of the next audit and this need not be included in the audit report.**

6.1.32 **In respect of charges/surcharges and recoveries, there should be clear norms laid down as part of the rules to ensure that where there is no real loss due to malfeasance or negligence, there cannot be a charge/surcharge.**

6.1.33 **There should be an appellate system to decide appeals against charge/surcharge. In the case of officials, a three member Committee consisting of the Head of the Audit Commission, Principal Director of Local Governments and the Deputy Accountant General in charge of Local Government Audit, should be constituted. In the case of non-officials, the Committee shall be headed by the Head of the Audit Commission and an Officer each not below the rank of a Secretary from the Departments of LSGD and Finance, and the Deputy Accountant General in charge of Local Government Audit.**

6.1.34 **Follow up of audit paras and recommendations should be made mandatory. The Audit Monitoring Committees need to be re-activated and if there is wilful negligence on the part of officials or elected bodies to stall action, then the Audit Monitoring Committee should recommend withholding of funds from Government.**

6.1.35 **All audit reports should be in the public domain. In the Gram Sabha and Ward Sabha, key findings especially relating to loss of revenue, non-adherence of procedure, etc., should be summarized and presented.**

6.1.36 **To start with, the audit standards for Local Governments prescribed by CAG and accepted by Government of Kerala, may**

be operationalized. Of course, it must be upgraded by an Expert Group to be set up for the purpose.

6.1.37 **The TGS system needs to be activated for which the following recommendations are given. The Technical Guidance and Support (TGS) scheme of the CAG which started off well in Kerala seems to have plateaued and needs to be revived very strongly. The following scheme of TGS may be accepted by the Government, issued as a Government Order by the Finance Department and later incorporated into the proposed new Local Fund Audit Act .The component of TGS would include:**

(i) Audit planning and setting auditing standards
(ii) Adoption of improved audit methodology
(iii) Training in audit and accounts
(iv) Test check some Local Government to provide technical guidance

6.1.38 **The salient features of the collaboration between the CAG and the Audit Commission are given below:**

(i) The Audit Commission should prepare by the end of March every year, an annual audit plan for audit of Panchayat Raj institutions and urban Local Governments in the next financial year and forward it to the Accountant General (Audit) of the State;

(ii) The audit methodology and procedures for audit of Panchayat Raj institutions and urban Local Governments by Audit Commission should be as per various Acts and statutes enacted by the State Government and guidelines prescribed by the Comptroller and Auditor General.

(iii) Copies of inspection reports in respect of selected Local Governments should be forwarded by the Audit Commission to the Accountant General (Audit) for advice on system improvements and the Accountant General (Audit) shall review the same with a view to making suggestions for improvement of existing systems being followed by the Audit Commission. The Accountant General (Audit) will also monitor the quality of the inspection reports issued by Audit Commission by scrutinizing such inspection reports.

(iv) Audit Commission should furnish returns in such formats as may be prescribed by the Comptroller and Auditor General for advice and monitoring.

(v) The Accountant General (Audit) should conduct test check of some of Panchayat Raj institutions and urban Local Governments in order to provide technical guidance. The reports of the test check should be sent to Audit Commission for pursuance of action to be taken by Panchayat Raj institutions and urban Local Governments. Audit Commission should pursue the compliance of such paragraphs in the inspection reports of the Accountant General (Audit) in the same manner as if these are his own reports.

(vi) Irrespective of the money value of the objections, any serious irregularities such as system deficiencies, serious violation of rules and fraud noticed by Audit Commission should be intimated to the Accountant General (Audit).

(vii) Audit Commission should develop, in consultation with the Accountant General (Audit), a system of internal control in his organization.

(viii) The Accountant General (Audit) should also undertake training and capacity building of the Audit Commission staff.

6.1.39 In order to operationalize the scheme a detailed written plan of action has to be developed. The Commission would suggest the following methodology for easy and quick preparation of the Action Plan. A "write shop" may be conducted jointly by the State Government and the CAG in which the key participants should be:

(i) Deputy CAG from CAG's office dealing with Local Governments
(ii) Secretaries of Finance and Local Government Departments
(iii) Principal AG of the State.
(iv) Officers of different levels from the AG's office having good expertise in Local Government Audit
(v) Selected officials and elected leaders representing different Local Governments
(vi) Representatives of the Institute of Chartered Accountants of India and Institute of Public Auditors of India.
(vii) The present and former Directors of KSAD and selected officials, present and retired from KSAD.
(viii) Present and former State Performance Audit Officers.

6.1.40 In the write shop it is expected that plan should be prepared for implementing the four main components of TGS using the results based framework as summed up below:

(i) Topic
(ii) Objectives
(iii) Strategies
(iv) Activities including changes in laws, rules, orders, manuals, etc.
(v) Responsibilities
(vi) Resources including human, financial and capacity building
(vii) Time lines.
(viii) Risks and mitigation measures.

6.1.41 **A joint meeting of the Minister for LSGD and the Chairperson of the Committee on Local Fund Accounts of the Assembly may be held in which the Accountant General, Finance Secretary, LSGD Secretary, Audit Commission (Director KSAD ,if the Audit Commission is not set up by then) participate. Based on the discussions, the Committee on Local Fund Accounts could streamline its procedure in consultation with the Speaker.**

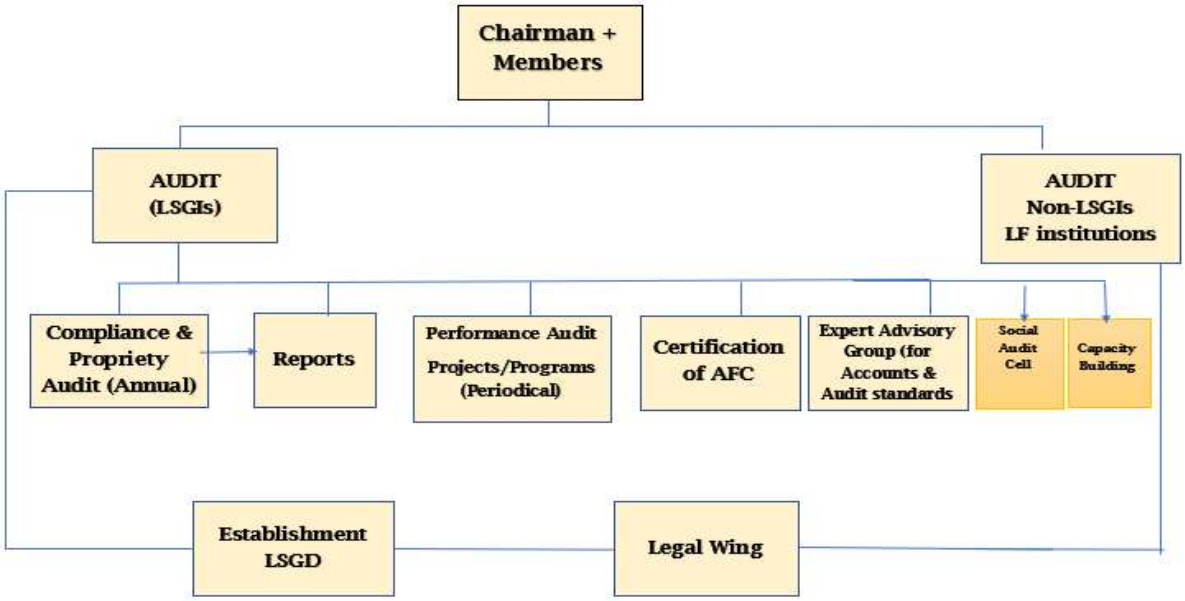
6.1.42 **The existing performance audit system should be merged into the Audit Commission and be trained to conduct Performance Audit . These staff should be treated as a vanishing category and the arising vacancies filled up with qualified staff in future.**

6.1.43 **There should be an Audit Manual consisting of three parts, namely, Financial Audit, Compliance Audit and Performance Audit. The Compliance Audit should include verification of the integrity of processes followed and Performance Audit should also focus on value for money.**

6.1.44 **The Audit Commission should be a three member body. The Chairperson should be a serving officer from the Indian Audit and Accounts Service of the rank of Accountant General. The member secretary should be from the senior most level in the Audit Commission identified through an open selection process . The third member could be part time from among members of the ICAI having a good understanding of Local Governments to be selected on the basis of application and interview for a period of five years or till he/she attains the age of 60.**

6.1.45 Figure 6.1.1 gives the suggested Organogram of the Audit Commission

Figure 6.1.1 Organogram of Proposed Audit Commission



Source: Report of the Working Group on Audit Commission

6.1.46 Audit Commission should have different Audit Wings/Departments/Groups. To start with, the existing staff could be absorbed in the Audit Commission and treated as vanishing category . The new staff should have suitable qualifications to be prescribed and be given at least a six month induction training including attachments to Local Governments.

6.1.47 The main and major Wing should be for the audit of Local Governments

6.1.48 The various audits of Local Governments should be in the form of Compliance Audit, Propriety Audit (Transaction Audit) and Performance Audit and all these audits should be carried out under the control and supervision of Audit Commission.

6.1.49 Compliance Audit and Propriety Audit should be brought under one group and performance audit should be under another group.

6.1.50 **The entire staff of the existing KSAD should be deployed for compliance and Propriety Audit. Their designation, status, promotion, etc. should be re-defined.**

6.1.51 **The existing Performance Audit system should be dissolved and the entire system with the staff should be brought under the Audit Commission.**

6.1.52 **The detailed procedures for annual/biennial audit of Local Governments and Performance Audit should be described in the Act, viz; audit plan, duration of audit, powers of auditors and duties of auditee and reporting procedures**

6.1.53 **Performance Audit approach should be entirely different from compliance/Propriety Audit procedure.**

6.1.54 **Performance Audit should be for detailed review of projects and programmes covering longer period say 3 to 5 years, or the entire project period from start to finish.**

6.1.55 **Performance Audit should conduct physical verifications and consumer surveys invariably in respect of all projects, programmes and beneficiary oriented schemes.**

6.1.56 **Audit Commission should prepare and submit the following audit reports annually to the Legislature through the Governor:**

- **(i) Audit Report of Village Panchayats.**
- **(ii) Audit Report of Block Panchayats.**
- **(iii) Audit Report of District Panchayats.**
- **(iv) Audit Report of Municipalities and Corporations.**
- **(v) Performance Audit reports of Programmes and Projects of selected Local Governments**

6.1.57 **All these reports should be subject to scrutiny by Local Fund Accounts Committee.**

6.1.58 **These reports should contain only major irregularities, observed and noted in the local inspection report, for review by the Local Fund Accounts Committee and appropriate recommendations to the Government.**

6.1.59 **Other audit points should be pursued through local inspection reports by the Audit Commission.**

6.1.60 **District level Audit Monitoring Mechanism should also be strengthened to clear pending audit objections after taking corrective action.**

6.1.61 **Audit Commission should have a legal wing also, with qualified persons to assist the Commission and clear ambiguities and clarify doubts raised by Local Governments.**

6.1.62 **The local inspection reports may be placed before Gram Sabha/Ward Sabha/Ward Committee for discussion.**

6.1.63 **Audit of other local fund institutions other than Local Governments may be continued as per the existing system by a separate wing within the Audit Commission by the staff re-deployed from KSAD and the reporting procedure may also be separately prescribed for this.**

6.1.64 **The present practice of auditing of Local Governments by Stores Purchase Department and Finance Department may be discontinued since the objective of these systems can be taken care of by the Audit Commission and the audit by AG. This will avoid multiplicity of audits, inspections and reduce the strain of staff of the auditee institutions. Further, staff deployed for the audits/inspections can also be suitably re-deployed, including deputation to Audit Commission.**

6.1.65 **The present practice of certification of Annual Financial Statements of Local Governments by KSAD has to be discontinued. The Annual Financial Statement certification has to be entrusted to locally available Chartered Accountants at a fee determined by Audit Commission across the State. The fees may be different for different Local Governments depending on the volume of revenue and expenditure.**

6.1.66 **Audit Commission should conduct supplementary audit of Annual Financial Statement in selected Local Governments through a proper Audit Plan to ensure efficacy of certification by Chartered Accountants.**

6.1.67 **Audit Commission should have a suitable wing with adequate human resources to deal with the certification audit by Chartered Accountants, their empanelment, fees, fixation, conducting supplementary audit of selected Local Governments, etc.**

6.1.68 **There should be a separate social audit cell within the Audit Commission. They have to facilitate social audits of programmes and projects as prescribed.**

6.1.69 **There should be an Expert Advisory Group within the Audit Commission to prepare and periodically update Accounting and Audit Standards to be followed in Local Governments. It may be formed in the lines of GASB (Government Accounts Standard Board) now functioning under C&AG.**

6.1.70 **A well-established system should also be put in place for Capacity Building for various cadres of Audit Commission.**

6.1.71 **Establishment of an Audit Commission in line with the above suggestions, will not add any financial burden to the exchequer, as the staff already being used for various audits/inspections from different sections/departments/organizations would be deployed rationally to achieve effective outcomes . All the re-deployed, transferred and deputed posts, should be treated as "vanishing" in due course as and when the incumbents retire, and fresh recruitments should be made based on the revised Organizational Structure to be brought in.**

6.1.72 **There should be a consultative committee consisting of the Finance Secretary, Accountant General, Kerala, LSGD Secretary and Principal Director of LSGD with which the Audit Commission may interact frequently and refer matters for advice and guidance**

6.1.73 **Implementation of recommendations suggested above would require substantial amendments to the Kerala Panchayat Raj Act and Kerala Municipality Act and Kerala Local Fund Audit Act. In order to fast track the process, the Institute of Public Auditors of India may be asked to prepare a draft which can be examined by a Committee consisting of the Finance Secretary, Accountant General, Secretary to Government (LSGD), two retired Officers**

of Indian Audit and Accounts Service, having good knowledge of Local Governments and Director, KSAD.

6.2 Institutions of Accountability

Ombudsman

6.2.1 Kerala is unique, in that it set up the Ombudsman for Local Self Government Institutions, based on the recommendations of the Committee on Decentralization of Powers. The original structure of Ombudsman was unwieldy with seven members, but it was whittled down to just one person later on.

6.2.2 The Act gives a broad interpretation to corruption and maladministration. The latter includes action which is taken or purported to have been taken in exercise of administrative function, where such action, administrative procedure or practice governing such action is unreasonable, unjust, oppressive, discriminatory or nepotistic, allowing illegitimate gain, creating loss, or denying deserving benefits. Even wilful negligence and delay is brought under the definition. Section 271(a) of Kerala Panchayat Raj Act lists the functions of Ombudsman.

(1) The Ombudsman shall perform all or any of the following functions, namely: -

(i) Investigate into any allegation contained in a complaint or on a reference from Government, or that has come to the notice of the Ombudsman;

(ii) Enquire into any complaint in which corruption or maladministration of a public servant or a Local Self Government Institution is alleged;

(iii) Pass an order on the allegation in the following manner, namely: -

(a) Where the irregularity involves a criminal offence committed by a public servant, the matter shall be referred to the appropriate authority for investigation.

(b) Where the irregularity causes loss or inconvenience to a citizen, direct the Local Self Government Institution to give him compensation and to reimburse the loss from the person responsible for the irregularity;

(c) Where the irregularity involves loss or waste or misuse of the fund of the Local Self Government Institution, realise such loss from those who are responsible for such irregularity, and

(d) Where the irregularity is due to omission or inaction cause to supply the omission and to rectify the mistake.

(2) In addition to the functions enumerated in sub-section (1), the Ombudsman may pass interim order restraining the Local Self Government Institution from doing

anything detrimental to the interest of the complainant if it is satisfied that much loss or injury will be caused to the complainant due to the alleged act.

(3) The Ombudsman may by order, impose penalty in addition to compensation if it is of opinion that the irregularity involves corrupt practice for personal gain.

Section 271(K) gives the powers of the Ombudsman.

(1) The Ombudsman shall, for the purpose of any investigation or enquiry under this Act, have the same powers as are vested in a Civil Court while trying a suit under the Code of Civil Procedure, 1908 (Central Act V of 1908) in respect of the following matters, namely: -

(a) summoning and enforcing the attendance of any witness and examining him;

(b) requiring the discovery and production of any document;

(c) receiving evidence on affidavits;

(d) requisitioning any public records, or copy thereof from any Court or Office;

(e) issuing commissions for the examination of witness;

(f) such other powers as are prescribed;

(2) Where the Ombudsman finds that the allegation contained in a complaint is without any substance or trivial in nature it may by order direct the complainant to pay to the opposite party so much of the amount specified in the order by way of cost.

(3) Where the allegation contained in a complaint is about the loss or waste or misapplication of the fund of the Local Self Government Institution or in respect of the loss or inconvenience caused to a citizen, the Ombudsman may, during enquiry, collect evidence, determine the loss and direct in its order the amount to be realised from the person responsible.

(4) If the amount paid as per the order passed by the Ombudsman under sub-section (2) or sub-section (3) is not paid within the period specified by it, the same shall be recoverable by Revenue Recovery Proceedings as if it were an arrears of land revenue.

In order to facilitate investigation and enquiry, Government at the request of Ombudsman, may make available the services of Officers and employees including police personnel to assist the Ombudsman.

Section 271(Q) further clarifies the powers of the Ombudsman.

(1) The Ombudsman may consider and dispose of complaints other than those involving criminal offences, in the following manner, -

(i) award of compensation, to a citizen in case of loss or grievance;

(ii) Order the recovery of loss caused to the Local Self Government Institution from the person responsible;

(iii) Order the supply of omission or rectification of defects due to inaction;

(iv) Order the recovery of loss from the accused failing which, order realisation through Revenue Recovery Proceedings;

(v) Order other necessary remedial measures considering the facts and circumstances of the case.
(2) Where the Ombudsman finds that the procedure or practice regarding the administration of Local Self Government Institution gives room for complaint; it may give suggestions to the Government or Local Self Government Institutions relating to the measures for avoiding the recurrence of such complaint.
(3) The Ombudsman shall give annually a detailed report regarding the performance of its functions under this Act to the Government and the Government it shall lay it before the Legislative Assembly with an explanatory memorandum.

Issues

6.2.3 Awareness about this unique institution seems to be low among the people and even in the media. That is revealed by the number of cases under Ombudsman as shown in Table 6.2.1

Table 6.2.1 District wise List of Cases Filed Between 1.04.2020 and 31.03.2021

Sl No	District	Number of Cases
1	Thiruvananthapuram	119
2	Kollam	43
3	Pathanamthitta	9
4	Alappuzha	27
5	Kottayam	27
6	Idukki	8
7	Ernakulam	38
8	Thrissur	45
9	Palakkad	33
10	Kozhikode	21
11	Malappuram	21
12	Wayanad	5
13	Kannur	17
14	Kasaragod	14
	TOTAL	427

Source: Office of the Ombudsman 2021

6.2.4 During the period , there were 1615 old cases pending making a total of 2042 cases. Of these 72 were disposed of leaving a balance of 1966 pending cases as of 31.03.2021.

6.2.5 Even though the Act provides for investigation and enquiry by any official, in practice, it is mostly done by officers of the local self-Government department.

Recommendations

6.2.6 Considering the stature of the Institution and the potential to reduce corruption substantially, the following recommendations are made.

6.2.7 The fact that citizens can complain to Ombudsman and the matters on which they can complain should be prominently exhibited in prominent places including the offices of the Local Governments and the transferred institutions.

6.2.8 A pamphlet explaining the powers of the Ombudsman should be circulated to all the libraries, SHGs and civil society organizations in Local Governments.

6.2.9 In order to facilitate investigation and enquiry, Section 271 (l) may be modified as "the Ombudsman can utilize the services of any officer and employee of the Government from any department or agency including a public sector organization for investigation and enquiry as directed by the Ombudsman."

6.2.10 The Ombudsman should be empowered to conduct investigation or enquiry Suo moto.

6.2.11 Wherever the Ombudsman feels it important, the investigation/enquiry could be entrusted to the Director of Vigilance and Anti-Corruption.

6.2.12 A Government Pleader may be appointed in the office of the Ombudsman to help in the matter of collection and collation of evidence.

6.2.13 As originally envisaged, to bring in multiple perspectives and take a collective decision, it is recommended that the Ombudsman should be converted into a three-member body headed by a serving or retired Judge of the High Court with an Officer serving or retired from a position not below the rank of Principal Secretary to Government and from a non-partisan

person of eminence with deep understanding of local governance. In order to ensure fairness in selection, as originally proposed by the Committee on Decentralization of Powers, the Chairperson and Members may be identified by the Chief Minister and the Leader of Opposition jointly.

Tribunal For Local Self Government Institutions

6.2.14 Before 1999, appeals against decisions taken by the Local Governments in exercise of their various powers were filed before departmental officials. In order to ensure full autonomy, the Committee on Decentralization of Powers recommended setting up of a Tribunal to look into all such appeals. The Tribunal is of the rank of District Judge and is located at Thiruvananthapuram. The details of cases filed before the Tribunal are given in Table 6.2.2

Table 6.2.2 Details of Cases Filed Before the Appellate Tribunal

Type of Case	Cases Filed in 2020-21	Considered Cases from 2013-2021	Disposed Cases from 2013-21	Pending Cases from 2013-2021
Appeal	605	2497	367	2130
Revision	83	379	67	312
Reference	11	29	4	25
Total	**699**	**2905**	**438**	**2487**

Source: Office of the Appellate Tribunal 2021

Recommendations

6.2.15 Considering the present number of cases and the possible increase, if it is conveniently located, it is recommended that two more Appellate Tribunals may be created, one in the Central Region and the other one in the Northern Region. Also, it should be stipulated that the Tribunals should hold district level sittings for ease of the appellants.

6.3 Social Accountability and Transparency

6.3.1 Social Accountability is a feature of modern governance. It is the most critical ingredient of good local governance. In a sense it is implicit in the concept of decentralized authority and participatory development. It goes beyond financial aspects and incorporates elements like fairness, relevance and outcome in respect of public decisions and investments. It is both internal and, more so, external.

6.3.2 It implies a shift from horizontal and upward accountability to downward accountability to the people. In that sense it is a move away from the long route of conventional accountability to the short and direct route. It envisages not only providing of information but also answerability and rectification of a wrong and penalizing the guilty.

6.3.3 Social Accountability is a natural corollary of rights based development and participatory governance.

Why Social Accountability

(i) Social accountability compensates for the limitations of electoral accountability.
(ii) It addresses democratic deficit
(iii) It is more effective in respect of decentralized development when there are huge public funds being spent at the local level; and decisions on fund use stretch out long and beyond the reach of formal audit.
(iv) Social Accountability enhances knowledge of entitlements and instils a lot of general awareness in people.
(v) It is an effective tool for communication of achievements to voters. It induces respect for doers and bridges the divides between the governors and the governed and generates trust in the system.
(vi) It can facilitate public action
(vii) It generates suggestions for performance improvement.
(viii) It can motivate participation of the people and generate contribution in due course.
(ix) It can validate the premise that frank engagement with citizen is good politics.

(x) Social accountability ultimately empowers the weakest and promotes equity as the marginalized groups realize their power.

(xi) Social Accountability enhances social capital by promoting collective decision-making and sharing responsibilities.

(xii) It enhances ownership by the community of developmental interventions.

(xiii) It strengthens development governance by building up the demand side of accountability and boosts the image of elected leaders.

(xiv) Social Accountability can safeguard against wastage, leakage and corruption to a large extent

6.3.4 The concept of corruption needs to be clarified . Corruption signifies diversion of public resources for private gain. In practice, a public servant uses his/her discretion to give undue favour to a person on payment or condones non-performance of a contract for a return.

6.3.5 As per the studies of the Transparency International, Kerala is the least corrupt state in the country. When People's Plan was launched, it is acknowledged widely that corruption dipped significantly. Though no formal studies have been made, media reports, data on number of vigilance cases and impressions of responsible people, indicate that corruption has been creeping up over the years, which is potentially a dangerous thing as decentralized corruption is more dangerous as the roots of the public system rot and people's trust is lost. Such corruption mocks at social consensus, legal provisions and administrative systems. Corruption affects the poor and the weak in a disproportionate manner, particularly since the deserving lose out benefits. More importantly, considerations of money distort development by giving importance to programmes where extraction of rent is easier. Local corruption creates a sense of alienation which is not a healthy thing in society.

6.3.6 Corruption is facilitated by the discretion given to decision-makers and it is hidden by lack of transparency. Poor awareness by the people about effective redress of complaints, complicates the situation. Worse still, it is tolerated as a part of the system and sometimes even justified on the ground that the recipients of illegal

gratification are not economically well off. Ultimately, it is the absence of shame and low self-esteem which sustains corruption.

6.3.7 It is widely felt that corruption is relatively high in the implementation of public works and in procurement of goods. Similarly, license and permits is another area which creates scope for corruption. With People's Plan, corruption came down substantially in respect of benefits to people; but it has come back at least to some degree.

People's Plan and Social Accountability

6.3.8 Social Accountability was built into the very design of decentralization and people's planning in Kerala. Different features of the process of participatory planning envisaged high levels of Social Accountability. Right to Information was incorporated into the Local Government laws six years before it became a national law. Also, the elaborate powers of Gram Sabha/Ward Sabha strengthened Social Accountability. The mandatory citizen's charter is a tool to convert Social Accountability into practice.

6.3.9 Beneficiary Committees were constituted even for tendered works to enable citizens watch over local development activities. Information boards were mandated in all public works. In the selection of beneficiaries, eligibility criteria and prioritization criteria have to be clearly laid down and marks awarded for each criterion based on prior decision (that is before applications are called) and the marks read out in open forum of Gram Sabha/Ward Sabha and the person getting the highest marks given the benefit.

6.3.10 Though Social Audit was not part of the Kerala Acts, since Village Panchayats implement MGNREGS they have also become part of the system. Through Government policy at the national level, Social Audit is mandatory for Centrally Sponsored Schemes like Pradhan Mantri Awas Yojana (PMAY), National Social Assistance Programme (NSAP) and more importantly in the use of the Union Finance Commission Grant to Local Governments.

Critical Assessment of Experience

6.3.11 Social Accountability has certainly increased significantly after decentralization. It is best revealed in the functioning of individual elected members who are forced, willy nilly, to respond to different demands from the public which takes most of their time. The use of the social media leading to maliciously perpetrated cyber-attacks etc. has made elected members a bit more cautious. Participation has certainly increased but though it is far less than the optimum level, with informed observers seeing a declining trend after the initial increase.

6.3.12 One gets the impression that over time, the critical features of Social Accountability which constitute the basic structure of the Local Government system, have all been affected seriously by routinization, ritualization and domestication largely due to silent bureaucratic sabotage aided and abetted by colluding elected representatives, ignored by the supervisory systems and sadly accepted by the citizenry without even mild protest. Even powerful institutions to ensure that the Social Accountability features of law are adhered to, do not seem to have achieved their objectives.

6.3.13 Still more pathetic is the implementation of Social Audit which is a statutory obligation. On paper, regular Social Audits have been conducted by the Village Panchayats for the last 10 years in respect of MGNREGS. But it is doubtful that even a single Social Audit has been done in accordance with the spirit of the concept; and this is surprising in a State known for public action, density of civil society organizations and grass roots political activism.

Recommendations

6.3.14 The regime of transparency and open governance in Local Government should follow certain minimum principles which are enumerated below:

(i) Widespread understanding by the citizens of their different entitlements including who is responsible for delivering what, the prescribed standards and rates (if any), the decision-making processes,

grievance redressal and appeal system and expected outputs and outcomes. For this, all the details are to be given on the website of the Local Governments and user-friendly mobile apps may be designed and made available for public for easy access to the services. All due processes of all regulatory functions of the Local Governments, Council resolutions, beneficiary lists, details of major projects etc. should also be made available on the website of the Local Governments which can be easily accessed by the public.

(ii) There must be equal and open access of information to all citizens. The social media platforms such as WhatsApp, Instagram, Facebook, Twitter etc. may suitably and intelligently be used for this. Timely information and publicity regarding invitation of applications for various beneficiary-oriented projects and their criteria for selection etc. can also be given using these platforms. Citizen feedback may be gathered through such social media platforms. A slot in local channels may be tried out for Local Government broadcasts . Periodic e- newsletters on key issues may be brought out preferably electronic.

(iii) Special efforts need to be taken to enable marginalized groups to access information. Social activists can play a major role in this if they are taken into confidence by the Local Governments

(iv) Wherever required external facilitation may be arranged preferably through community resource persons and help desks to enable people to access information.

(v) All the relevant information should be proactively displayed physically and electronically in the idiom which is understood by the common person Also information should be presented in simple format to be designed for the purpose. The information must be regularly updated and responsibility fixed for this purpose.

6.3.15 Rules may be issued under the Panchayat Raj and Municipalities Act to ensure that these principles are followed. The Rules should also indicate mandatory disclosures at regular intervals.

6.3.16 The Rules must mandate that Local Governments should indicate the reasons for every decision fairly clearly and also the norms and criteria adopted in respect of different decisions especially in

relation to services to the public and provision of benefits to them. Whenever a Local Government makes changes the reason for the changes should also be recorded.

6.3.17 Where major changes are intended in local policies the public must be given a chance to offer suggestions and these suggestions and the response of Local Governments should be publicly disclosed.

6.3.18 A Citizen Information System should be put in place which is dynamic. While the Local Governments may provide information in their websites, there should be a system for compiling information from all Local Governments and making them available in a portal. All documents issued by the Local Governments like work order, work estimate, different sanctions, completion certificates, utilization certificates etc. should be modified to avoid jargon and use simple language understood by the lay person. Information boards , wall paintings may be resorted to. KILA had developed in 2017 the ' Manual on Public Reporting for Gram Panchayats of Kerala'. This may be analyzed, upgraded and suitably adapted for other categories of Local Governments.

6.3.19 The sections on Citizen's Charter may be expanded to include the following:

(i) Awareness Building on Citizens' Charter

(ii) Laying down of minimum standards for different services by the Government

(iii) Process and steps in preparation of service delivery plan by Local Governments after consultation with the stakeholders

(iv) Ensuring that the conditions and norms for availing different services and benefits are displayed.

(v) Indicating the names of the persons responsible for different services.

(vi) Stating the time limit for the delivery of each service.

(vii) There should be a mandatory queue system and if there have to be exceptions, the conditions for such exception need to be spelt out..

(viii) There should be Service Delivery Plans for all Local Governments and institutions under them.

(ix) **The service delivery plan should also suggest needs for improvement of infrastructure to enhance the quality of services and this should be incorporated in the annual plan.**

(x) **During the tenure of a Local Government there should be a participatory evaluation of the Citizens' Charter and the Service Delivery Plan at the beginning and at the midterm. This can be done through an online survey. Support of experts/ agencies may be sought to design, administer and analyze the survey results.**

6.3.20 **There should be a grievance redressal procedure to be followed by Local Governments .Grievance is defined as an actionable wrong and for each institution the Grievance Redressal Officer may be notified. Grievances may be filed on-line or given off-line. All grievances should be entered in a register and the progress of action noted for citizens to view or know and the final decision should be taken as early as possible and relevant entries made. The' first come first served' principle will be followed while taking action on grievances of similar nature.**

6.3.21 **If there are more than 20 grievances in respect of a decision, public hearing should be organized and the public hearing should be conducted by a panel chaired by the Chairperson of the Standing Committee concerned with the members being the officer concerned and a volunteer of repute to be identified for this purpose.**

6.3.22 **Necessary provision may be incorporated into the Kerala Panchayat Raj Act and the Kerala Municipalities Act on making Social Audit mandatory. The social audit should follow the auditing standards of social audit laid down by the CAG. Social Audit should be conducted covering all expenditures and services of Local Governments. This should be done at least once a year. Social Audit should be coordinated by a state level Social Audit Unit which would work as part of the Audit Commission once it is created. Till then it will work as an autonomous unit.**

6.3.23 **The Social Audit Unit should have a Director who is an independent professional identified through an open selection process and the unit should consist of three more professionals one of them should be an expert in audit, the second one an expert in social work and the third one an expert in development; all**

with a minimum of five years' experience, selected through a competitive process. As a special case the Public Service Commission could be asked to select the Director and the professionals to ensure credibility.

6.3.24 **At the field level Social Audit may be facilitated by a Social Audit Facilitation team half of whom should be selected through a competitive exam from among the eligible candidates with the unit of selection being the Blocks in the case of rural area and, Municipalities and Corporations in urban areas. Eligible candidates should be in the age group 21 to 45, and preferably should be children of MGNREGS/AUEGS workers/traditional fisherfolk who have completed at least 50 days of work in each of the last two years or of priority ration card holders.**

6.3.25 **Fifty percent of the members should be women and there should be reservation for SC and ST and traditional fisherfolk which would be equivalent to two and a half times the percentage of population in that area rounded to the next higher number.**

6.3.26 **The other half should be selected from among the civil society organizations and students of academic institutions, following 1:1 ratio and ensuring that 50% are women. This selection from CSOs should also be merit based through an examination conducted by an independent agency like IMG or CMD. Student volunteers should be selected by draw of lots from those interested. The teams should have a term of five years except student volunteers.**

6.3.27 **It should be clarified that the real auditors are the people and the facilitators would aid the process by verifying records, holding Focus Group Discussions, identifying issues and irregularities and also successes and failures, constraints etc., and prepare a report which would be presented to the people for additional inputs after which the draft shall be finalized and presents in the Gram/Ward Sabha. The Local Government should respond to the draft and based on the response it may be modified and finalized and uploaded on the website.**

6.3.28 **Once the Social Audit Report is finalized, follow up action has to be taken by the Local Government concerned, failing which it**

would be deemed to be a malfeasance which should be taken cognizance of by the Ombudsman based on the request by an authorized official at the district level.

6.3.29 **The cost of the Social Audit Unit at the State level shall be met by the Government as also the cost of the capacity building. The cost of field level Social Audit shall be met by the Government in the first instance and reimbursed by the Local Government concerned within 15 days of the State level unit submitting their expenditure statement duly authenticated.**

6.3.30 **Detailed Social Audit rules may be framed by Government under the relevant sections to be incorporated in the Panchayat Raj and Municipal Act and also a detailed Social Audit Manual may be issued by Government.**

6.4 Ethics and Integrity

6.4.1 The Committee on Decentralization of Powers (popularly known as the Sen Committee) has recommended a Code of Conduct to govern the relationship between elected representatives and officials in Local Governments. It was accepted by the Government and the following sections were introduced in the Kerala Panchayat Raj Act 1994 and the Kerala Municipalities Act 1994.

229A. Relationship between the Elected Authorities and the Officers,— (1) The *Gov ernment shall prescribe a general code of conduct relating the relationship between the e lectedauthorities of the Municipality and its employees for the purpose of protection of the ri ght of the officersand employees, under the control of the Municipality to tender advice on th e matters dealt with by them, and their professional freedom and statutory rights.*

(2) The views expressed by the officials shall be included in the minutes of discussions.

(3) There shall be a mutual respect in behaviour between the elected authorities, officials and employees of the Municipality, totally avoiding rude language, gesture or action.

(4) Any complaints on the infringement of the code of conduct by the elected authoritiess hall be considered by the Ombudsman for Local Self Government Institutions, constituted under section 271G of the Kerala Panchayat Raj Act, 1994 (13 of 1994) and the repor t thereon shall be forwarded to the Government for appropriate action.

(5) Oral instructions by the elected authorities to the officials shall be confirmed in writing before they are implemented.

6.4.2 After 25 years, it is felt that there is a need to state clearly in the laws, certain basic elements of a Code of Ethics basically to guide the elected representatives and officials in the performance of their duties. These principles are general and are implicit in many laws and policies. In the 21st century they assume special significance due to a shift to rights based development. Further there is a pervasive aversion to misdemeanour on the part of public functionaries, especially since accountability is now more focused on individuals than ever before.

6.4.3 During several public discussions organized by different people to commemorate 25 years of decentralization in Kerala, a widely shared perception was that even while Local Governments have performed creditably and gained the confidence of people as the frontline of governance especially during the times of the floods and the pandemic, corruption, nepotism and opaqueness have been on the rise, after a sharp dip in the beginning. In the initial days of decentralization, the critics feared that there would be a decentralization of corruption and accordingly the State had put it a robust framework for accountability in the law and policies, as it was strongly felt that corruption at the cutting edge level even if minor is more dangerous than at higher levels because it results in the rotting of roots, undermining the concept of democracy itself. At the local level people know and see most things even if they may not respond openly. Local corruption can sharply reduce the trust of the people and weaken the bond between citizens and the Local Government which is at the core of decentralized democracy.

6.4.4 As Local Governments are naturally close to people more accessible and responsive and relatively open in their functioning, a clearly formulated Code of Ethics enshrined in law would go a long way in helping the elected representatives in understanding their mission and in shaping people's expectations of their representatives.

6.4.5 The Code of Ethics is more akin to the Preamble of the Indian Constitution and as such would capture the essence of the values and principles informing local democracy. Therefore, they could act

as directive principles for personal and collective public behaviour both for the elected representatives and officials. They would serve as guidance for the elected representatives and officials and would serve as a constant reminder to them. It would give confidence to people and help them know what to expect from them and be able to observe performance, take note of deviations, and respond appropriately.

6.4.6 The principles stated in the Code of Conduct are broadly understood and accepted; but by putting them in black and white they become more visible and help permeate every aspect of Local Governance.

6.4.7 It is also worth mentioning that Gandhiji while speaking of municipal councillors called their service as elected representatives of the people as a "sacred duty" which one should be fortunate to get in life. Naturally such a privileged position entails observance of higher standard of ethics which would guide the collective and individual relationships with the people.

6.4.8 Ultimately ethical conduct depends on the sincerity and self-esteem of individual. A Code of Ethics would serve as a reminder to elected representatives and officials of their duties and could motivate them. It would provide a framework to the citizen to evaluate their representatives. The Code of Ethics incorporates shared expectations of behaviour and functioning. It has to be clearly stated that adherence is not optional but essential to good local governance.

Recommendations

6.4.9 Accordingly, the Commission recommends that a Chapter on the Code of Ethics be incorporated in the Kerala Panchayat Raj Act and Kerala Municipalities Act as a distinct Chapter.

6.4.10 The foundational principles of the code would be selflessness, integrity, respect, accountability, public service and cooperation. Selflessness expects putting aside personal interests and focusing on pursuing the common good of the people.

(i) Integrity implies honesty and transparency in all dealings with special emphasis on allocation of resources, conferring of benefits and dealing with contracts.

(ii) Respect means that the dignity of every individual would be upheld and every issue of an individual or the community is treated with understanding and empathy. Respect would ensure that behaviour which is insulting or abusing or even apathetic or indifferent will not be acceptable. It also means that those in positions of authority would be treated with courtesy.

(iii) Accountability means responsibility for all decisions which needs to be taken as per law and wherever discretion is there in a fair and transparent manner in the spirit of 'unto the last' or 'Antyodaya.' Accountability envisages consultation with the community and giving them detailed information including reasons for various decisions.

(iv) Public Service implies that rather than being masters elected representatives and officials are servants of the people working assiduously for their wellbeing respecting their rights and needs and priorities. It connotes continuous improvement in services in response to the differential needs of people and their expectations.

(v) Cooperation expects a collegial style of functioning enabling each person to contribute in accordance with his or her ability and work in tandem with others to attain synergy and value. It also envisages close partnership with people in realizing the objectives of different programmes.

6.4.11 In accordance with these foundational principle the responsibilities would include:

(i) Making decisions based on careful and fair analysis of facts
(ii) Public property and public resources would be taken care of with utmost zeal
(iii) No one shall take undue advantage of his or her position to further private interest.
(iv) All conflicts of interest would be avoided by declaring well in advance all relevant interests.

(v) While transparency has to be followed as a basic principle, confidential information, giving unfair advantage to a person or group of persons or undermining the privacy of individual, should not be divulged.

(vi) Discretionary powers should be used impartially after publicizing norms guiding the decision.

(vii) Official position should not be misused for gain or for harming others.

(viii) No act which brings the Local Government disrepute shall be performed.

(ix) There shall be respect for dissent and difference of opinion and conscious effort should be taken for promoting discussions, debates and dialogues to bring out different aspects of the issues being considered to enrich understanding and enable better decision preferably through consensus.

7. Sustainability

In the current development scenario especially after the devastating floods of 2018 and 2019 and the COVID pandemic, sustainability has become very critical. It is getting increasingly realized that local action is as important for sustainable development as policies and programmes at the State and National levels. This aspect of development has been treated in detail in Chapter 17 of Volume I of the Report.

PART - B

ISSUES FOR EARLY ACTION BY GOVERNMENT

8. Clarifying the Role of Government Officers to Facilitate Local Government Planning

8.1 Decentralization, though it has transferred a lot of functions with respect to Local Governments has brought in a new kind of role for Government and its senior Officers. Even with their high levels of autonomy, their success depends on proactive support and more importantly, facilitation, on the part of Government and its senior officers. If one analyses good performance in the last 25 years, this fact comes out very clearly, the best example of course being the management of COVID.

8.2 Based on discussions with elected leaders, Heads of Departments, District Collectors and others, the Commission has formulated certain recommendations, clarifying the roles of Government, Heads of Department and District Collectors.

Recommendations -Role of the State Government

8.3 The State Government shall endeavour to protect the autonomy of Local Governments within the frame work of existing laws to enable them to function as institutions of self-government and shall not do anything which would directly or indirectly diminish the autonomy and status of Local Governments.

8.4 The State Government shall not pass any executive orders which are not in accordance with Acts and Rules, especially those affecting Local Government revenues.

8.5 The State Government shall give clarifications and issue/facilitate statutory clearances to Local Governments in a timely manner on request. However over and above this, the State Government should establish a system and a protocol to proactively provide clarifications and statutory clearances in the interest of efficiency

8.6 The promotions and postings to higher posts in Local Governments and other transferred departments shall be made in a timely manner by the State Government and the present delays occurring in this respect at times may be avoided.

8.7 The State Government shall not discriminate among Local Governments while taking decisions and shall apply the same norms and standards for all Local Governments including those related to equity.

8.8 The State Government shall ensure that it 'does' not impose any new unfunded mandates on Local Governments. However, nothing shall prevent the State Government from advising Local Governments on matters which have financial implications.

8.9 The State Government shall provide pro-active support to Local Governments and enable them to discharge their functions efficiently. This includes mandating the different departments to act in consonance with the laws, policies and Government orders related to Local Governments.

8.10 Government shall as quickly as possible to sort out issues faced by Local Governments or provide a speaking response to the issues raised.

8.11 The State Government shall consult Local Governments while formulating policies related to the functional domain of the Local Governments or Annual Plans and Five Year Plans

8.12 The State Government shall develop rational standards and facilities for each institution of public service delivery managed by Local Governments and enable Local Governments to achieve them in a time-bound manner.

8.13 The State Government shall actively encourage inter-Local Government level cooperation and facilitate inter-tier coordination to achieve cooperative governance to address common development issues.

8.14 The State Government shall engage with the Local Government associations and encourage them to give suggestions and feedback on policies and programmes including capacity building.

8.15 The Government shall actively facilitate joined-up functioning between officials and elected representatives of Local Governments.

8.16 The Government shall build the capacity of Local Governments in a systematic and time-bound manner to enable Local Governments to discharge their functions effectively.

8.17 If any dispute arises between the department of Local Self Government and any other department over the rights of Local Governments, it shall be referred to an Empowered Committee headed by the Chief Secretary with the Law Secretary, Finance Secretary, LSGD Secretary and Secretary of the Department

concerned as members and the decision of this Committee shall be binding on the parties concerned.

8.18 The Government shall place before the State Legislature an Annual Performance Report on decentralization.

Role of Heads of Department

8.19 It has to be understood that while it is the responsibility of the Local Self Government Department to lay down the statutes, general policies, etc. regarding their functioning, Local Governments are supra-departmental institutions of local democracy and local level development, constituting the third tier of governance. Subject to the laws and policies regarding Local Governments in force, all departments, whose functions have been transferred to Local Governments, partially or significantly, need to directly work with the Local Governments in respect of the functional areas transferred to Local Governments. Of course, Officers of all such development departments at the district level and below have been transferred to Local Governments. From the interactions with the departments and Local Government leaders, the Commission could observe the following:

8.20 Departments should map the service area of institutions Local Government-wise. Other than the transferred officers at the level of Local Governments, higher level officers at the block/taluk/district and state levels are not pro-active in engaging with the Local Governments or pro-active in supporting them in the planning and implementation processes. Advisories are rarely issued to Local Governments directly by the departments.

8.21 There is no monitoring of the work done by the Local Governments in matters relating to the department or monitoring the performance of the officers transferred from the department in discharging the functions of Local Governments including implementation of projects. In the case of most of the departments, Local Government expenditure is substantial .Ignoring what the Local Governments are doing at the higher level has led to sub optimal utilization of resources and has seriously affected proper planning of state level schemes. There are lot of schemes implemented both by the departments and by the Local Governments which are essentially the same. The only person tasked with ensuring that there is no overlap or duplication is the implementing officer. There is no involvement of any supervisory officer in ensuring this.

8.22 Departments do not take feedback from Local Governments while preparing their annual plans and five year plans or while preparing projects under the centrally sponsored schemes. Though most of the departments have created a senior position just below the Director when the People's Plan was launched, these senior officers do not play any meaningful role in respect of Local Governments. The departments also do not ensure that the district level officers play their intended role as Joint Secretaries of the District Planning Committees (DPCs). There have been instances of at least some departments issuing instructions to their officers not in keeping with the spirit of decentralization.

Recommendations- Role of Heads of Department

8.23 The Third Administrative Reforms Committee in its Thirteenth Report had made specific recommendations on the role of Departments. The Commission has included the important ones and the following recommendations are made:

8.24 The Heads of Departments (HoDs) should play a pro-active involvement in facilitating the preparation of annual plans, district plans and five year plans by the Local Governments. This would include special training to the staff at all levels, holding review meetings to strategize support and mobilizing experts to support Local Governments and the DPC. Also, the HoDs should issue advisories on priority areas of intervention by Local Governments based on data. Also, model projects could be circulated for different types of Local Governments, especially innovative ones.

8.25 HoDs should actually act as a bridge between the Implementing Officers under them and the State Government in order to facilitate in getting various clearances and clarifications for smooth implementation of the projects of Local Governments related to them

8.26 The Departments should facilitate multi-level planning, i.e., at the Village Panchayat/Block Panchayat/District Panchayat and state levels as also at the level of Municipalities and Corporations.

8.27 The Departments should develop a pool of experts from within and outside the Department capable of providing technical support to Local Governments on demand, particularly for preparation of innovative projects.

8.28 All available data with the departments should be disaggregated to the extent possible at the level of the Local Government and pro-actively provided to the Local Governments and the DPC.

8.29 Departments should issue special instructions to field level officers working under Local Governments explaining their responsibilities in the decentralized planning process, especially in the functioning of the Working Groups, including their tasks of preparing the situation analysis.

8.30 All plans of Local Governments including those for maintenance would be monitored at all levels of departments starting from the block/taluk going up to the state level. The projects and their progress would be automatically provided through the software to such officers.

8.31 Ideally, all HoDs should hold district level meetings facilitated by the DPC with the Local Government heads in a systematic manner and provide advisories on priorities, well in time before the planning process starts.

8.32 To the extent possible, senior officers of the department should visit Local Governments after prior intimation for general discussion on different issues.

8.33 Technical standards which need to be adhered to mandatorily by Local Governments need to be laid down and circulated to all Local Governments. Standards which have not been covered by laws and rules could be approved by the Coordination Committee on Decentralization before being circulated. The transferred officers concerned would brief the Local Governments on the standards and ensure their adherence.

8.34 For Centrally Sponsored Schemes, especially National Health Mission, Samagra Shiksha Abhiyan, RKVY and BPKP, suggestions from Local Governments should be formally invited well in advance clearly indicating the kind of proposals which could be submitted. HoDs should also issue guidelines containing norms for prioritizing such projects at the district and state levels so that there is a fair and transparent process for inclusion of such projects in the State proposal to Government of India.

8.35 All departments should include decentralization in the training programmes conducted by the department. KILA would render necessary support for facilitating this. Such training programmes should include modules on orienting and motivating the staff.

8.36 The department should train Local Government leaders in coordination with KILA in respect of functional areas transferred to them. Joint training with elected heads concerned are specially recommended. This should include

modules on professional management of transferred officers by the elected Local Governments.

8.37 Departments should identify through a normative and transparent process, innovative projects and share this information with all Local Governments and support them to adopt such innovations.

8.38 On the lines of Arogya Puraskar instituted by the Health (Allopathy) Department, all departments should institute Annual Awards for outstanding performance by Local Governments.

8.39 Job charts should be developed for all levels of transferred officers starting from the implementing officer. These charts should have a section on serving the Local Governments. This should be jointly developed by the Department and LSGD.

8.40 HoDs may take special efforts and issue clear directions on improving service delivery in the institutions transferred to Local Governments, like hospitals, veterinary institutions, schools, Anganwadis, hostels and care institutions. The departments should evolve standards for service delivery including infrastructure and facilities so that Local Governments could achieve the standards in a progressive manner.

8.41 The HoDs should see that promotions are done and vacancies in the offices under them are filled up promptly during April, May and June of every year. As far as possible, transfers and promotions during December to March may not be made so as to make sure that the Implementing Officers and support staff are in place in the transferred departments and the project implementation of Local Governments are not adversely effected.

8.42 The progress of plan implementation related to the projects of Implementing Officers of the offices under them should be periodically reviewed by the HoDs and equal priority accorded to them as that of the departmental projects.

8.43 Local Governments may be encouraged to communicate with the district and state level officers of different departments and there should be a specific section in the district and state level offices dealing with such issues so that the response can be fast–tracked.

8.44 Departments may conduct quick evaluation studies of performance of different kinds of Local Government using their internal machinery or commission studies using institutions of excellence or committees of experts.

8.45 The State Planning Board through their district planning machinery may pro-actively facilitate convergence of programmes and also in getting suggestions of Local Governments while preparing the annual and five year plans at the state level. To the extent possible, repetition of Local Government schemes by departments should not be allowed.

8.46 There should be an Empowered Committee under the Chief Secretary to sort out inter-departmental issues consisting of the Secretaries concerned and the HoDs. The Committee should take decision after examining all aspects of the issue in question and take a decision which would be binding on the Local Governments and the department concerned.

8.47 **Also, the Chief Secretary may hold six monthly meetings of Secretaries and HoDs on issues related to decentralization to bring in greater clarity and coordination in achieving joined-up functioning in the larger interest of the State.**

Role of the District Collector

8.48 There is a misunderstanding that the District Collector is outside the Local Government system. While it is true that most of the development functions performed earlier by the District Collectors have been brought under the Local Governments and the District Collector has no formal authority or control over Local Governments, it is to be recognized that Collector is the most critical functionary in facilitating the functioning of Local Governments, especially in respect of planning. It has to be accepted that the position of a District Collector is historical and there are lot of positive associations in the minds of the people and officials with the District Collector. The Collectors are well trained and come with excellent experience. Their training and experience make them development-oriented and capable of innovative thinking.

8.49 As the representative of the Government at the district level, the Collector, traditionally equated with the head of department, is in a position to take up issues on a one to one basis with the heads of departments and even Secretaries to Government. At the district level, they can coordinate with all the development departments, particularly departments/agencies like PWD, Irrigation, KSEB,

KWA, which are critical for local development. Also, the position of the District Collector as the District Magistrate, the head of the revenue administration and the statutory authority under NFSA and Disaster Management Act, is also of special relevance to Local Governments at different times. The Collector's stature enables coordination with Central Government agencies like BSNL, Railways, etc.

8.50 Unfortunately, over the years, for reasons not discussed here, the District Collectors seem to have drifted away from pro-active involvement in the Local Government system. At the same time, it is accepted by all stakeholders that wherever Collectors take keen interest, it brings in excellent results. It was in recognition of this, Government had issued a specific order as per G.O (MS) No. 27/2002/Plg., dated, 11/07/2002 which is still in force but not observed any more.

Recommendations – Role of the District Collector

8.51 The Commission feels that the Collectors may be given specific roles and responsibilities vis-à-vis the functioning of the Local Government system and appropriate orders issued. The following are the recommendations.

8.52 In respect of the District Planning Committee (DPC), the Collector should ensure regular meetings with the active participation of the Joint Secretaries concerned. He or she should facilitate serious professional discussion in the DPC and take the lead in preparing speaking agenda notes with sufficient data and detailed professional advice incorporated after the agenda is formally approved by the Chairperson. The Collector should ensure that the guidelines issued by Government are adhered to in letter and spirit. As the Member Secretary, the Collector should also give his/her professional advice while taking up each agenda item and this should be recorded in the minutes. The Collector should also ensure follow up of all decisions.

8.53 From the official side, the District Collector should play the lead role in coordinating the preparation of the Five Year Plan, Annual Plans and the District Plan. The Collector should be personally responsible for ensuring the quality of the District Development Report for which he or she may utilize the services of experts.

8.54 The Collector should be responsible for the active coordinated functioning of the Secretariat of the DPC

8.55 The Collector should push innovative projects, particularly for local economic development.

8.56 The Collector should personally promote convergence of local plans with the State plan as also integration of the plans horizontally and vertically across the tiers. This would involve not only expertise but also a lot of persuasion.

8.57 The Collector should be the chief facilitator of the People's Plan and focus on mobilizing experts at different levels, oversee the quality of different processes, especially those related to vulnerable groups of people, review implementation, pro-actively trouble-shoot whenever there is a problem and finally bring to the notice of Government, issues for higher level attention and resolution.

8.58 On behalf of DPC, the Collector should actively operationalize the Unnat Bharat Abhiyan programme.

8.59 As the head of the revenue administration, the Collector should ensure that Local Governments get prompt support from the revenue department in respect of identifying land for development, formalising relinquishment of land, survey and demarcation of poramboke land vested in Village Panchayats, Municipalities and Corporations, protection of land from encroachment, protection of water bodies and paddy fields, restoration/upgradation of disaster prone areas, etc.

8.60 Also, the Collector should be responsible for liaising with non-transferred development departments and agencies which are relevant to Local Governments like Forest, PWD, Irrigation, KSEB, KWA, BSNL, Railways, etc. For the purpose of coordination, there should be a dedicated Cell in the Collectorate, which the Local Governments can approach for quick redressal of issues. It is further recommended that the Collector may hold Adalats which provide a right to hearing to Local Governments in the presence of stakeholders at least once in six months, to address and resolve issues raised in advance by Local Governments.

8.61 As the District Programme Coordinator of MGNREGS, the Collector should play the following roles actively.

(i) Ensure that nobody is denied work for partisan reasons.

(ii) Ensure that only permissible works are taken up and they are implemented with good quality.

(iii) Closely supervise all the functionaries under MGNREGS including at the Village Panchayat level so that they perform functions according to the statutes and guidelines.

(iv) Ensure speedy redressal of grievances.

(v) Promote social accountability, particularly social audit.

(vi) Take up priority programmes especially for natural resources management including eco restoration.

8.62 The Collector should coordinate with Nava Kerala Missions to bring about synergy between the Missions and the Local Governments.

8.63 The Collector should be accessible to Local Government leaders and it would be nice if they could drop into Local Government offices and meet the elected heads when they are on tour. The tour programme of the District Collector should be e-mailed to all Local Governments. In consultation with the elected heads of Local Governments, the Collector may assign a fixed time and day for them to meet him/her.

8.64 The Collector should be given a formal role in Kudumbashree set up and tasked with the responsibility of ensuring that the Kudumbashree system and its officials work closely with the Local Governments.

8.65 The Collector should ensure bank linkages for Local Governments and Kudumbashree projects, particularly for individual and group benefits. It should be ensured that issues related to such projects are discussed as a separate agenda item in the DLBC/DLCC. Also, the Collector should use his or her good offices with BLBCs, to spend time on such matters and come out with suggestions for consideration of DLBC. The District Credit Plan should address the credit needs of the relevant Local Government projects and Kudumbasree projects.

8.66 The District Collector using his/her vantage position needs to give special attention to the following areas.

(i) Climate change.

(ii) Watershed management.

(iii) Eco development.

(iv) Implementation of CRZ.

(v) Protection of ecologically fragile lands.

(vi) PPP and CSR.

8.67 The Collector should formally involve the District Development Commissioners to support him/her in the roles outlined above and delegate specific responsibilities to them, even while leading from the front.

8.68 The Collector using the machinery at his/her command, should support the Ombudsman for Local Governments in carrying out enquiries effectively.

9. Institutionalization

9.1 The Fourth State Finance Commission devoted a Chapter to Institutionalisation. The relevant introductory portions are extracted below

Experimentation phase (1995 to 1998)

This was a period of fervent activity. Local planning was organized into a campaign mode appropriately called People's Plan Campaign and consisted of several bold initiatives. Fiscal decentralization and participatory planning methodology were the hall mark of this phase.

Rectification phase (198 to 2000)

During this phase through a process of learning by doing and online troubleshooting mistake which happened and errors of judgement were rectified and the key features of the participatory frame work were designed.

Stabilisation Phase (2000 to 2003)

Things started settling down during this phase and stability emerged. Continuity was ensured in policy and practice after the elections to Local Governments in 2000 and to the State Assembly in 2001. With the core features of decentralization remaining intact even after the change of Government in 2001, decentralization came to be perceived as irreversible.

The continuing Institutionalisation phase (2003 onwards)

After the big bang, decentralization had to be willy-nilly a carefully guided Process with the basic objective of ensuring that things went off well and the developmental achievements of Kerala were not affected negatively. It was a delicate task to do this without getting into control and direction, affecting the autonomy of Local Governments. Through continuing reflections, consultations and feedback and through a system of quick and online response system in the form of Co-ordination Committee at the Governmental level headed by the Minister for Local Self Government with the Secretaries of key departments like Finance, Planning and SC/ST Development and related heads of departments as members, fully empowered to sort out all teething troubles after due examination and detailed deliberation, it has been ensured that decentralization struck roots and developed properly.

At the same time, it has been realized that this kind of handholding is neither feasible nor desirable in the long run. Pucca systems have to be put in place which could provide the proper framework for Local Government functioning. The institutionalization phase got prolonged more than anticipated and there is need for urgent intervention.

What is Institutionalisation?

9.2 Institutionalisation signifies the creation of a permanent framework for Local Government functioning in all aspects which protects Local Government freedoms and autonomy, which obviates the need for day to day governmental interventions and provides all that is required for effective, efficient, accountable and democratic local governance in respect of laws, procedures, systems, processes and expert advisories. Briefly this is the way towards evolving a regime of autonomous Local Government. For a variety of reasons, there is no escape from institutionalisation.

Why Institutionalisation?

9.3 For Panchayats and Municipalities to become genuine "Institutions of Local Self Government" knowing fully their "power and authority" and their freedoms and limits.

(i) To reduce uncertainties while taking decisions, bring down transaction costs involved in clarifying doubts and seeking special permission from Government, removes unnecessary doubts leading to hardships to public and prevent wrong decisions leading to audit objections and resulting in hardships to staff and the Local Governments.

(ii) To improve capacity as there would be much greater precision and clarity on the basics of governance.

Kerala has been a pioneer and a pathfinder in the post Constitutional amendment decentralization initiatives of the country. The whole nation looks up to Kerala to cross the institutionalisation stage smoothly so that the lessons can be adapted easily and usefully.

Challenges in Institutionalisation

9.4 Institutionalisation is not a simple process. It involves radical restructuring of existing systems and procedures and replacing them with modern, simple, appropriate and easy to use ones. In India, the deep structure of administrative

operating systems has been designed for centralized governance. There is not much of expertise or experience in developing such systems for decentralized governance. While dismantling the post, one has to be careful not to leave gaps and spaces for misuse. It is difficult to strike the proper balance between the canons of prudence and accountability and simplicity and people friendliness.

9.5 While Local Governments are certainly adept in understanding local development problems and even in responding to them with suitable solutions, their capacity in handling complex administrative operations is highly limited resulting in a dangerous disregard for following procedures, maintaining registers, developing and analysing performance data and sending periodical reports to Government and other agencies. This capacity deficit has to be filled up without any delay.

9.6 It appears that Government had taken decentralization as an opportunity for fundamental reforms of the administrative and governance systems incorporating the best and state-of-the-art elements of public administration. Therefore, adhoc transitory systems were put in place which obviously resulted in need for frequent changes to make them applicable to different, often unpredictable field situations. This has also introduced an element of uncertainty.

9.7 Decentralization in Kerala involved transfer of functions and functionaries from different development departments to Local Governments. Though there are over-arching common systems and procedures, there are also substantial differences in administrative systems across departments. To design systems applicable to all the official constituents of a Local Government is quite difficult. Kerala's decentralisation is basically developmental. Planning was used as the entry point to push decentralization. Even though Kerala has succeeded in evolving a robust methodology of planning at the grassroots level and implementing such plans, it has not developed permanent systems for plan formulation even though over fifteen years, strong core elements have evolved. Local Governments still look up to Government for guidelines on a yearly basis.

Since the emphasis has been on planning, it is only natural that other aspects of local Governance have not been much analyzed. This has introduced a certain element of skewedness in Local Government functioning.

Historically, Kerala is infamous for its hyper departmentalism. Though Local Governments are supposed to be the antidote for this, in practice, departmentalism

and sectionalism survive perniciously in the Local Government system. There is a palpable sense of non-belongingness in varying degrees across departments mostly due to psychological barriers often strengthened by negative signals from above. Probably, transformation from this stage into one of joined up functioning as an organic entity is probably the greatest challenge to institutionalization.

Recommendations

9.1 Though a lot of efforts have been made to institutionalize, they have not been completed. The Commission reiterates the following recommendations:

9.2 The Kerala Municipalities Act and Kerala Panchayat Raj Act need to be amended to incorporate the relevant suggestions made by this Commission.

9.3 For setting up of the Audit Commission, a new Law for Audit Commission may be enacted defining the functions and freedoms of the Audit Commission and the existing acts and rules may be repealed.

9.4 A new Office Management Manual may be prepared for the Local Governments linked to an e-office system which would also integrate the transferred offices.

9.5 Other Manuals suggested are:

(i) Office Management Manual
(ii) Manual of Human Resources Management
(iii) Accounts and Budget Manual
(iv) Revenue Manual
(v) Finance Manual
(vi) Public Works Manual
(vii) Procurement Manual
(viii) Audit Manual
(ix) Management Manual for each transferred institutions

9.6 Most of the items mentioned above existing in some form or other are in different stages of completion. All these manuals should be legally valid documents and not just guide books. This implies that they should be accepted by Departments other than LSGD in respect of matters relating to them and also by Finance and Law Departments. To facilitate this process, an institutional mechanism in the form of a High Power Expert Group may be set up which can perform the following:

(i) Update all the existing manuals
(ii) Harmonize them with the needs of the Department concerned
(iii) Get the inputs of the Finance and Law Departments
(iv) Submit them to Government for formal approval and issue

(v) Assist KILA in developing training modules to help Local Governments to understand the new system and operationalise them

(vi) Monitor the operationalisation and assist Government in trouble-shooting if required

Compilation of Orders

9.7 Government has issued a lot of orders and circulars since 1995 relating to decentralization. Many of them have become obsolete or redundant. Therefore, KILA should launch an exercise to collect all G.O.s and Circulars and arrange them theme-wise. Thereafter the G.O.s and Circulars covering related subjects could be unified and new orders and circulars issued in supersession of the earlier ones. At the end of this exercise, there should be an authenticated compilation of extant orders and circulars. This would be of great benefit to the Local Governments, auditors and citizens.

10. Local Governments and Kudumbashree

10.1 When decentralization was initiated in Kerala, an important policy decision was taken that the Neighbourhood Group (NHG) system would work in close partnership with the Local Governments, especially the Village Panchayats, Municipalities and Corporations. This was envisaged as the next step in decentralization with the objective of communitizing and engendering it. It was to be a relationship of equals based on mutual trust and respect for the autonomy of the other. In hindsight probably this has been the most successful feature of Kerala's decentralization which has been acknowledged as a national model for the SHG systems in other States to adopt.

10.2 Kudumbashree has a huge network of 45 lakh women organized into 2.9 lakh Neighbourhood groups. The total thrift amount collected by the NHGs comes to Rs.5398 crore generating internal loans totaling Rs.21,144 crore. In addition, Rs.20,648.26 crore was mobilized from banks during 2020-21. The women run 66,221 enterprises employing 1,50,496 people, almost all of them women. Kudumbashree has also undertaken farming in 3,64,991 hectares. These figures reveal the huge potential of Kudumbashree system in not only alleviating poverty but also in creating employment and enhancing production largely agricultural.

Gaps and Issues

10.3 Mostly using inputs from the Working Groups constituted by the Commission and further relying on documents, data and interactions with the key stakeholders, the interface between Kudumbashree and Local Governments could be grouped into four themes.

(i) Partnership related to governance
(ii) Livelihoods and local employment
(iii) Issues of the vulnerable groups
(iv) Engendering decentralization

Partnership related to governance

Issues

10.4 Though the common byelaws brought into fore in 2008 eliminated many grey areas in the relationship between Local Governments and the Kudumbashree network, of late, a knowledge gap seems to be developing between the two. There is no deep understanding of the philosophy and functioning of the Kudumbashree network within the Local Government including elected representatives and

officials and this has affected utilization of the potential of Kudumbashree. The Evaluation Committee which was set up to bring about convergence between the two has not been fully utilized.

10.5 The Local Governments are not fully aware of the resources and activities of the NHG network. Similarly, the NHGs network is also not fully aware of the resources which the Local Governments have and the services they provide so that they could access them fully.

10.6 Though training programmes for Local Governments and the Kudumbashree system touch upon the partnership, they do not seem to have resulted in deepening the relationship. The Member Secretary of the CDS who is appointed by the Local Government concerned is a critical figure in bridging the divide but the Member Secretary has not been oriented to ensure that. Sometimes ego issues between the CDS Chairpersons and elected heads of Local Governments affect the working relationship when party identities dominate functional identities.

10.7 Over time, there is greater emphasis on targets and achievements rather than on rights and entitlements. It is also to be noted that the District Missions have not been playing the role they should have in coordinating the activities of the CDSs and the Local Governments.

10.8 Kudumbashree network has been given an active role in the preparation of local plans with a compulsory inclusion of at least one member in all the Working Groups except the Working Group on poverty reduction, development of women and children and development of scheduled castes where there are two members. But these members now act mostly in their individual capacity and do not represent the interests of the women NHGs which they supposed to. Also, there is no formal coordination between the CDS and the Local Government. The CDS as an entity is not consulted by the Local Government and the CDS also does not undertake any internal exercise to prepare a demand for inclusion in the plan. There is no evidence that the members of the Working Groups put forward clear proposals.

10.9 The potential of the CDS in preparation of Anti-Poverty Sub Plan and in providing key inputs for preparation of the Women Component Plan as well as plans for special groups, i.e., children, elderly and the differently abled is not being fully utilized.

10.10 Though Kudumbashree women members constitute the biggest single group in Gram Sabhas and Ward Sabhas, their involvement is relatively weak and passive.

10.11 The CDS is acknowledged in the Public Works Rules of Local Governments as an agency to which, Local Governments can entrust small public works without going through the open tender process. This innovative provision has not been realized in practice partly out of fear that Kudumbashree could be corrupted by benami contractors and partly due to the fact that there are not many skilled units for taking up public works following the principles of community contracting.

Recommendations

10.12 The State Poverty Eradication Mission and KILA would develop a simple but comprehensive hand book explaining the relationship between the Kudumbashree network and the Local Governments and their roles and responsibilities.

10.13 A specific capacity building effort should be launched in a cascading manner up to the NHG highlighting the partnership and the rights and responsibilities of the NHG network and the Local Governments. Likewise, KILA should conduct a programme at least of two days duration for the elected heads and the standing committee chairpersons on important aspects of the partnership. Also, all the elected members should be given training for at least a day. The training programmes may include the following key components:

(i) Nature of NHGs
(ii) Nature of Local Governments
(iii) History of NHGs in Kerala – pre and post Kudumbashree phase
(iv) Necessity of a partnership between the NHG Network and Local Governments
(v) Concept and Principles
(vi) National Policy on Partnership
(vii) Mode of Partnership
(viii) Formal as per G.O.
(ix) Informal from good practices
(x) Analysis of Experiences
(xi) Enhancing the quality of partnerships

10.14 All the NHGs, ADSs and CDSs in their regular meetings should have an exclusive item on partnership with the Local Governments in which they discuss the demands, the support received from Local Governments and issues concerned. The CDS should consolidate all the issues once in a quarter and have a formal meeting with the elected head of the Local Government, the

chairpersons of Standing Committees and key officials. The Local Government should take formal decisions on issues brought up by Kudumbashree and make it known to them.

10.15 The Evaluation Committee of the Local Government needs to be re-activated. The Committee should assess the partnership between the NHG network and the Local Government and come out with clear recommendations. In this meeting, there should be exchange of detailed information on the different programmes taken up by each agency and their resources.

10.16 The CDS Action Plan should be discussed in the Evaluation Committee and later in the meeting of the Local Government which will take a decision on the support to be provided for the CDS Action Plan.

10.17 The District Missions should be tasked with promoting coordination between the Local Government and the Kudumbashree system and should prepare quarterly reports on the achievements and issues. This should be reviewed in depth in the meeting of the District Mission Coordinators at the state level.

10.18 The Anti-poverty Sub Plan should be revived as detailed in Chapter 12 of Volume I.

10.19 In addition to this, there should be an internal participatory planning process starting from NHG with cascading consultation up to the level of the CDS. This should cover all sectors with special reference to women component plan and plan for special groups, SCSP and TSP. This should be in the form of a formal document submitted to the Local Government just before the planning process starts, so that the suggestions can be discussed in the Working Group, Gram Sabha/Ward Sabha and the Development Seminars. The Evaluation Committee should discuss the level of acceptance of the suggestions of the Kudumbashree system.

10.20 For preparation of MGNREGS, the labour budget preparation, both for work and for assets, should start from the NHG and this should be a formal system with appropriate formats. Details of SC and ST members should be noted separately. The Village Panchayat should be mandated to include all items in its labour budget.

10.21 The members of the Working Group from the Kudumbashree system should be trained by the District Mission Coordinators. They should put across the suggestions given in the plan prepared by the CDS in the Working Groups. It

is further recommended that there will be two members nominated by the CDS in each Working Group and three members in the Working Groups on agriculture, poverty, women and child development, SCSP and TSP.

10.22 The provisions in G.O.(MS)No 183/07/LSGD dated 14.05.2022 detailing the involvement of the Kudumbashree system in selection of beneficiaries should be re-introduced. The relevant provisions of the G.O. are extracted as follows

6.20 Selection of Beneficiaries

a) While selecting the beneficiaries all identified families under Ashraya would automatically qualify for schemes relating to provision of house plots, construction of houses, upgradation of houses, construction of toilets, electrification of houses and provision of smokeless choolahs

b) For all schemes meant for people below poverty line the beneficiary selection should be through a three stage process-first , through the conventional mechanism of calling for applications and assigning marks; second, through re-verification of these applications and marks awarded through the NHG network under the Community Development Societies of Kudumbashree and finally, through discussion and approval of the list of beneficiaries in the Gram Sabha/Ward Sabha in which the marks awarded by the Local Governments as well as the comments of the CDS have to be considered in detail.

10.23 In order to support the partnership of Kudumbashree, there should be a Voluntary Technical Corps (VTC) at the district level consisting of experts, retired professionals and at least two outstanding former CDS Presidents and two former Local Government heads.

10.24 Kudumbashree should be involved formally in the out-reach activities like:

(i) Building awareness on Non Communicable Diseases
(ii) Observance of personal and household hygiene and sanitation
(iii) Campaigns against substance abuse
(iv) Campaigns against gender violence and sexual abuse against children and women
(v) Campaigns for ecological awareness and actions
(vi) For this, they should be paid
(vii) The Local Governments should outsource the following services to Kudumbashree on payment of service charges
(viii) Collection of tax and non-tax revenues
(ix) Managing front office
(x) Management of Seva Kendras at ward level
(xi) Maintenance of small water bodies including canals

(xii) Management of public markets and comfort stations
(xiii) Vector control
(xiv) Maintenance of roads and buildings
(xv) Management of burial grounds and crematoria

Livelihoods and Local Employment

Issues

10.25 Providing livelihoods is a function of Local Governments which combines the goals of economic development and social justice. Though Local Governments have supported Kudumbashree in strengthening their livelihoods which has resulted in a perceptible decline of abject poverty, much more could be done through specific plans.

Recommendations

10.26 Kudumbashree and the Local Government should prepare a joint livelihood plan covering the following points as shown in the following Table 10.26.1

Table 10.1.1 Areas to be covered in the Joint Livelihood Plan

Functions	Role of Kudumbashree
a. Agriculture	
Cultivate wastelands and marginal lands Ensure optimum utilization of land	Kudumbashree is already playing a role in fallow land cultivation This may be strengthened
Production of organic manure	Haritha Karma Sena may be trained to do this Fortified organic manure may be produced and marketed
Establishment of nurseries	Good quality nurseries may be set up by units Provision under NREGS/AUEGS can be tapped
Encourage horticulture and vegetable cultivation	Here also Kudumbashree can play a very important role with the technical support of Krishi Bhavans
b. Animal husbandry	
Cattle Development Programmes	Kudumbashree is already engaged in this activity However, it can be strengthened
c. Minor irrigation	
Maintenance and implementation of all minor	These activities can be done by integration with MGNREGS

irrigation projects within the area of a village panchayat	
Implementation and maintenance of all micro irrigation projects	
Put into practice water conservation	
d. Fishing	
Development of fisheries in ponds, pisci-culture in fresh water and brackish water and mariculture	Kudumbashree Entrepreneurs may be given permission to cultivate fishes in public water sources Activity may be linked with MGNREGS There are other major business opportunities like biofloc fish farming which requires intensive training but yields high income Selected Kudumbashree members may be trained in fish seed production and enterprises may be set up
e. Small scale industries	
Promotion of cottage-village industries	There are many microenterprises under Kudumbashree Local body may provide standardizing, packing, marketing and a common branding support for these enterprises This includes support to standardization of a product, providing infrastructure facility to set up business incubation centres or common facility centres, marketing support, etc.

10.27 For MGNREGS as indicated earlier, the bottom-up of planning process should capture the items given in the following Table 10.27.1

Table 10.1.2 MGNREGS and Livelihood Promotion

Sl No	Sector	Works that can be taken up	Remarks
1	Animal Husbandry and Dairy Development	Cattle shed, Goat shed, Pig shelter, Poultry shed, fodder troughs for cattle _____ Pasture Development/fodder farm; perennial grasses like	For individual households under Schedule I, Para 5 of MGNREG Act _____ Individual, community

		Stylo, etc. _____ Infra for Azola Cultivation, Bio-fertilizers (NADEP, Vermi-composting, etc.)	_____ Individual, group
2	Agriculture	Farm Ponds for irrigation _____ Canals for Irrigation _____ Dug wells for Irrigation _____ Land development _____ Coconut, Rubber, bamboo, sericulture plantations, horticulture, other kinds of plantation and farm forestry _____ Nursery raising _____ Development of fallow/waste lands _____ Post-harvest facilities including pucca storage facilities for agricultural produce _____ Drainage lines in waterlogged areas	Individual, community _____ Individual, community _____ Individual, community _____ Individual _____ Individual _____ Group _____ For Individual Households under Schedule 1, Para 5 of MGNREG Act _____ Community, SHGs _____ Community
3	Fisheries	Fish ponds and promotion of fisheries in seasonal water bodies on public land _____ Fish drying yards, storage facilities	Individual and Community _____ Individual, Community
4	Support to SHG Micro enterprises	Common Work Sheds	SHGs
5	Marketing	Village Haats	Community
6	Forestry	Line Plantation, Block Plantation, Restoration, Afforestation	Community

Vulnerable Groups

Issues

10.28 Ten percent of the funds earmarked for Local Government is set apart for special groups, namely, children, elderly and persons with disabilities. This group includes those in need of Palliative Care. In addition, approximately, 9.81 percent of the Development Fund to Local Governments is set apart for SCSP and another 2.83 percent for TSP with Local Governments getting funds based on a formula, giving weightage to population and backwardness.

10.29 Though Local Governments have been preparing plans, they are of indifferent quality. By definition, the bottom half of the special groups and a vast majority of SC/ST would be members of the Kudumbashree network. Therefore, Kudumbashree needs to be given a formal role in the preparation of what could be called demand based plans for these sections.

Recommendations

10.30 In respect of the plans for special groups, the Kudumbashree system should be utilized once in five years supported by experts and academic institutions to conduct surveys, hold Focus Group Discussions and prepare a formal situation analysis.

10.31 The Kudumbashree system should be formally involved in the preparation of family based plans in respect of Scheduled Tribes, differently abled and those in need of Palliative Care.

10.32 Using Kudumbashree units to provide care services on payment basis to the elderly and to people with disabilities, Local Governments could reach out to these sections even while providing a small livelihood opportunity to Kudumbashree women.

10.33 Trained units within Kudumbashree with skills in making homes for disabled friendly and elder friendly need to be set up. These units could be used in public places also.

10.34 Locational Gaps in BUDS institutions should be filled up to ensure that there is one institution per Local Government for children with mental disabilities. The funding could be largely done by the Local Governments concerned and in the case of rural areas by the three-tier panchayats jointly.

10.35 Mental health is an emerging area of priority in Kerala. There is a huge potential for the State to develop a community based mental health care system using the Kudumbashree network. It could involve creating 'bare foot' mental health professionals within the Kudumbashree network to identify the range of mental health issues and facilitate appropriate help. Also, Kudumbashree could run homes for those patients who need not remain in mental hospitals and who are not taken back by their families or who do not know their families. They should function as normal homes and not formal institutions. Government could accredit NGO(s) to support Kudumbashree units in this.

10.36 The Kudumbashree system needs to be strengthened in the coastal areas for which its NHGs should be harmonized with the SHGs be mentored by the Fisheries Department. The following course of action is recommended.

(i) Kudumbashree can form special NHGs in coastal areas and strengthen their organizational structure and functioning. CDS can conduct special training in such NHGs.
(ii) Inclusion of Shore seen fishing community
(iii) Inclusion of fish selling women in NHG meeting even if they are not a NHG Member
(iv) Strengthen the coastal volunteers
(v) Strengthen the activities of Matsyafed
(vi) Need intervention in education of these communities through fisheries schools

10.37 In the case of Scheduled Tribes, there should be a separate NHGs, ADSs and CDSs in the Village Panchayats and Municipalities listed in Annexe 10.1 At the CDS level, there should be a joint coordination mechanism linking the ST CDS with the other CDS in all Local Governments with a Scheduled Tribe population of 50 or more.

10.38 **In the case of SCSP and TSP, and the plans for Special Groups, the Kudumbashree system should be used to conduct community based monitoring.**

Engendering Decentralization

Issues

10.39 The Kudumbashree programme has strengthened the identity and visibility of women in the public sphere. Generally, the Kudumbashree women are articulate and bold enough to make their demands or air their grievances. Yet, Kerala has a long way to go, even to reach basic gender equality. Over the last twenty years, crimes against women including domestic violence have not come down and this is disconcerting.

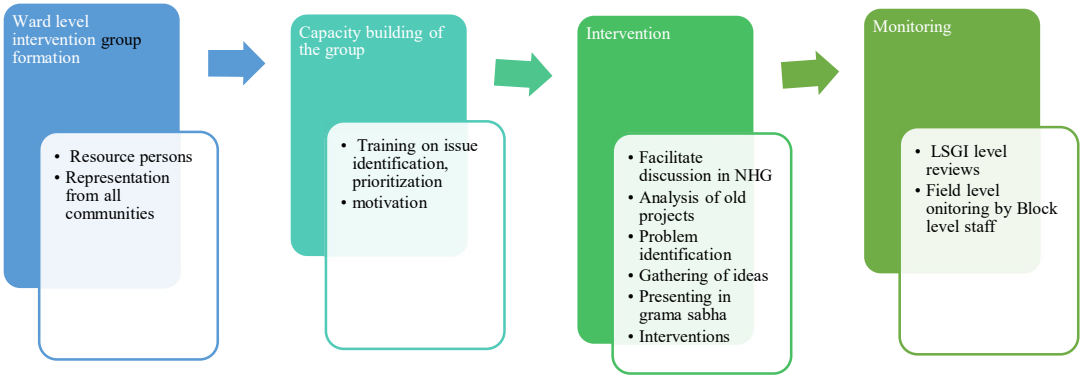
Recommendations

10.40 For the Women Component Plan, Gender Analysis should be done by Kudumbashree as also Gender Audit. For the members of Kudumbashree, a demand plan may be prepared focusing, to the extent possible, on strategic gender needs. Both Kudumbashree and KILA should build the capacity of the Kudumbashree system to carry this out, not-so-simple exercise.

10.41 While the NHGs should be involved in all the activities and send their suggestions to the ward and Local Government levels, an activist 'intervention group' can be experimented at least in one ward in every panchayat and urban Local Government to start with.

10.42 Kudumbashree/Local Governments need to build an authentic group to identify and address the issues of women. The group can identify the issues, develop as a pressure group and also actively intervene in the project preparation and implementation. The women who are facing different issues should be part of this planning discussion. The group should be given training on how to identify and prioritize the issues. The group can also analyze the existing plans and understand the pros and cons of implementing it. It will help in developing community ownership in the project implementation. The group can discuss the needs of every NHG in the ward. It should create a data based plan so that it cannot be ignored. This group should facilitate the participation of women in Gram Sabha/Ward Sabha and thereby intervene in the planning and implementation process. Figure 10.1 depicts facilitation of an intervention group

Figure 10.1 Facilitation of Intervention Group



10.43 The members of the intervention group could be from

(i) Elected representatives
(ii) Representatives of women
(iii) Representatives of marginalized groups
(iv) Social workers
(v) Representatives from different age groups

10.44 The steps to be followed by this group

(i) Capacity building of the group
(ii) Field visits/studies
(iii) Creation of the baseline data
(iv) Identification and prioritization of the issues
(v) Involvement in Gram Sabha/Ward Sabha
(vi) Consolidation of recommendations
(vii) Project formulation

10.45 The Gender Resource Centre may be revamped.

10.46 GRC can work as a centre for the Panchayat level plan formulation. Information dissemination, awareness generation, sensitization training and analytical ability can be taught to the CDS /Ward level groups. GRC can create a convergence platform for the project development and implementation level as well. In most LSGIs, the ICDS supervisor is the implementing officer of GRC as she is the in charge of the WCP implementation of LSGIs. The GRC and its members should have a clear role in the planning of WCP and panchayat plan along with the ICDS supervisor. A young professional may be appointed in LSGI level to be in charge of WCP. Kudumbashree community counsellors can be given the charge of organising and co coordinating the activities of Gender

resource centres. Various activities on different areas can be conducted in GRCs. The planning of activities should be conducted with the participation of panchayat and CDS members. Specific activities should be conducted according to the need of the locality. Periodic studies have to be conducted in specific intervals to find out issues and concerns. CDS level Plan review meetings can be conducted to monitor the activities. Various training programs can also be organised by GRC.

10.47 Capacity building training on gender has to be given to ward level Jagratha Samithi members.

10.48 The Kudumbashree network may be used to strengthen the functioning of Jagratha Samithis.

11. Performance Accountability of Support Institutions

11.1 Kerala's Local Governments have a high degree of autonomy. At the same time, they require lot of technical and professional support which can be provided only by specialized institutions. These institutions perform well defined functions and have no control over Local Governments. In exceptional matters standards can be set and their observance monitored. The special institutions include

(1) KILA
(2) State Poverty Eradication Mission (better known as Kudumbashree)
(3) Information Kerala Mission (IKM)
(4) Suchitwa Mission
(5) Haritha Keralam Mission.

11.2 The last two have closely related functions. Since these institutions are meant to service Local Governments, there is some kind of accountability to them and this has been referred specifically to the Finance Commission as one of the Terms of Reference.

11.3 Most of the issues relating to KILA have been dealt with in the Chapter on Competence in Part A dealing with Good Governance and those in respect of Kudumbasree, have been given in Chapter 10 under Part B

11.4 Suchitwa Mission provides technical services to Local Governments by setting the technical standards, giving technical instructions on matters related to solid and liquid waste management, accrediting service providers in respect of waste management. It also gives technical sanction to some projects related to waste management.

11.5 Clean Kerala Company, set up in 2013 provides support to Local Governments in the management and treatment of non-biodegradable waste, including recyclable, non-recyclable, non-burnable mixed and inert waste and provides services in the management of Resource Recovery Facilities, E Waste collection, hazardous E-Waste collection and disposal, glass waste collection and disposal, plastic waste collection and recycling and capacity building and training programme for engineers of PWD and LSGD

11.6 Haritha Kerala Mission looks after three verticals – sanitation, water conservation and organic agriculture. As different from Suchitwa Mission, it

focusses on operationalization of decentralized strategies for waste management and coordinates the activities of Local Governments. It also plays an important role in awareness creation. The activities of Haritha Kerala Mission are summarized in the following sections

Sanitation and Waste Management

11.7 Haritha Karma Sena has been formed for the collection of non-degradable waste in 1,033 local bodies. Haritha Karma Sena-The Green Action Force- comprising of 28632 members is active in 805 LSG institutions and they earn between Rs. 3,000 and Rs. 15,000 per month.

11.8 The 1339 Material Collection Centres for collection and storage of non-degradable waste and 157 Resource Recovery Facilities for its segregation, for recycling and subsequent activities are fully operational in this regard. 15,358 waste treatment projects have been completed in various Local Governments. As a result, 45% of the bio-waste generated daily in the state is being treated scientifically through the source level waste treatment system.

11.9 1,419 industrial enterprise level biogas plants and 210 community level biogas plants have been set up. 1554 MT of e-waste was collected from the state and delivered to e-waste recyclers over the last four years.

11.10 Significant role has been played by Haritha Keralam Mission to make the Green Protocol a part of the social life of Keralites. Green Protocol is being observed in festivals and celebrations. The Green Protocol has already been operationalized in 11,510 offices and institutions at the state and district levels.

11.11 597 Village Panchayats, and 63 Municipalities have been able to achieve cleanliness status. Of these, all the Village Panchayats in 30 Block Panchayats have achieved cleanliness status.

Water security and water preservation

11.12 Haritha Keralam Mission has shown a good performance in initiating rejuvenation of rivers and streams, recharging of wells, upgradation of ponds and construction of Bandara type summer reservoirs. Unfortunately for reasons difficult to understand proper watershed management has not been initiated even though more than 1000 Local Governments have prepared watershed plans. It is felt that without a ridge to valley systematic management of watershed, sporadic interventions cannot be sustained even in the short run.

Agriculture sector

11.13 In this area the most impressive achievement is the setting up of around 1000 Green islets called 'Pachathuruthu' promoting biodiversity. Here again the possibilities of systematic area based agro ecological farming could not be done. Integration with the Agriculture Department was only marginal.

Recommendations

11.14 KILA, Kudumbashree, Suchitwa Mission, Haritha Keralam Mission should send details of services which they provide to the Local Governments. They should also inform them of their funds, expenditures, physical achievements, at the end of the year.

11.15 These organizations should jointly organize consultations with the elected Heads of Village Panchayats at the district level at least once in a year in which they take the feedback, positive and negative, from the Local Governments. Similarly, meetings could be held with the Block Panchayats and Municipalities in two zones, and also meeting with the Mayors and Presidents of the DPC. These meetings should function as a kind of reverse social audit.

11.16 IKM collects a lot of funds from Local Governments. They have to provide annually the detailed utilization, as part of their report to the Local Governments.

11.17 The District Mission Coordinators of Kudumbashree should provide annual returns on the funds obtained by Kudumbashree units from respective Local Governments and on their utilization. These should be given Local Government-wise as also district-wise.

11.18 All the support agencies should have a system of responding to specific requests of individual Local Governments or group of Local Governments, particularly for technical assistance in project preparation.

11.19 Kudumbashree should provide advisories to Local Governments on payments to be made for services rendered by Kudumbashree women to Local Governments directly or to the public on behalf of Local Governments, so that the poor women get a decent livelihood. They should also in consultation with Local Governments evolve standards of safety, health, and hygiene, in respect

of occupations taken up by Kudumbashree women, particularly in relation to sanitation. Kudumbashree should also build the capacity of the service units.

11.20 Suchitwa Mission should set up Technical Advisory Groups at the district level for providing technical sanction to projects within the district in a decentralized manner. Final sanction should be after across the table discussions with the Local Governments and their teams.

11.21 Suchitwa Mission should have a system of taking feedback from the Local Governments on the quality of services of the accredited agencies. This should also develop a system of performance rating of accredited agencies.

11.22 Suchitwa Mission should set up a help-desk to clear doubts of Local Governments in relation to technology and rules and regulations.

11.23 Suchitwa Mission in partnership with Haritha Keralam Mission and KILA should take up a systematic capacity building programme for elected leaders and officials on sanitation, focusing both on management aspects and technology aspects.

11.24 Haritha Keralam Mission may undertake an independent assessment of the functioning of Haritha Karma Senas to ensure that :

(i) They are providing the services they are expected to

(ii) The members are identified in a fair and transparent manner giving special emphasis to social justice

(iii) The members of the Haritha Keralam Mission are sufficiently skilled

(iv) They operate as a formal collective and not as individuals

11.25 The Haritha Keralam Mission should focus on integrated watershed management as originally envisaged, rather than doing standalone activities.

11.26 Now that a Mission for Organic Agriculture is being set up. Haritha Keralam Mission may focus only on greening activities.

11.27 **It is understood that Suchitwa Mission has prepared a draft policy for liquid waste management for the State. As Kerala has the lowest levels of treatment of liquid waste, especially in urban areas, it is suggested that the draft policy be circulated to Local Governments, expert institutions and put on the website for public comments. Based on the feedback, it should be modified and should include a detailed Chapter on how it will be operationalized. As it is a part of sanitation, which is a mandatory function of Local Governments, Government**

is empowered to give the required directions for proper performance of this function. Also, since projects are expected to be capital intensive, there should be clear instructions on raising of funds through proper project structuring and collection of user charges in such a way that the entire operational cost and a significant portion of the capital cost is realized.

12. Strengthening of Block Panchayats

12.1 Intermediate Panchayats or Block Panchayats, as they are called in Kerala, were mandated by the 73rd Amendment. Most of the States in India had a strong intermediate tier mostly called Panchayat Samitis much before the Amendment. This tier became very strong as it had considerable professional human resources. Also, in the national scenario, with very small Village Panchayats, Blocks assumed special importance.

12.2 When the Committee on Decentralization of Powers revised the allocation of responsibilities among the three-tier panchayats, it really found it difficult to give a reasonable quantum of responsibilities to the Block Panchayats, mainly because the Village Panchayats are very large and well-staffed and the District Panchayats are relatively more compact in Kerala.

12.3 Block Panchayats have been complaining right from the beginning that they do not have a significant role. Some of them even mention a kind of neglect. This coupled with the rather irrational attitude and behaviour of the staff of the erstwhile Rural Development Department mis-guided by their organizations, has tended to reinforce the feeling that Blocks do not have a meaningful role in the decentralized scheme of things. It is an unfortunate and difficult-to-believe fact in the development history in Kerala that the functionaries of the erstwhile Rural Development Department who had great capacity in different aspects of poverty reduction and also the ability to work with elected representatives and political leaders and who were expected to be the natural leaders of the decentralization initiative sought to oppose it. Because of this negative attitude, exhibited right from the beginning and with perverse intensity between 2001 and 2006 and even worse during 2011 to 2016, the officials have self-marginalized themselves.

Approach of the Commission

12.4 Because of the historic legacy of huge, internalized experience in rural development and considering the fact that senior professionals from most of the departments are available at the Block level and also due to the fact that important responsibilities have been entrusted to them, along with resources equivalent to what the District Panchayats are getting, the Commission feels that Block Panchayats need to be activated. Earlier, due to different departmental identities, there was no coordination between the Village Panchayats and the Block Panchayats even in MGNREGS where the Secretary of the Block Panchayat has

formal responsibility. Now thanks to the integration of the department, the dual identity has been dissolved and Block Panchayats can render significant professional service to the Village Panchayats in the form of technical assistance without in any way impinging on the autonomy of the Village Panchayat.

12.5 During interactions, the Commission came across well performing Block Panchayats. The performance of two such panchayats, namely, Nedumangad and Chirayankeezhu, are given in the Chapter on Good Practices in Volume III These illustrate that Block Panchayats can have significant roles in complementing the work of the Village Panchayats and establishing their development identity. Accordingly, the following recommendations are made:

Recommendations

12.6 In the Block Panchayats, its Secretary should play the statutory role under MGNREGS. This would include professional guidance in the planning process, rigorous verification of the labour budget, overall supervision of implementation, trouble shooting and grievance redressal, relating to quality of works, denial of work to eligible people, and payment of wages, etc.

12.7 The Block Panchayat should have quarterly meetings of Village Panchayats along with Secretaries for the purpose of coordination.

12.8 The Secretary of the Block Panchayat should intensely review the work of the Secretary of the Village Panchayat every month on a fixed day with detailed agenda covering among other items, resource mobilization. Of course, in such meetings, the Secretary of the Block Panchayat should not in any way do anything which affects the autonomy and primacy of the elected bodies.

12.9 In the system of multi-level planning recommended elsewhere by the Commission, Block Panchayats have a very important role in coordination of plan preparation of the Village Panchayats and also of ensuring inter-tier linkages and synergies. This is particularly true of agriculture and allied sectors, women and child development, SC/ST development, industries and watershed management.

12.10 As per the Panchayat Raj Act, management of ICDS is a responsibility of the Block Panchayat. This involves a rigorous facilitation and supervision of the entire child development activities being carried out by Anganwadis in addition to nutrition of adolescent girls, pregnant women and lactating mothers.

12.11 ITIs have been transferred to Block Panchayats, but the roles are not well-defined. Therefore, Block Panchayats should have the following roles vis-à-vis ITIs.

(i) Full supervisory control.
(ii) Monitoring and review of the functioning of ITIs.
(iii) Improving infrastructure.
(iv) Providing maintenance support as allowable under the Non-Road Maintenance Fund.
(v) Focusing on quality of education.
(vi) Ensuring participation of parents.
(vii) Providing additional skills to ITI students for increasing employability.

12.12 The Commission has already recommended that roads under Local Governments need to be properly demarcated. All roads within a Block Panchayat other than ODRs which cover more than one Village Panchayat, should be vested in the Block Panchayat along with the responsibilities for upgradation and maintenance.

12.13 Watershed management should be a function vested in the Block Panchayat which should prepare plans for integrated watershed management along with the Village Panchayats concerned. Physical execution of different components could be entrusted to the Block Panchayat by the Village Panchayats or the Village Panchayats could implement those components which are being funded by them, of course, coordinated by the Block Panchayat.

12.14 The Block Panchayat should be responsible for preparation of a Credit Plan based on the requirements of the Village Panchayats and the Secretary of the Block Panchayat, who is the Convenor of BLBC, should get it included in the Credit Plan.

12.15 Block Panchayat should set up rural agricultural markets in the E-nam (Electronic Natural Agricultural Market).

12.16 Wherever feasible, sericulture should be with the Block Panchayat.

12.17 Veterinary Clinics are now under the Block Panchayats. Their role should be clarified as follows:

(i) Improving service delivery
(ii) Improving infrastructure and facilities
(iii) Provision of medicines and other consumables

(iv) Monitoring and review

12.18 All multi Village Panchayat irrigation schemes should be implemented by the Block Panchayats but maintained by the community.

12.19 Fish landing centres should be the function of the Block Panchayat.

12.20 Block Panchayats should set up modern fish markets in partnership with Village Panchayats.

12.21 Development of traditional industries like coir, handloom, and handicrafts should be a primary responsibility of the Block Panchayat, of course, supported by Village Panchayats.

12.22 Along with the Village Panchayats, the Block Panchayats should prepare plans for MSMEs with the higher order common facilities being set up by them.

12.23 Similarly, under IT, Block Panchayats should set up common facilities with the assistance of the IT Mission.

12.24 Block Panchayat should take up micro-hydel projects wherever feasible.

12.25 Block Panchayat should take up revival of SC/ST Cooperatives based on a revival plan which can be prepared with the help of the DPC with support from experts including representatives from NABARD, Kerala Bank and SC/ST Development Departments.

12.26 Setting up of micro hydel units should be the responsibility of the Block Panchayat.

12.27 While sanitation is a mandatory function of the Village Panchayat, provision of higher order facilities like material collection centres, plastic shredding units, resource recovery facilities, etc. should be by Block Panchayats. This should be done in a scientific manner as a secondary level activity in sanitation.

12.28 Construction of facilities for sports and games to fill up gaps should be taken up by Block Panchayats.

12.29 Block Panchayats can take the lead in working with the District Legal Service Authority in carrying out legal at clinics and camps.

12.30 Block Panchayats can coordinate with the Village Panchayats and set up common units of Kudumbashree.

12.31 While High Schools and Higher Secondary Schools in rural areas would continue to be the responsibility of the District Panchayats, the Block Panchayats should be allowed to supplement the institution development plans of schools within their area. Also, they should be empowered to do quality assessment and take up quality improved programmes for which the District Panchayat should delegate this responsibility.

12.32 A responsibility map for Block Panchayats was prepared in 2006 under the Decentralization Support Programme. It is extracted and given as Appendix 12.1 which could guide the Block Panchayats while preparing plans.

12.33 The most important role expected to be performed is to coordinate the planning process at the Village Panchayat level to ensure that Block Panchayat plans are complementary to the Village Panchayat plans and are not parallel schemes.

13. Development Authorities

13.1 Development Authorities are pre-Constitutional Amendment entities created when the urban Local Governments had limited powers. The original concept was that it should act as a supra-departmental entity for planning and ensuring that the plans are followed by all actors, both public and private, especially in respect of land use. This concept was never realized in Kerala and it became an entity under the then Local Administration Department with focus on area based spatial planning. Before 1999, it was the Development Authorities which had the power to clear building permits, from the town planning angle. But in 1999 that power was transferred to Local Governments.

13.2 Development Authorities could borrow more easily than Local Governments and they usually spent the borrowings for setting up remunerative assets like shopping complexes and office spaces. Some of them even carried out housing programmes. Wherever land was available, Development Authorities leveraged it for commercial development, especially in business areas.

13.3 The Committee on Decentralization of Powers, studied the Development Authorities in detail, consulted experts and came to the conclusion that Development Authorities are parallel bodies and do not have democratic legitimacy. Also, the Corporations and Local Governments received substantially higher funds than the Development Authorities and whatever regulatory power Development Authorities had was transferred to the Local Governments. Based on its recommendations, all the Development Authorities, except TRIDA, GCDA and GIDA were abolished. GIDA, of course, is a special purpose vehicle with a limited function.

13.4 The Commission studied the functioning of Development Authorities and realized that they have become a marginal player in the development of urban areas. Their coordination with Local Governments within their jurisdiction is very poor. Though they earn from remunerative projects, for new development with largely dependent on Government as shown in the Annexe 13.1.

Recommendations

13.5 In this context, the following recommendations are made

(i) TRIDA and GCDA may be abolished
(ii) Their assets and liabilities may be transferred to Thiruvananthapuram and Kochi Corporations, respectively, after a thorough exercise of verification
(iii) The funds being provided to TRIDA and GCDA may be additionally given to the Corporations
(iv) The staff may be transferred to the City Corporations

14. Institutional Arrangements for Electricity Supply in Thrissur Municipal Corporation

14.1 Thrissur has a unique position among the Local Governments of Kerala being the first and only Local Government to distribute electricity since 1936. A report submitted to the Commission by Shri Toby Thomas, PA to Mayor, Thrissur, gives the history as well as the present position. It may be seen in Annexe 14.1 . The Commission makes the following recommendations.

Recommendations

14.2 The Thrissur Corporation Electricity Department should be converted into Thrissur Corporation Electricity Department Ltd. on the lines of KSEBL and Palakkad Small Hydro Company Ltd. (PSHC Ltd.), the latter functioning under the District Panchayat. The incorporation process of TCEDL should be done with the professional support of KSEBL.

14.3 The assets and liabilities should be properly identified and recorded.

14.4 KSEBL should suggest the human resource requirements to be filled up in stages. The existing staff can be absorbed as vanishing category and new staff appointed in due course.

14.5 The TCEDL should have a Board of Directors on the lines of KSEBL. The non-official nominees should be from the Thrissur Corporation.

14.6 The entire geographical jurisdiction of the Thrissur Corporation should be brought under the Company including the areas where KSEBL is now supplying electricity.

14.7 The finances of the proposed Company should be properly ring-fenced and it should function as a self-sufficient organization.

14.8 An authorized paid up capital of TCEDL may be defined in such a way that it attracts the benefits of Clause 28 of Kerala State Electricity Regulatory Commission (Terms and Conditions for Determination of Tariff) Regulations, 2021, i.e., to receive return on equity at 14% per annum. The profits of the Company after meeting the obligations including for future development could be given to the Municipal Corporation as addition to its own revenue.

15. Municipal Pension

15.1 Unlike Panchayat employees who are Government servants and whose pension is paid by Government from the Consolidated Fund, Municipal employees are deemed to be employees of the Municipalities even though the recruitment is done by the PSC. Salaries, allowances and perks are determined by the Pay Commission (except in the case of contingent employees) and transfers are made by Government or the Director of Urban Affairs.

15.2 Initially pensions used to be paid by individual municipalities. From 1991, a Central Pension Scheme was instituted, funded by 15% of the total salary of employees being remitted by Municipalities and Corporations to the Central Pension Fund. The DUA allots the money to the Municipalities and Municipal Corporations for payment of pensions from this Fund. After some time, due to defaults in payment , and the increase in number of pensions and pension amount , the system collapsed.

15.3 Since the payment of pension is from the Municipalities/Corporations where the person retired from, it brings an irrational burden as there is an informal preference by employees to retire from what they perceive as rich municipalities.

15.4 In 2012, Government constituted a committee under the Chairmanship of the Former Minister of Local Governments Shri Kutty Ahmed Kutty as Chairman of the committee. The committee gave its recommendations in 2013 but it has not been acted upon

15.5 With the introduction of National Pension Scheme from 1/4/2013 for all employees , the pension fund will be there only for all who have joined service before 1/4/2013. Now the situation is quite messy with a lot of litigations.

15.6 The Commission feels that the issue needs to be settled once for all particularly since the concept of the municipal employee has vanished with the creation of the unified LSGD cadre under which employees can work in any category of Local Government.

15.7 As per GO MS 49/2016 LGSD dated 4/03/2016, Urban Local Governments were allowed to spend General Purpose Fund for disbursing pensions and accordingly it is estimated that they have spent 338.68 crores till 30/06/21. Now the DUA has requested Government to allot an amount of 652.50 crores for giving pension including recouping of the money spent from the General Purpose Fund.

Recommendations

15.8 Accordingly, the following recommendations are made

15.9 With effect from 1/4/2022, pension should be paid through the treasury by the Government to all Local Government employees other than contingent employees.

15.10 50% of this amount should be realized in proportion from all the Urban Local Governments by deducting from their General Purpose Fund

15.11 All Municipalities which were Village Panchayats before 2015 should be excluded from the deduction of the General Purpose Fund.

15.12 The current arrears also should be cleared in the same proportion -50% by Government and 50% by the Urban Local Government

16. Welfare Measures for Elected Representatives of Local Governments - Past and Present

16.1 In India, elected positions are voluntarily taken by persons who are willing to offer their services for the greater good of the society. Elected positions are not seen as jobs, but only as voluntary services selected by the own volition of the members. Therefore, there is no justification for formal compensation for work. But considering the nature of work and the services rendered to the society, Kerala fixed the highest honorarium for elected representatives including those holding positions. The latest figures of honorarium are given in the **Table 16.1**

Table 16.1: Honorarium of Elected Representatives

Positions-Elected Representatives	Monthly Honorarium (Rs)
President- District Panchayat	16800
Vice President- District Panchayat	14200
Standing Committee Chairman- District Panchayat	10400
Members- District Panchayat	9800
President-Block Panchayat	15600
Vice President-Block Panchayat	13000
Standing Committee Chairman-Block Panchayat	9800
Members-Block Panchayat	8600
President-Village Panchayat	14200
Vice President-Village Panchayat	11600
Standing Committee Chairman-Village Panchayat	9200
Members-Village Panchayat	8000
Mayor-Municipal Corporation	16800
Deputy Mayor-Municipal Corporation	14200
Standing Committee Chairman-Municipal Corporation	10400
Members-Municipal Corporation	9200
Chairman-Municipality	15600
Vice Chairman-Municipality	13000
Standing Committee Chairman-Municipality	9800
Members-Municipality	8600

16.2 In addition, they are also eligible for sitting fees at the following rates as shows in Table 16.2

Table 16.2 Sitting Fee of Elected Representatives

Positions-Elected Representatives	**Sitting Fee (Rs)**
President District Panchayat *Vice President District Panchayat* *President, Block Panchayat* *Vice President Block Panchayat* *President , Village Panchayat* *Vice President , Village Panchayat* *Standing Committee Chair of District*	250 Monthly ceiling 1250
Members of District Panchayat, Block Panchayat, Village Panchayat , Municipal Corporation and Municipality	200 Monthly ceiling 1000

16.3 However, on and off, there have been demands for providing some kind of welfare measures for elected representatives, past and present, particularly in the context of the State providing a social security network covering a large number of people with as many as 51,00,000 people getting different pensions. It is also felt that the economic status of most of the elected members, particularly those from among vulnerable groups, is very ordinary. A good number of them earn their livelihoods by doing informal odd jobs. Many of them are young and a good number of them, especially women, do not continue after their tenure is over and certainly require enhancement of their livelihoods. There are many young and qualified representatives who after a period of public service may like to move on to a formal job.

16.4 The details of the current elected members are given in the **Table 16.3**

Table 16.3 Details on Current Elected Members

Tier of Local Government	**Present Members**
Village Panchayat	15,962
Block Panchayat	2,080
District Panchayat	331
Municipality	3,113
Municipal Corporation	414
Total	**21,900**

16.5 The number of past elected members with no means of livelihoods, are not available, but an intelligent guess would place it around 30,000 (assuming 30% of the total number of ex-members which is estimated at 1,00,000). Of course, the State is having a precarious financial situation, which is likely to continue for some more time. Therefore, a generous package of benefits cannot be proposed at this point of time. However, considering all aspects, the Commission makes the following recommendations.

Recommendations

16.6 **For the current members, the honorarium may be increased every year with effect from the 1st of April based on the cost of living index used for reckoning the dearness allowance of Government servants. The increased amount should be rounded off to the next Rs.50/-.**

16.7 **Contributory health insurance should be provided to all the current and past members by including them in the Medical Insurance Scheme for State Government employees and pensioners(MEDISEP) which is available for Government employees.**

16.8 **For current members, 50% of the premium can be recovered from the honorarium of the present members and 50% of the total can be met by Local Governments concerned. For past members, 50% of the premium can be met by Local Governments and remaining 50% of the total can be met by the State Government. In this scheme, the concerned Secretaries concerned should be made responsible for collecting the premium amount from the current members and remit it to the Insurance Company.**

16.9 **A token monthly pension of Rs.5,000/- to all the elected members having monthly income 1,00,000/- or less based on self-certification may be provided subject to the following exclusion criteria .**

(i) Total household income per annum one lakh or less
(ii) Pucca house 1500 sq. ft or more
(iii) Those with male children who are Government employees or having regular job in private sector earning income more than 2,00,000/-
(iv) Should not avail any other welfare pension. They will have freedom to opt which pension to choose.

16.10 **In addition, on the lines of National Rural Livelihood Mission and National Urban Livelihood Mission, skilling may be given for placement for both past and present members below 45 years of age, if they are willing.**

16.11 **The cost implications for the recommendations other than annual enhancement of honorarium are given in the Table 16.4 and Table 16.5**

Table 16.4 Total estimated Pension cost for Ex members

Tier	No. of Ex member	Estimated Cost		
		LG share	GOVT share	Total
VP	70,310	63,27,90,000	63,27,90,000	1,26,55,80,000
BP	10,400	9,36,00,000	9,36,00,000	18,72,00,000
DP	1,655	1,48,95,000	1,48,95,000	2,97,90,000
MLTY	15,565	14,00,85,000	14,00,85,000	28,01,70,000
CORP	2,070	1,86,30,000	1,86,30,000	3,72,60,000
Total	**1,00,000**	**90,00,00,000**	**90,00,00,000**	**1,80,00,00,000**

Source: Sixth SFC

Table 16.5 Total Cost of Medical Insurance

Tier	Present Members				Ex Members			
	No. of Present Members	Share of Members	Share of Local Governments	Total Cost	No. of Ex Members	Share of Local Governments	Share of Government	Total Cost
VP	15,962	2,39,43,000	2,39,43,000	4,78,86,000	70,310	**10,54,65,000**	**10,54,65,000**	**21,09,30,000**
BP	2,080	31,20,000	31,20,000	62,40,000	10,400	**1,56,00,000**	**1,56,00,000**	**3,12,00,000**
DP	331	4,96,500	4,96,500	9,93,000	1,655	**24,82,500**	**24,82,500**	**49,65,000**
MLTY	3,113	46,69,500	46,69,500	93,39,000	15,565	**2,33,47,500**	**2,33,47,500**	**4,66,95,000**
CORP	414	6,21,000	6,21,000	12,42,000	2,070	**31,05,000**	**31,05,000**	**62,10,000**
Total	21,900	3,28,50,000	3,28,50,000	6,57,00,000	1,00,000	**15,00,00,000**	**15,00,00,000**	**30,00,00,000**

Source: 6th SFC.

16.12 It is assumed that the number of living ex members would be around 1,00,000 out of which 30% would be eligible as per the criteria suggested.

17. Amendment to Acts

Recommendations

17.1 The recommendations for amendments to Kerala Municipality Act and Rules and Kerala Panchayat Raj Act and Rules are given below:

17.2 As part of the earlier reports the Commission had recommended amendments to the Acts and Rules mostly related to Own Revenue. The details of Appendices related to these are as follows

(i) Appendix 2.6 of Second Report-Amendment proposals to Kerala Municipality Act and Kerala Panchayat Raj Act and Rules related to Property Tax and other Acts

(ii) Appendix 2.7 of Second Report- Amendment proposals to Kerala Municipality Act and Kerala Panchayat Raj Act and Rules and other Acts related to Own Revenue and other related matters

(iii) Appendix 2.8 of Second Report- Amendment proposals related to revision of various fees and fines under Kerala Municipality Act, Kerala Panchayat Raj Act and other Acts

17.3 For giving effect to some of the recommendations of the final report, again amendments are required to the Acts and Rules. Amendments proposed in Kerala Municipality Act 1994 is indicated as Appendix 17.1 and those in Kerala Panchayat Raj Act 1994 in Appendix 17.2

17.4 In respect of the Kerala Municipality Act certain new rules are required. Such Rules, as adapted from similar rules under the Kerala Panchayat Raj Act are given Appendix 17.3

17.5 The Commission could not formulate in legal language the amendments. Government may set up a team under a senior officer of the Law Department familiar with drafting of laws consisting of a Joint Director each from the Municipality and Panchayat Departments along with the Law Officers concerned to prepare draft amendments and submit to the Government for final approval.

18. Miscellaneous

18.1 Role of Local Governments

18.1.1 Considering the critical role of Local Governments in providing good governance, the Commission recommends that a Chapter be included in the Kerala Panchayat Raj Act and Kerala Municipality Act, describing the general role of Local Governments. It may include the following

Recommendations

(i) Village Panchayats, Municipalities and Corporations should endeavour to collect in full revenues due from those who have the legal obligation to pay them.

(ii) Local Governments should focus on economy and efficiency in the use of resources, own and devolved, and avoid unproductive and wasteful expenditure.

(iii) Local Governments should give top priority in adhering to budget discipline.

(iv) Local Governments should complete their accounts in the prescribed manner within the time limit.

(v) They should respond to audit objections on top priority and should endeavour not to repeat mistakes pointed out in audit.

(vi) They should follow the due process in exercise of their powers – both developmental and regulatory.

(vii) They should pro-actively facilitate ease of doing business by:

- **a) Explaining clearly in writing and orally the process of getting permissions including from other departments.**
- **b) Facilitating the investor in getting clearances from different agencies.**
- **c) Fixing the time limits for various clearances, adhering to them and making public the details**
- **d) Local Governments should initiate action against those officers who deliberately delay the processing of applications under K-SWIFT , leading to deemed permits. Also, the Local Governments are to make sure that all applications processed under MSME Facilitation Act are**

given due priority and no hindrance is made in the smooth running of business in the case of such enterprises as per the licenses approved under the Act.

e) Amendments made in the Acts relating to EoDB under IFTOES applications may be complied with. Local Governments should undertake the responsibility to monitor the disposal of all such applications.

f) A mechanism to monitor EoDB may be set up . In Municipal Corporations, the Town Planning Committee may take on this role on a monthly basis and the Council on a quarterly basis. In Municipalities and Village Panchayats the concerned Standing Committees may review EoDB monthly and the Council , on a quarterly basis.

(viii) The elected body should not interfere in the statutory responsibilities of officers working under the Local Government. Such interference should be deemed as malfeasance.

(ix) The Local Government should be pro-active in making the institutions under their control gender friendly, aged friendly and disabled friendly.

(x) They should, to the extent possible, deliver services as close to the persons in need as possible.

(xi) Everyone approaching the Local Governments in person or over telephone or electronic media should be treated with utmost politeness and respect for the dignity of the person.

(xii) Public grievances should be treated on top-most priority strictly following the first come first served principle and time-limits set for redressal of different types of grievances

(xiii) Local Governments should encourage dialogue, discussion and debates in matters of interest to the Local Governments and the people and respect difference and diversity even while facilitating consensus through socially accepted norms.

(xiv) Local Governments should provide necessary facilities and ambience for efficient working of its staff – both own and transferred.

(xv) They should base their decisions on data and norms.

(xvi) They should take a pro-active stand against corruption and malfeasance.

(xvii) They should follow the Antyodaya or the 'last first' approach while providing benefits to the people.

(xviii) They should play an active role in enabling people to access their rights guaranteed by law in respect of matters within the functional domain of Local Governments.

18.2 Creation of New Municipalities

18.2.1 Kerala has been converting Village Panchayats into Municipalities or attaching them to Municipalities and Corporations without following any declared norm. This goes against the Constitution which in clause(d) of Article 243P and clause(a) of Article 243 Q, states as follows

The Governor of Kerala having regard to the population of the area, the density of population therein, the revenue generated for local administration, the percentage of employment in non-agricultural activities and the economic importance or such other factors as he may deem fit, specify by public notification for the purpose of Part IXA of the Constitution such areas as a transitional area, a smaller urban area or a larger urban areas and as per clause (d) of Article 243P the Governor may notify such area as Municipal area

18.2.2 In 2015 at one go 27 Village Panchayats were converted to Municipalities. If one were to calculate the losses through Centrally Sponsored Schemes, losses from Centrally Sponsored Schemes in rural development, it would be huge which can never be compensated to the people of the locality. Also, there is a general feeling that from a governance angle Village Panchayats are closer to people and are more accessible and responsive and less impersonal in their service delivery.

Recommendations

18.2.3 **There is no ostensible advantage in becoming a Municipality. Now even the cadres have been integrated. Therefore, Government may convert Village Panchayats only after a clear policy and norms based on data, taking into consideration the overall gains to the State and the local people.**

18.3 Rotation of Reserved Seats

18.3.1 Now rotation of reserved seats for women, Scheduled Castes and Scheduled Tribes is done every five years. This has many negative implications. Because of this rotation, almost every Ward will get a change of members. The basic objective of reservation was to nurture leaders from women as well as the socially marginalized groups. Because of the present rotation policy, a large number of them, especially women move out of the public sphere. Also, when a Ward Member knows that he/she is unlikely to contest in the same Ward again there is likelihood of reduction in performance and accountability.

Recommendations

18.3.2 **To avoid this, it is suggested that rotation may be done once in 10 years. Such a decision was announced by the Government in 2011 but could not be implemented.**

18.4 Delimitation of Electoral Wards

18.4.1 Barring 2015 there has been delimitation of electoral Wards every five years. This is a costly exercise in terms of money and time. And democratically it has negative implications as it destroys the identity of Wards especially at the Village Panchayat, Municipality and Corporation levels in which Gram Sabhas and Ward Sabhas are the fundamental units of face to face democracy. For them to strike roots and gain identity as a collective of voters it requires time.

Recommendations

18.4.2 **Therefore, it is suggested that delimitation may be done only once in 25 years.**

18.5 Dissemination of SFC Report

Recommendations

18.5.1 **There should be system for dissemination of SFC Report. It should be thoroughly discussed in a special sessions of the State Development Council as well as the DPCs. KILA should disseminate the key features to officials, elected representatives, media and political parties. The Director of KSAD should disseminate the relevant recommendations to the staff of KSAD.(as setting up of the Audit Commission will naturally take some time)**

18.6 Protocol Status For Chairperson, Sixth State Finance Commission

18.6.1 In the First Report of the Commission, it was recommended as follows:

Just as the State Election Commission enjoys de jure and de facto status of the Central Election Commission, there is a need for the State Finance Commission also to be treated with the status it deserves as a Constitutional body. The Chairperson of the Union Finance Commission is of the rank of the Cabinet Minister and the Members of the rank of the Minister of State. In respect of State Finance Commissions, there is no uniform practice. In some States Chairpersons are given the status of Minister. In Kerala, no formal protocol has been laid down. Taking into account the situation in Kerala, it is recommended that the Chairperson of the State Finance Commission be included in serial No.17 of the Warrant of Precedence. Since by convention, the Members are Secretaries to Government from the Local Self Government and Finance Department, no special protocol status is called for. This may be operationalized in respect of the Seventh State Finance Commission, but orders may be issued and the warrant of precedence duly amended.

18.6.2 However, the Government decision was as follows:

Government may decide from time to time the status to be given to the Chairman and Members of the State Finance Commission. It is the policy of the Government to assign the status. A pre-determined status is not warranted. Hence, the recommendation has been rejected.

18.6.3 The Commission feels that the Chairperson of the State Finance Commission is a constitutional post which deserves due recognition. In respect of the Union Finance Commission, the Chairman has the status of a Cabinet Minister and the members that of Minister of State. Some States also

follow this protocol for the State Finance Commission. It may not be proper to fix the protocol from time to time. A fixed protocol for the Chairman would indicate the status of the post and enable Government to select a person fitting the status. According status after selection of the individual could devalue the position.

Recommendations

18.6.4 Therefore, it is recommended that the Chairman of the SFC may be included in Sl. No 17 of the Warrant of Precedence with effect from the Seventh State Finance Commission.

S. M. Vijayanand
Chairman

Rajesh Kumar Singh IAS
Member

Sarada Muraleedharan IAS
Member

APPENDICES

Appendix 1.6.1 - Academic Support System for Sustainable Local Development – Operationalizing Unnat Bharat Abhiyan (UBA) in Kerala

A. Introduction

Kerala has a rich experience in getting academic institutions, both students and teachers, to provide services for local development. This was intensified during the early days of People's Plan. For example, students who had just completed Engineering Degrees were taken as Apprentices in Village Panchayats. Many colleges participated in the preparation of Panchayat Resource Maps. The students who were part of the National Service Scheme of Engineering Colleges and Polytechnics achieved national recognition by preparing the asset maps of all the Local Governments in the state on a mission mode in about two weeks. Post floods of 2010, many colleges carried out studies and prepared plans for rebuilding.

Government of India launched the Unnat Bharat Abhiyan (UBA) in 2015 not as a scheme but as a programme of action envisaging the active involvement of every college, University and other institutions of higher learning in the country to work for local development on a voluntary mode, supporting Village Panchayats in their efforts. It is not a funded scheme in the conventional sense, nor is it just as a social service scheme. It is expected to be a symbiotic relationship where the teachers and students gain from the field experience and the Panchayats and local people benefit from their professional inputs. In fact, it would be realization of the concept of "Academic Social Responsibility."

Going by experience and potential, Kerala has the chance of developing into a national model in UBA by bringing about synergetic and fruitful partnership between educational institutions and Local Governments as a sustainable system.

B. Approach

In Kerala, it would be advisable to run the programme in all Local Governments, both urban and rural. Kudumbashree should be an integral part of the programme.

The approach should be tailored according to the unique strengths of educational institutions and the felt needs of the Local Governments. While detailed plans of action should be prepared through dialogue between the educational institutions and the Local Governments concerned, certain broad areas can be identified.

For example, the Indian Institute of Management, Kozhikode and the other Management Colleges could pro-actively work with Local Governments in their vicinity to improve their management systems like office management, human resources management, time management, financial management, project management, management of interface with citizens and so on. Some of these institutions can also assist Local Governments in preparing plans for local economic development, putting the concept of 'One Local Government, One Innovation' into practice.

The Medical Colleges could help Local Governments prepare participatory health plans with special focus on non-communicable diseases and the new communicable diseases. The institutions under the Kerala Agricultural University could help Local Governments adopt organic farming, enhance value addition, improve marketing, etc. Institutions focusing on social work and sociology could work closely with the Kudumbashree units and spend more time on social inclusion and local participation.

The IIT, Palakkad could attempt solutions of larger problems like environmental degradation, climate change, energy conservation, as also technology issues especially those related to water and sanitation. They can play the nodal role in organizing relevant institutions to prepare a digital data base for local taxes, as also the data base of public assets for improving their up-keep. Similarly, IISER could provide inputs on science and technology including space technology, particularly for local planning. The other colleges can actively be involved according to their interests and strengths especially in activities like preparing Development Reports, monitoring and evaluating projects, strengthening Gram Sabha, facilitating social audit and so on.

Thus, the possibilities are huge and they need to be fully tapped. But they need to be properly facilitated. An illustrative list of activities which could be taken up under UBA is given in **Section B-1**

C. Institutional Arrangements

Ideally, at the State level, there should be an Empowered Committee led by the Secretary in charge of Higher Education in which the Secretaries in charge of Local Self Government Department and Planning Department are also members. The three nodal agencies identified by Government of India, namely, IIT, Palakkad, Kerala Agricultural University, Thrissur and IISER, Thiruvananthapuram should also be members along with IIM, Kozhikode. The Vice Chancellors of all the Universities or their authorized representatives should be members. The functions of the Empowered Committee would be:

(i) Set the scheme rolling.
(ii) Identify the skills and interest areas of each educational institution through a quick survey.
(iii) Monitor the scheme closely and sort out issues and bottle-necks.
(iv) Arrange high level support wherever required during the implementation.
(v) Coordinate capacity building efforts.
(vi) Liaise closely with the Coordination Committee.
(vii) There should be a Coordination Committee which meets very often consisting of authorized representatives of Higher Education Department, the three nodal institutions, Director (KILA), Director of Panchayats and two or three outside experts in People's Planning. They should push the programme by meeting at least once twice a month.

KILA should be in charge of capacity building of the educational institutions and the Local Governments.

At the district level there should be a Sub-Committee of the DPC headed by the President of the District Panchayat in which the District Planning Officer, Deputy Director of Panchayats, District Mission Coordinator of Kudumbashree and the District level Officers of the SC and ST Departments are members with the District Collector as the Member Secretary. The major role of the Sub-Committee of the DPC could be to bring about the initial contact between the educational institution and the local government concerned. This Sub-Committee should help develop local action plans as mutually agreed between the educational institution and the local government. They should monitor the implementation and pro-actively trouble-shoot. Also, they should compile all the initiatives into a district level UBA plan and prepare quarterly progress reports.

Each educational institution should set up an active UBA team consisting of teachers and students who volunteer to do the programme. There should be a nodal person each from the teachers and students. The institutions should have the freedom to co-opt experts from outside, both government and non-government sources, who volunteer to be part of the team. Members of the Team could be suitably trained for which the modules would be developed by KILA which would also identify the Resource Persons to carry out the training. This is best done by holding district level or if necessary sub district level meetings.

At the local government level, a Project Committee consisting of the elected head, its Secretary, the officer(s) concerned and two representatives of the educational institution concerned would coordinate smooth planning and implementation. The Local Government would nominate a Nodal Officer for the programme.

D.Steps in Operationalization

(i) Master G.O. on UBA.
(ii) Special meeting with Universities and nodal institution.
(iii) Issue of detailed guidelines by Higher Education Department and Local Self Government Department.
(iv) Sensitization of educational institutions in batches coordinated by the Head of Department concerned in partnership with KILA and the Nodal Institutions.
(v) Sensitization of Local Governments district-wise, with the active involvement of the Sub-Committee of the DPC.
(vi) Conduct of survey of all educational institutions on their skills development areas of interest; preferred Local Governments for the partnership.
(vii) District level exercise in broad identification of local priorities.
(viii) Detailed training of Local Governments and Educational Institutions jointly by KILA and the Nodal Institutions in batches.
(ix) Identification and training of Facilitators for local planning and constitution of Resource Teams for groups of Local Governments.
(x) Meetings between the Educational Institution and the Local Government and choosing of areas of cooperation – followed by preparation of plan of action indicating activities, time-lines, responsibilities and resource requirements.
(xi) Setting up IT based monitoring systems.
(xii) Visits by teams from the nodal agencies to selected Local Governments and feedback to the Sub-Committee of the DPC and the State level Coordination Committee.

E. Funding

The Educational Institution would provide the human resources on a voluntary basis. They would also facilitate the use of computers, smartphones and other equipment needed for the programme which are available with them. The essential travel costs from the office of the local government to the field should be met by the local government concerned. Other costs of the programme including

printing and stationery should also be met by the local government and the costing should be done following the norms of People's Plan.

F. Conclusion

It would be useful if a high level meeting is held in which the Chief Minister, Minister (Higher Education), Minister (LSGD), Vice Chairman of State Planning Board, all the Vice Chancellors and Heads of Institutions of excellence, participate and discuss the concept note and arrive at a decision to implement after which a Government Order can be issued by the Higher Education Department.

Though bilateral partnership between educational institution and Local Government is envisaged in most of the cases, both the Coordination Committee at the State level and the Sub Committee at the District level could facilitate groups of educational institutions doing coordinated work in a group of local government, say, by taking up of the Local Governments within a Block Panchayat. Also, certain important activities which can be replicated elsewhere could be taken up by educational institutions individually or collectively in a purposive manner. In the same way, some bigger institutions like Nodal Agencies, IIM and the Universities should work in as many Local Governments as possible or take up initiatives which address universal issues related to local level development.

B-1 Illustrative List of Activities which could be taken up under Unnat Bharat Abhiyan

1. Conduct of surveys needed for local planning either sectoral or cross-sectoral.
2. Conduct of Participatory Rural Appraisal (PRA) to determine the needs and priorities of different sections of people.
3. Preparation of resource maps on GIS platform.
4. Preparation of maps and data bases related to tax and non-tax assessment on GIS platform.
5. Preparation of asset maps on GIS platform.
6. Preparation/up-gradation of status studies with special reference to:
    (i) Gender.
    (ii) Persons with disabilities.
    (iii) Elders.
    (iv) Children.

(v) Vulnerable groups like SC, ST and Fisher-folk.

7. Surveys to identify target groups like those in need of palliative care, those in need of mental health care.
8. Identification of beneficiaries for different schemes.
9. Monitoring and evaluation of plan as a whole as well as projects.
10. Preparation of Master Plans for connectivity and for development of public institutions.
11. Preparation of disaster management plan.
12. Quality assurance of public works.
13. Active participation in different stages of the People's Plan, especially Gram Sabha/Ward Sabha, development seminar, etc.
14. Citizen education focusing on rights, duties and also challenges like non-communicable diseases, environmental degradation, etc.
15. Campaign against substance abuse.
16. Interaction with school students to provide career guidance.
17. Conduct of remedial classes for poor students including those in hostels.
18. Skilling youth for employment.
19. Providing vocational guidance to unemployed youth.
20. Assessment of Citizen Charters.
21. Conduct of Citizen Surveys on different services provided by the Local Governments.
22. Facilitate social audit.
23. Facilitate other social accountability measures, especially budget transparency, pro-active disclosures in respect of different projects, etc.
24. Support to extremely destitute beneficiaries in construction/repair of houses.
25. Pro-actively supporting vulnerable groups in accessing entitlements like pensions, ration cards, etc.
26. Assisting vulnerable groups in grievance redressal.
27. Facilitating alternative dispute redressal with the voluntary help of law students and lawyers

A combination of the above activities could be taken up. They should be carried out in the neediest localities following the principle of Antyodaya.

Appendix 2.1.1 – Learnings from the Rapid Assessment on Rehabilitation/Rejuvenation of Single Village Panchayat Schemes

Background

Government of Kerala in line with the decentralization policy had taken a decision in the year 1998 to transfer 1050 single GP schemes of Kerala Water Authority (KWA) to the Grama Panchayat concerned. But the GPs were reluctant to take over the schemes citing limitations in technical, financial and manpower capabilities.

Later on, during the implementation of the World Bank assisted Jalanidhi project, the transfer of single GP schemes was insisted as a pre-condition and there was a well-defined procedure for the transfer of the schemes to the Grama Panchayats/Beneficiary Groups. The Government had issued various orders to facilitate the Grama Panchayats to take over the existing assets and rehabilitate them. Proper institutional mechanism was developed for managing the schemes with user participation. This has resulted in a sense of ownership among the user groups, ensure timely service and proper maintenance. Nearly 125 schemes were taken over by the respective Grama Panchayats as part of the Jalanidhi Project and rehabilitated for additional coverage and transfer the management to user groups for proper operations and maintenance.

Strategy /Process followed in transfer and rehabilitation

Government had issued various orders to facilitate the process effortlessly. This transfer of schemes was made a mandatory pre-requisite for inclusion of Grama Panchayat in Jalanidhi Project. The Grama Panchayats after taking necessary resolution will address the concerned divisional office (Executive Engineer) of KWA requesting to transfer the assets of all single GP schemes to the GP. The Executive Engineer, KWA will arrange to prepare a status report on all such schemes to be transferred with the help of the GP and the Support Organization engaged for implementation of the Jalanidhi Project in the GP. After preparation of the status report, a Scheme Transfer Memorandum (STM) will be signed between the KWA and the GP.

KWA will manage the scheme for 5 months after the signing of the STM and collect user charges as done previously. By the end of the 5th month, KWA will:

1. Settle all the arrears payable by it,
2. Transfer all documents to GP to facilitate the realization of revenue from the existing consumers,
3. Transfer power connection to the GP
4. Intimate all the consumers about the changeover and the possibility of change in procedures
5. Refund of any advance amount collected from consumers, etc.

The objective of the take over and rehabilitation is to provide better service to the beneficiaries out of the scheme. On completion of rehabilitation works, the scheme will be transferred to the Transition Management Committee (TMC) or the Beneficiary Group (BG)/BGs as the case may be. In other words, the ownership of the scheme will be vested with the TMC/BG. An existing consumer will have the freedom either to join the TMC/BG or to quit the scheme. If he is joining the TMC/BG he will be bound to adhere to the rules, regulations and procedures adopted by the TMC/BG.

Role of Various Stakeholders in the process;

Role of Gram Panchayat (GP)

1. The Gram Panchayat selected under Jalanidhi will have to take over all the single GP KWA schemes feasible for rehabilitation from KWA before signing of Agreement
2. Signing of Scheme Transfer Memorandum
3. Intimate all the existing consumers regarding the benefits of rehabilitation and frame a strategy to tackle the issues connected with rehabilitation
4. Soon after takeover of the scheme within one month, Transition Management Committee (TMC) to be constituted for planning the activities for rehabilitation of the scheme
5. The GP also authorizes the TMC through a resolution to act as the managing agency of the scheme and empower them to levy and collect user charges with effect from the date of termination of the transition period.
6. Ensure that Rehabilitation plan is prepared within 2 months of take over and administrative sanction issued
7. Ensure that Technical Sanction is obtained from RPMU, KRWSA
8. Fixing of water tariff for the O &M of the scheme
9. Transfer power connection of scheme in the name of GP and then to the BG after rehabilitation
10. Obtain necessary documents from KWA in respect of the taken over scheme

Role of Kerala Water Authority {KWA}

1. Based on the G.O. EE, KWA shall transfer to the GP all the single panchayat schemes coming within the panchayat.
2. The EE, KWA will arrange to prepare a status report on all such schemes to be transferred with the joint effort of KWA, GP and the Support Organization engaged for implementation of the KRWSA Project.
3. After preparation of the status report, a Scheme Transfer Memorandum (STM) will be signed between the KWA and the GP.
4. KWA will manage the scheme for 5 months after the signing of the STM and collect user charges as done previously.
5. By the end of the 5th month, KWA will:
    - settle all the arrears payable by it,
    - transfer all documents to GP including DCB etc to facilitate the realization of revenue from the existing consumers,
    - transfer power connection to the GP,
    - intimate all the consumers about the changeover and the possibility of change in procedures,
    - Refund of any advance amount collected from consumers, etc.

Role of Support Organisation / Grama Panchayat Action Team

1. Assist GP in takeover of the single GP KWA scheme
2. Assist KWA for preparing the status report
3. Preparation of prefeasibility report for rehabilitation
4. Obtain all documents related to scheme from KWA like details of existing consumers, plan & estimate and completion report of the scheme, as laid map, details of pump, pipe etc
5. Preparation of detailed plan and estimate for the rehabilitation. If the scheme is complex, SO can avail the service of technical experts.
6. Assist GP in the formation of the TMC within one month after STM
7. Obtain Administrative and technical sanction for the scheme
8. Assist fixing and collection of BG contribution
9. Ensure that the transfer process is completed within the planning period itself and implementation shall be in accordance with the guidelines issued
10. Assist TMC/BC in preparing quotations for procuring services, works and goods for the scheme
11. Ensure that the beneficiaries are getting adequate and satisfactory service through rehabilitation
12. Timely reporting of the status of the scheme to GPST and RPMU
13. Ensure that accounts of the TMC/BC are properly maintained
14. Ensure that the goods procured are properly stored and utilized for the implementation of the scheme
15. Support GP, TMC/BC for conflict resolution

16. O &M tariff to be fixed and ensure a proper system for the collection of tariff
17. Fixing of specific responsibility for team members in the SO team
18. Necessary training for the TMC/BC

Role of Transition Management Committee {TMC}

1. TMC shall be the managing agency of the scheme after the withdrawal of KWA
2. TMC shall levy and collect user charges.
3. The TMC should undertake immediate repairs, if any required, for making the scheme serviceable.
4. The TMC will itself be converted to a BC or BCs. The existing assets has to be handed over to the BC concerned
5. The Valuation of the scheme is done on the basis of the PWD norms jointly on a consultative manner by the KWA/GP/SO/TMC and the valuation report presented before the GP/TMC and signed by all the above stakeholders.
6. The GP/TMC undertakes immediate repairs necessary for making the scheme serviceable from the GP contribution envisaged, for which technical sanction is given by KRWSA and administrative sanction given by GP.
7. During the implementation phase the TMC collects user charges for the existing house connections and the GP contribute per stand post per annum as being paid now to KWA and the balance if any for the O&M expenses during the implementation period will be estimated and included in the rehabilitation proposal as per-operative expenses.

Role of KRWSA (RPMU/GPST)

1. Ensure that all schemes requiring rehabilitation are taken over by the GP
2. Giving timely technical sanction and release funds
3. Ensure that all the activities are in accordance with the scheme cycle
4. Engaging technical expert for providing support to the scheme
5. Proper and timely monitoring and reviewing the progress of rehabilitation

Key Learning's/ Issues in Rehabilitation

Key issues in rehabilitation have been categorized into the following areas:

Technical	1. Non-availability of basic details including as laid maps, land transaction details etc. 2. Details of existing connections. 3. Unauthorized connections 4. Hardware disproportion leading to excessive O&M 5. Inventory and valuation of assets for transfer and accountability 6. Methodology for valuation and disposal of salvage assets 7. Status report / pre-feasibility study to be done and only those schemes that are viable for rehabilitation need be taken up. (Yield/water quality/Age & efficiency of the system to be studied before rehabilitation) 8. Source unsustainability and high non-revenue water (NRW)
Management	1. Whether TMC (Transition Management committee) to be constituted with existing consumers alone or with prospective consumers. 2. Conflict between existing and prospective consumers
Social	1. Rehabilitation of Public stand post 2. Water sharing issues intra GP and inter-GP 3. Exclusive SC/ST schemes
Financial Issues	1. Sharing of capital cost by existing consumers 2. Electricity arrears and transfer of ownership 3. Payment of O&M expenses including electricity charges during the transition period

Using old pipes after rehabilitation has adversely affected the O&M of the schemes. Leakage in the existing distribution network have often resulted high rate of NRW and TMC/BG find it difficult to rectify the leakages.

As stated elsewhere, if a bottom-up planning and implementation process is followed under JJM, rehabilitation will be an integral part of the programme for universal piped water and separate strategy is not needed.

Appendix 2.1.2 - Rapid Assessment of Community Managed Water Supply Schemes: Multi GP Bulk Water Model

Background:

During the implementation of Kerala Rural Water Supply and Environmental Sanitation Project (KRWSSP) – Jalanidhi phase 1 Project, a new model of rural water supply has been experimented in Chavara and Panmana Grama Panchayats in Kollam District of Kerala. The scheme was envisaged to provide household tap connections to all households in the two Grama Panchayats, around 21000 household connections were targeted. The scheme was planned as a joint venture of Kerala Water Authority and Kerala Rural Water Supply and Sanitation Agency taking into account the strengths and weakness of both the institutions. The new model has been continued during the phase 2nd implementation of Jalanidhi as well. There are 14 bulk water supply schemes under Jalanidhi Phase II. The principle in implementing bulk water supply programme is that KWA will provide metered bulk water connections to the LSGs and LSGs in turn with the help of peoples' committees like BGs or SLECs manage the entire distribution process.

Implementation: In this system, source, reservoir and water treatment plant will be in the ownership of KWA and the distribution network will be in the ownership of GP/Community. All the source, water treatment plant and other common assets will be funded from the project, the distribution system will be implemented by beneficiary committee named as Scheme Level Executive Committee (SLEC) an apex body of Beneficiary Groups or Ward Level Committees. An agreement will be executed between KWA, KRWSA, Grama Panchayat and SLEC before the implementation of the scheme. The existing KWA consumers in the area will be transferred for ensuring uniformity in the system.

Operation and Maintenance and Management: After the implementation, agreed quantity of water will be supplied by KWA to the service reservoirs through bulk flow meters. The distribution system will be maintained by the SLEC. The revenue collection will be the responsibility of SLECs by fixing appropriate tariff. SLECs have to remit the bulk water bill amount raised by KWA through the Gram Panchayat. Maintenance of source, pumping main will be done by KWA and maintenance of distribution system will be the responsibility of SLECs. A well-developed systematic approach is followed by the SLECs for complaint redressal, fault reporting and rectification. Scheme level committees managing the system by appointing necessary staff for managing the system.

Case Studies of Jalanidhi Bulk Water Supply Schemes

Case Study -1

Irikkur Bulk Water Supply Scheme in Irikkur Panchayat, Kannur District

Irikkur bulk water supply scheme was started by renovating and augmenting the single GP KWA scheme (which catered only 67 households) to a scheme with entire command area coverage of the Panchayat. The bulk water is purchased from the JICA assisted Pattuvam Project of KWA. The bulk water supply scheme was commenced on December 2015. There are 1919 households as beneficiaries of the scheme. Implementation of the distribution system was carried out by the SLEC.

Benefits to KWA

- **Water supply extended to whole area of the GP by supplying water from JICA project of KWA.**
- **Assured revenue, Rs.1.5 lakhs per month.**
- **Leak rectification in the distribution system is no more the headache of KWA, as SLEC has taken over the responsibility**

Benefits to Communities and GPs

- **Improved service delivery, prompt complaint redressal, regular water supply.**
- **Created a sense of ownership among the community**
- **Beneficiaries are ready to pay a higher rate if they are getting regular water supply. Now they are paying a minimum monthly charge of Rs.110/- for 10,000 litres of water.**
- **GP has become a successful service delivery agency without incurring expenses**

Bulk Water: a Win-Win Strategy – Benefits for KWA, Jalanidhi, Grama Panchayat and Beneficiaries

The above case study clearly demonstrates that both beneficiaries of Jalanidhi as well as the KWA and GP are benefitted through the implementation of bulk water supply schemes as presented below.

Benefits for KWA	Benefits for Communities
▪ Improved coverage in rural areas. ▪ Improved Revenue collection without incurring expenditure for the same.	▪ Assured Source and treated water supply ▪ Benefits of large, surfaced water supply schemes requiring high technical inputs which is

▪ The users will become beneficiaries which ensures sustainability of the scheme. ▪ Prompt rectification of leakages in the distribution lines, loss due to leakage can be reduced. ▪ Improved relationships with the Grama Panchayats	otherwise inaccessible to the communities ▪ Assured supply of treated water at desired quantities ensures customer satisfaction. Satisfied customers will be willing to pay, user fees collection becomes easy. ▪ All households requiring connection can be serviced as there is assured source of supply

Benefits for Grama Panchayats

- **The Grama Panchayats able to discharge its constitutional obligations with respect to water supply without incurring expenses.**

The bulk water supply model has been a mixed bag in terms of benefits and the following need to be addressed for better performance of the system.

- Kerala Water Authority is unable to deliver the agreed quantities of water and this result in erratic water supply and adversely affects assured services and consumer satisfaction.
- Bulk water charge is higher than the normal tariff charged by KWA to its consumers, and Scheme Level Committees and User groups are forced to charge higher rates and there is resentment among the user community.
- There is no appropriate body for grievance redressal.
- During the rehabilitation and modernization of multi-GP schemes, existing pipelines are used and this has resulted in frequent bursting of pipes and high non-revenue water.
- Transfers of existing consumers difficult because of the absence of proper consumer data and unauthorized consumers.
- Agreement between the GP and KWA is one sided in favour of KWA.

Scope of Community Supported Bulk Water Supply Schemes

The technical capacity of the KWA and Community mobilisation skills of Jalanidhi can be blended to ensure long-term sustainability of rural water supply systems. The empowered communities managing their water supply service

unburdens both the utility and GP while at the same time ensure customer satisfaction. KWA is benefitted through better utilisation of its installed capacities while automatically being assured of revenue.

The highlight of the concept is that water supply will be possible from sustainable sources, with increased coverage especially in rural areas, reduced NRW, effective maintenance, community owned distribution system with efficient revenue collection.

Appendix 2.1.3 Performance Benchmarking System for Water Supply at the Local Government Level

I. Why Performance Benchmarking

To measure progress of water supply, various governments used to focus on inputs (money spent) and outputs (infrastructure). However, the monitoring of service standards (quantity of supply, regularity, water quality, efficiency of water supply etc) has received limited attention. As a result, many studies argue, most of the water sector investments are wasted as governments keep on investing to construct new schemes than improving the performance of the existing schemes. Also, despite the constitutional mandate of the Local Governments, there is not enough data to compare performance of the Local Governments. Even when the local government's partners with sector organizations like KWA or KRWSA or beneficiary societies for service delivery, ideally, the Local Governments should have an oversight role for ensuring appropriate service levels. Therefore, developing a system for benchmarking performance at the local government level is critical not only to create a sense of accountability and ownership for the Local Governments but also to foster healthy competition to improve services. Such performance benchmarking, if publicly disclosed, will also contribute to improving service efficiency and asset management, thereby ensuring efficient use of taxpayers' money.

II. Critical Requirements for Benchmarking

Past efforts for benchmarking water services have not been much effective for various reasons. Yet the experience helps to identify critical requirements for a successful benchmarking.

a. Keep it Simple and Agile: Adding more indicators than necessary is a classical problem of designing any monitoring program. We often include maximum indicators, thinking that some of it might be useful now or later. However, that approach would be counterproductive as the system would become complex and difficult to manage. It is important to identify the most critical indicators and focus only on that.

b. Identify compatible Indicators: The water sector has many donors and programs. Many of those might use different indicators to measure performance. So, we should ensure that the benchmarking indicators and assessment methods are compatible to the key sector programs, particularly Government of India programs (e.g.: JJM, MoUD benchmarking).

c. Keep it "all-inclusive": Some attempts in the past focused on a specific program like Jalanidhi or a scheme of KWA, which will not be useful as multiple water sources and service delivery models are prevalent in the State. Therefore, the

benchmarking should be independent of scheme or project. Data from different agencies and service models including self-supply and private wells should be captured at the local government level to understand the actual situation.

d. Make it institutionalized: Past attempts were often the result of fulfilling the requirements of the donors or interest of a champion officer, rather than institutionalized systems for benchmarking. Unless benchmarking is institutionalized with adequate resources, it would be neither effective nor sustainable. Moreover, if the data is used for ranking the Local Governments and for prioritizing investments, it will incentivize efficient performance management.

e. Focus more on the Process than Technology: The sector has often invested in procuring high end monitoring technology like SCADA, but data from such systems has been seldom used for decision making. A successful benchmarking is more dependent on the process of data collection, validation, compilation, and analysis. While modern technology can support that process, investing only on technology will not be effective. The most important question is whether the process helps performance management. Moreover, the process should be designed in such a way that the data collection and processing is integrated to the regular work of the staff, as much as possible.

III. Suggested Indicators

Jal Jeevan Mission aims for providing water in adequate quantity (lpcd), of prescribed quality (BIS: 10500 standard), on regular basis (continuous supply in long-term). Taking cue from this, the following indicators are identified against four results areas: Adequate Quantity of Supply, Regular and Equitable Access, Water Quality, and Long-term Sustainability.

Result 1: Adequate Quantity of Supply

This is to be measured separately from different sources/ water supply systems. Monthly and yearly averages to be measured to understand seasonal variation. The data should be as reported by the respective responsible agency for their WS systems.

Indicators	PWS-KWA	PWS-BGs/other	HH Wells/Self Supply with PWS	Total/Average
1.1 Average LPCD water supply for last one month (at LG level)				

Indicators	PWS-KWA	PWS-BGs/other	HH Wells/Self Supply with PWS	Total/Average
1.2 Average LPCD water supply for last one year (at LG level)				
1.3 Number of days water supplied /available in the past one month, for more than 95% of the users.				

Result 2: Regular and Equitable Access

While supply might be adequate, it is critical to understand whether all population in a local government area have regular and equitable access. Comparing supply and access will show efficiency of water supply systems. Data should come from sample surveys, water meter readings, citizen feedback or technology like IoT or AI.

Indicators	PWS-KWA	PWS-BGs/other	HH Wells/Self Supply with PWS	Total /Average
2.1 Average LPCD water access for last 1 month (at LG level)				
2.2 Average LPCD water supply for last 1 year (at LG level)				
2.3 Efficiency of access in the last one year: access (2.2)/supply (1.2)- %				
2.4 Equitable access in the last one year (ratio of access by lowest to highest percentile)				

Result 3: Water Quality

Water quality monitoring shall be comprehensive covering both locations of supply and locations of use. Local Governments and agencies shall coordinate water testing using BIS: 10500 standard at various sample locations, which shall be scientifically determined to make it representative at the local government

level. Also crowd sourcing of water quality data can be encouraged using field kits.

Indicators	PWS-KWA	PWS-BGs/other	HH Wells/Self Supply with PWS	Total /Average
3.1 Samples met BIS:10500 standard WQ testing in the past 1 year- At locations of supply - %				
3.2 Samples met BIS:10500 standard WQ testing in the past 1 year- At point of use -%				
3.3 Samples meeting potable status in crowd sources WQ data in the past one month (field kits, self-testing etc) - %				

Result 4: Long Term Sustainability

Long Term sustainability is largely determined by good financial management systems, sustainability of water resource, and institutional capability. While these are mostly qualitative in nature some proxy indicators can help to measure long term sustainability to an extent.

Indicators	PWS-KWA	PWS-BGs/other	HH Wells/Self Supply with PWS	Total /Average
4.1 Percentage O&M cost recovery from tariff and targeted subsidy				
4.2 Percentage use of budget in the last year as per Water Security Plan (0 if no security plan with clear budget allocation)				
4.3 Percentage of grievances solved within				

24 hours of reporting (0, if no GRM system that track closure time)				

IV. Suggested Institutional Arrangement and Process for benchmarking LSGIs

An independent agency shall be given responsibility at the State level, with adequate power, to manage the process of data collection, validation, and analysis as well as to coordinate with sector agencies, and prepare benchmarking reports. Ideally it shall be part of the proposed water regulator or to be housed in a research agency dealing with the water sector. Alternatively, a third-party agency may be hired by LSGD and reporting to a working group consisting of senior officers from WRD, LSGD, KWA and KRWSA. The process of data collection can include reporting by sector agencies and LSGIs, sample surveys and crowd sourcing of data. The sector agencies shall be responsible for frequent data collection and communicating not only to the benchmarking agency but also laterally to LSGIs. Any proposals for funding by a sector agency or a LSGI cannot be considered if any reporting is pending. The benchmarking agency shall validate such data through sample checking. It may also commission sample surveys or crowd sourcing of data as required. The agency shall also carry out analysis of data and the findings/report shall be shared with the sector agencies and LSGIs for review and comments. The finalized report shall be made available in the public domain, regularly (preferably every quarter, but not less than twice in a year). Also, best performing Local Governments shall be recognized at district and state level with extensive press coverage.

Appendix 3.2.1 Format for Revenue Enhancement Action Plan

Name of Local Government
Block
District
Prepared in < Year>

Table 1 – Current Position

Year	Property Tax (in Rs. Lakhs)		Professional Tax (in Rs. Lakhs)		Non-Tax Sources (in Rs. Lakhs)	
	Actuals in the Previous FY	Estimates for Current FY	Actuals in the Previous FY	Estimates for Current FY	Actuals in the Previous FY	Estimates for Current FY

To be used for the first time preparation of REAP

Table 2 – Setting Targets

<Year>	Property Tax (in Rs. Lakhs)		Professional Tax (in Rs. Lakhs)		Non-Tax Sources (in Rs. Lakhs)	
	Estimates for the Current FY	Targets for Next FY	Actuals in the Current FY	Targets for Next FY	Actuals in the Current FY	Targets for Next FY

Table 3 – Action Plan to Achieve Tax Revenue Enhancement – Property Tax

1	**Current Year**		
2	**Total Number of Assessments**	**Numbers**	
3	**Total Collection**	**Numbers**	
4	**Collection Efficiency**	**Percentage**	
5	**Total Collection**	**Rs. in Lakhs**	
6	**Collection Efficiency Improvement Plan for Next FY**	**Actions planned to be listed**	
4	**Demand (Coverage) Improvement Plan for Next FY**	**Actions planned to be listed**	

Format for Review

1	Arrear and Current Demand	
2	Collection for Quarter	
3	Percentage	
4	Action for realizing Arrears	
5	Number of Demand Notices Issued for the Quarter No of prosecution cases No of Distraint warrants issued No of Revenue Recovery action taken	

Appendix 4.2.1 Model Job Chart for Rural Local Governments

Panchayat Department General duties

1.1 The duties assigned to each section in relation to the functioning of the Village Panchayat Office shall be in a timely and efficient manner in compliance with the Kerala Panchayat Raj Act, Rules, Rules and Regulations, Other Codes applicable to Government employees, Office Procedures, Manuals, Government Orders and Instructions, 1994, are to be followed.

1.2 Each section concerned is responsible for the timely provision of the services mentioned in the Citizen Charter Document published by the Village Panchayat.

1.3 Employees are required to arrive at the office on time on working days (morning 10 to evening 5), record attendance and record information on the attendance board and perform their duties.

1.4 The information should be recorded in the Movement Register / Attendance Board while going out for office purposes. Leave must be applied for in advance and permission obtained.

1.5 For each section, the mails to be delivered should be signed on the same day along with the date in the delivery register and attached to the personal register, in the relevant file / opening a new file if required and timely action should be taken. Personal Register for inspection by the 10th of every month, should be submitted to the Junior Superintendent of each section.

1.6. Applications received through the Front Office functioning in the Panchayat should be taken up on the same day, every 60 minutes and the action should be taken and added to the relevant registers and made available at the Front Office in a timely manner. Other applications must be received no later than 4 pm on the respective day and should be delivered to the Front Office for delivery 2 days before the due date for receipt of service as soon as the procedure is completed.

1.7 Each section is required to complete the procedures in a timely manner, provide services to the public and submit timely reports to the concerned authorities as a first step in receiving the applications / mails received by them. In case of urgent action, follow the instructions of the superiors.

1.8 Replies to Assembly Questions, answers to D.O. Letters, replies to Letters from the Government and statements in Court matters should be prepared and submitted within 24 hours / time of receipt of tapas in the section. In case of other complaints, letters etc. it is the duty of the respective section to take action as soon as possible / within the required time.

1.9 Tapals under the Right to Information Act should be given urgent consideration and timely reply should be prepared and submitted. Failure to do so will result in serious misconduct and a liability for any failure to submit a timely reply / for providing incorrect or incomplete information, subject to the relevant section.

1.10 Returns / periodicals / reports related to the assigned topics should be made available to the concerned authorities in a timely manner. The information requested on the telephone should be prepared immediately and confirmed in writing.

1.11 In dealing with the files, the office should follow the rules of procedure and write the required notes. All files submitted to superior officers, must be submitted through section Superintendents.

1.12 Any register may be started only after attestation related to page certificate by the Secretary / Authorized Officer.

1.13 The movement of the files should be accurately recorded in the relevant register. Files submitted for further action and temporarily transferred to other sections should be retrieved and kept at the responsibility of the concerned clerk.

1.14 Government orders, circulars and other documents required for reference received in the section should be kept as subject files along with the index. A copy of these should be made available to the section handling the reference books.

1.15 The respective section shall be responsible for the secure preservation of the relevant files, registers and records. It is the personal responsibility of each section to obtain and retrieve registers and files for various audits and inspections.

1.16 The settled files and related registers shall be kept in the item-by-sections and shall be made available by law in accordance with the RTI Act and when required by the public for inspection. When files, registers or documents need to be transferred to any court, vigilance department or other agency or supervisor for investigation, a photostat copy of the register / files / records should be taken and kept in the office and mentioned in the Register to be kept by Junior Superintendent / Head Clerk.

1.17 At the end of the financial year, after the completion of the procedures, the registers, records and files should be fully attested and then listed and handed over to the record section.

1.18 A note outlining the rules applicable to financial transactions should be submitted to the Secretary, Junior Superintendent. Bills and supporting documents should be prepared in duplicate as required and submitted in a timely manner.

1.19 Each section is required to know the details of the available files and budget provision in relation to the matters they deal with in relation to the Accounts section and to adjust the expenditure accordingly. In case the amount exceeds the budget allocation, the information should be communicated to the Budget Section and Secretary.

1.20 Receipt book, cash, valuables, documents, original records taken as evidences by authorities, securities deposits, other records etc. should be handled only by the responsible sections. This should be done in writing and acknowledgement obtained when handing over office records between employees. Receipt books used should be forwarded to the Record Section separately.

1.21 Records related to Investments and other files should not be left unattended but should be added to the Investment Register and filed separately and follow-up action should be taken.

1.22 As per the direction of Secretary / Assistant Secretary, the Junior Superintendent / Section Clerk is responsible for performing the treasury / bank duty.

1.23 Timely follow-up action should be taken by bringing to the notice of the Secretary in a timely manner any revenue loss to the Panchayat Fund. Otherwise, the employees concerned will be liable for any financial loss incurred by the Panchayat.

1.24 Demand Registers relating to taxes and fees, should be updated daily under the supervision of the Junior Superintendent.

1.25 Front Office functioning hours are from 10am to 3pm. Cash should be submitted to the cashier by 3.30 pm along with the details. Cashier must submit the daily accounts along with the bank remittance receipt to the account section within 2 hours of closing of cash counter.

1.26 The lottery and stamp issued by the Government should be sold and the amount should be paid to the concerned persons in a timely manner with the accounts of the same.

1.27 It is the responsibility of the Section Clerk to ensure that all transactions are lawful and to keep receipts, utilization certificates, etc.

1.28 The relevant sections should make available to the Accounts Section in a timely manner the information required for the preparation of the Budget and Accounts. Steps should be taken to record the details of assets acquired / acquired by the Panchayat in connection with the section in the Asset Register in a timely manner.

1.29 Letters on RTI prepared in a timely manner should be submitted to the Junior Superintendent.

1.30 It will be the responsibility of the concerned section clerk to prepare notices, quotations, auction advertisements and notices related to each section and to ensure that they are properly advertised.

1.31 The details of all agreements to which the Panchayat is a party and the Secretary is engaged shall be recorded in the Agreement Register of the Panchayat and kept under the responsibility of the Section.

1.32 In relation to the references in the audit reports, replies to be prepared timely and to be submitted to the audit section and follow-up action also to be taken in a timely manner .

1.33 Those who require the decision of the Panchayat / Standing Committee on the matters to which they are assigned / should bring it to the notice of the Panchayat / Standing Committee and then bring it to the notice of the Secretary in writing with clear notes and take action to add it to the agenda register kept in the Meeting Section as directed by the Secretary.

1.34 All agenda notes and copy of the minutes of meetings should be kept in the concerned files by the sections.

1.35 All training and meetings are to be attended by all concerned.
1.36 If meetings are attended by other persons as per instructions of Secretary, the details are to be communicated to the Secretary , the next day itself.

1.37 The information required for the preparation of accounts and reports to be presented in the Gram Sabhas shall be made available to the Section responsible for the organization of the Gram Sabha as soon as the date of the Gram Sabha has been fixed.
1.38 Reports and documents required for the preparation of the Public Administration Report of the Panchayat and the revision of the Citizen Charter should be prepared in a timely manner and submitted to the concerned section.

1.39 The Junior Superintendent should make available in time the information required for the preparation of registers / review report for the monthly staff review meetings.

1.40 As per Section 158 of the Kerala Panchayat Raj Act, time bound steps should be taken to provide complete information to protect the rights of the panchayat members.

1.41 Mutual respectful and healthy relationships should be established with the people's representatives / public / colleagues. Even the people's representatives and senior officials should be addressed with respect. Everyone should cooperate to for the smooth functioning of the office in a friendly manner. Employees who perform well in the office should be given the encouragement they deserve. Drugs and unhealthy habits should be strictly avoided.

1.42 Activities that can contribute to national integration should be undertaken.

1.43 A key to the shelves and tables in the custody of each section shall be handed over in writing to the Junior Superintendent / Head Clerk when availing all kinds of leave.

1.44 Must be versatile in all software applications related to Panchayat affairs

1.45 Data entry of all subjects should be done in a time bound manner .
1.46 Each section is required to update the database related to all subject matters.

1.47 Each employee should keep a record of handling matters, reminder diary, work diary, periodical register, call book and stock file and they are to be kept up to date

1.48 The duties of each section shall not be delegated to other persons except with the permission of the Secretary.

1.49 In case of non-availability of service of any employee (during leave, training etc.) and other charge adjustment orders are not particularly issued, the Junior Superintendent shall make alternate arrangements to see that the work is done and there is no delay occurring in any manner.

1.50 When the clerks dealing with the sections are transferred, the person relinquishing the charge shall record in detail, the details of all the registers, files and records

assigned and maintained in the section in the charge handover register. It should be handed over and taken over in the presence and signed by the concerned section clerks and the junior superintendent should attest in the register.
All records, registers and files handled at the time of transfer / transfer of charge should be kept up to date. Also, a copy of the office order issued by the section should be pasted in the Charge Register.

1.51 If there is any work, responsibility or register which is not included in the duty of any particular section, the Junior Superintendent should assign it to any other Section as deemed fit. If there is any practical difficulty in this regard, it should be reported to the Secretary in writing and Secretary shall issue necessary orders in this respect.

1.52 The Sections shall be personally liable for any financial loss / crisis / delay caused by any breach of duty / liability occurring as a result of the work assigned to them.

1.53 General duties, responsibilities and duties applicable to all section clerks and employees in Panchayats can be made applicable to Urban Local Governments also

Responsibilities, and Duties.

Junior Superintendent/ Head Clerk

2.1 The Junior Superintendent/Head Clerk is responsible for acting as the Ministerial Head as prescribed in the Office Procedure Manual and assisting the Secretary in carrying out the responsibilities and duties required for the smooth, efficient and effective functioning of the Office as prescribed in the Kerala Panchayat Raj Act and By-Laws and providing the necessary support to the staff.

2.2 Will be the custodian and administrator of the Employee Attendance Register, Movement Register and Casual Leave Register.

2.3 Attendance, Front Office Duty Register, Movement Registers, Distribution Register and Front Office Diary should be inspected daily and should be periodically closed, attested, and submitted.

2.4 Junior Superintendent should see that all the orders issued are obeyed by the employees.
2.5 It is necessary to coordinate the smooth functioning of the office, provide guidance and supervision to the staff, ensure that the activities are carried out in a timely manner and make the necessary additions to the registers.

2.6 As a Front Office supervisor, it is the responsibility of the Junior Superintendent to make sure that the front office is running smoothly. The staff required to carry out the Front Office duties should be deployed on a rotation basis on a daily basis and the register of the Front Office should be maintained, the efficiency of the service delivery in the front office should be assessed and timely instructions should be given to rectify the deficiencies. Of the mails received in the Front Office, the mails are to be seen by the Secretary and the President. As soon as it is seen by them, it shall be returned in due course and delivered to the sections.

2.7 In case the Secretary is not in the office, the mails received should be checked and urgent matters should be given in the section and further action should be taken and the matter should be brought to the notice of the Secretary.

2.8 In the absence of the Secretary, it is necessary to ensure that necessary steps are taken for the smooth running of office.

2.9 All files and documents submitted by the Clerk for further action shall be examined and submitted to the Secretary with the required note in the file concerned.

2.10 Ensure that clerks keep proper office files, registers, and records up to date.

2.11 The personal registers / other registers and pending files of the clerks should be inspected in a timely manner and a report should be submitted to the Secretary recommending action against the defaulters.

2.15 Prepare and present the progress report of the employees in the monthly staff meeting and submit to the Deputy Director of the Panchayat with the approval of the Secretary.

2.16 Pay special attention to the functioning of the sections directly responsible for the preservation of documents, valuable documents, stock register of receipt books, investment certificates, bonds, birth and death registers, marriage registers, register under the Right to Information Act and other records.

2.17 Ensure timely response to Legislative Assembly Questions, RTI applications, Court matters, Legislative Committees, various Commissions, etc.

2.18 Sign the Ownership, Residential and BPL certificates required for purposes other than court purposes, etc. on behalf of the Secretary.

2.19 As a Public Information Officer, resolve RTI requests in a timely manner.

2.20 Submit to the Secretary for inclusion in the Agenda Register the matters relating to the various sections to be considered in the Panchayat Meetings.

2.21 After the Panchayat meetings with the help of the section in charge of the Panchayat meeting, give directions to the sections concerned to take necessary follow-up action on the Panchayat decisions and ensure that the decisions are implemented properly.

2.22 Reports and other information required for the monthly conferences and other review meetings convened by Government, Panchayat Director, District Collector ,Panchayat Deputy Director and other departmental authorities should be obtained from the relevant sections in a timely manner at least 5 days before the scheduled meeting and attested and submitted to the Secretary.

2.23 Maintain a transfer register for the submission of files and records to vigilance, courts, judicial systems and other investigative agencies and ensure that timely records are kept.

2.24 Attend various meetings and submit reports as directed by the Secretary in the absence of the Secretary.

2.25 Keep backup keys of various sections, shelves, and desks in use.

2.26 Ensure that office and auxiliary building rooms are kept clean and tidy, such as storage and arrangement of furniture, materials, and stores, as well as facilities for the general public, staff, and members of the public, meeting space, and conference hall arrangements.

2.27 It is to be ensured that while handing over charge, all records, files etc. have been duly recorded in the charge handover register as per the existing office order at the time of transfer of charge and to be attested by the Junior Superintendent.

2.28 Act as Assistant Electoral Registration Officer and Public Information Officer in the Village Panchayat Office under the Right to Information Act.

2.29 Ensure that reply on audit matters are prepared and submitted to the Secretary within the stipulated time.

2.30 Ensure that the tapals received by the Village Panchayat , all Emails, petitions in various grievance portals etc. are numbered in real time and delivered to the sections and action taken timely.

2.31 In addition to the duties mentioned above, the Junior Superintendent/Head Clerk shall perform other duties assigned to him by the Secretary and the President from time to time.

2.33. Ensure timely payment of GST, Income Tax, other deductions etc. to the concerned department/Government.

Assistant Secretary

1. As N.R.E.G.S Project Implementing Officer, Assistant Secretary has the full responsibility for the formulation and implementation of the project.

2. As the Kudumbashree Charge Officers/he will be fully responsible for the implementation of Kudumbashree scheme.

3. Full responsibility for the literacy program.

4. Responsibility for timely completion of property tax revision.

5. The complete supervising responsibility of duties like social security pension distribution, data entry etc.

6. Being the Sub-Registrar of Births / Deaths /Marriages, register birth/deaths / public marriages duties related to the post including issue of various certificates.

7. In addition to the duties mentioned above, Assistant Secretary shall perform other duties assigned from time to time by the Secretary and the President.
8. Submit to the Secretary for inclusion in the agenda the matters relating to the various sections to be considered in the Panchayat Meetings, making sure that they are included in the draft agenda.

9. After the Panchayat meetings with the help of the section in charge of the Panchayat meeting, give directions to the sections concerned to take necessary follow-up action on the Panchayat decisions and ensure that the decisions are implemented properly.

10. Reports and other information required for the monthly conferences and other review meetings convened by Government, Panchayat Director, District Collector ,Panchayat Deputy Director and other departmental authorities should be obtained from the relevant sections in a timely manner at least 5 days before the scheduled meeting and attested and submitted to the Secretary.

11. Coordinate the smooth functioning of the office, provide guidance to employees, supervise and ensure that activities are carried out in a timely manner.

12. Supervise tax collection in all wards on time to intensify tax collection to achieve 100% collection.

13. In case of absence of the Secretary in the office, it is necessary to check the mails received and take immediate action by giving immediate importance to the section and issue all the certificates except the Statutory Certificates and bring it to the notice of the Secretary.

14. Act as Nodal officer of Nava Kerala Mission Project Implementation.

15. Coordinate activities including waste management with regard to waste management.
16. Act as the Implementing officer of SCP, TSP projects

Accountant

3.1 Responsible for timely preparation of the Annual Budget, Administrative Report and Annual Financial Statement after collecting necessary details from the concerned sections and officers.

3.2 Ensure that taxes and fees due to the Panchayat are levied and collected as per law.

3.3 Checking of receipts on a daily basis and ensure that collection are remitted to the Panchayat Fund in a timely manner.

3.4 Make sure that cheques / drafts are entered in the register in a timely manner and they are sent for collection to the Panchayat account in a timely manner.

3.5 Check the cashbook daily, verify the accuracy of the transactions, certify and submit to the Secretary.

3.6 Ensure that accounting procedures are carried out in a timely manner.

3.7 Ensure that withdrawals from the Treasury / Panchayat account for various purposes are disbursed within the stipulated time and the balance due and non-disbursed pensions are repaid to the concerned accounts / heads in a timely manner.

3.8 Acting as a nodal office for audit teams such as Performance Audit, Local Fund Audit and AG Audit, ensuring that relevant sections provide records, records, registers, etc. for their various requests for various inspections and provide the information required by the audit teams.

3.9 Ensure that monthly audit monitoring meetings are held to take legal follow-up action on audit reports.

3.10 Ensure that all bills such as work bills, establishment bills, contingent bills, etc. are prepared in accordance with the existing laws, rules and regulations and submit to the Secretary.

3.11 Ensure timely payment of loan installments, recurring contingent expenses etc. to be paid by the Panchayat.

3.12 Ensure timely execution of essential duties and planned and unplanned activities and timely expenditure of legal requirements for these.

3.13 Ensure timely allotment of allotments to Implementing Officers.
3.14 Responsibilities prescribed in GO No. 177/2009 of the Local Self Government Department.

3.15 Ensure full payment of GST, TDS etc. to the concerned department/Government in a timely manner.

3.16 Duties as an Assistant Public Information Officer

Appendix 4.2.2 Model Job Chart for Urban Local Governments

Job Chart of Officers and Field Staff in Urban Local Governments

Roles and Responsibilities of officers and field staff

As per G.O. (MS) No. 295/2008/LSGD, Thiruvananthapuram, dated: 06/11/2008, Government had delimited the duties and functions of Corporation Secretary, Additional Secretary and Deputy Secretary in Municipal Corporations. But no GOs are seen issued specifying the duties, responsibilities and functions of Municipal Secretaries. The duties, responsibilities and functions of the subordinate officers and other field staff were fixed very long back i.e.; in the eighties as per G.O. (MS) No 163/80/LA and SWD dated 8/07/1980 and is not seen revised since then. Hence, it is high time to have a relook into this and specify the roles and responsibilities of all officers and field staff in Municipal Corporations, Municipalities and Panchayats for making the administration run smoothly and responsibly and to make service delivery faster and more efficient, as recommended below:

1. Duties and Functions of Corporation Secretary

The Secretary shall exercise the powers and discharge the duties specifically conferred or imposed on him/her by the Kerala Municipality Act. Statutory functions conferred as per Kerala Municipality Act and other enactments applicable to the Municipality for which sanction of the council is not required shall be exercised with due diligence. The Corporation Secretary shall be responsible for the subjects mentioned below and handle the files and records connected with them.

1. Co-ordination of the functions of various Departments of the Corporation.
2. All matters connected with the meeting of the Council such as preparation of agenda, serving notice, preparation, approval and publication of minutes, sending the copies to Government. and implementation of the decisions etc.
3. Issue of copy of records pertaining to council meetings.
4. All matters relating to disqualification of members
5. All matters relating to resignation of mayor/deputy mayor/standing committee chairpersons and councilors.
6. Co-ordination of the work relating to preparation of Annual Plan and Five year plan. All the subjects coming under Decentralization of powers (except social security pensions, ward committee and selection of beneficiaries) Decentralized planning, transfer of funds to

transferred institutions, plan formulation, Fund flow from government release according to norms, watching utilization, preparing projects for approval of District Planning Committee and furnishing details of Plan in the prescribed format.

7. Periodical meeting of Heads of Departments of the corporation to review progress of work that are being attended to including delegated powers.
8. All project proposals to be considered by the Council/Mayor.
9. Work related to review of Master Plan, DTP Schemes etc. in association with Town and Country Planning Department.
10. Proposals from Ward Councilors pertaining to public works and other public needs.
11. All proposals, for grants including grants for Centrally Sponsored Programmes.
12. Other works to be assigned by the Council according to the felt need of the corporation.
13. Delegation to Health Officer, Town Planning Officer for issue of various licenses under Kerala Municipality Act. (Other licenses as per allied acts shall be the sole prerogative of the secretary)
14. Matters relating to disciplinary action against corporation employees above the rank of Junior Superintendents (Also equated category in Technical branches)
15. Writing of confidential reports of officers and employees of the corporation above the rank of Junior Superintendent and getting them reviewed by the Mayor and making available to the appointing authority.
16. Appointment of staff including contingent workers
17. Proposals for creation of posts including contingent establishment.
18. Subjects relating to reporting of vacancies (Regular establishment) appointments, transfer and posting of staff above the rank of Junior Superintendents.
19. Proposals for staff standardization.
20. NOC for passport (staff)
21. Medical reimbursement exceeding Rs. 5000/- in each case.
22. Appointment of dependents dying in harness.
23. Distribution of work among staff.
24. Payments for expenditure exceeding Rs. 1,00,000/- in each case which are authorized by the Corporation (except payments to be made by the Additional Secretary as per delegation)

25. Transfer of funds to implementing officers as per decision of the Council.
26. Furnishing utilization certificate for the funds including Development fund.
27. Review of progress of convening Ward Committees.
28. Review progress of preparation of Annual Financial Statement, DCB and Administration Report.
29. Periodical review of progress of replies to audits.
30. Furnishing information to the Legislative Committee.
31. Furnishing answers to the Legislative interpellations
32. Inspection relating to administrative matters.
33. Proposals for increasing own revenue resources shall be made for being considered by the Council.
34. Proposals for enhanced tax rate.
35. Procedure relating to property tax assessment from preliminary notification up to finalizing demand in respect of general revision.
36. Periodical review of progress of assessment and collection of Property tax, Profession Tax, etc. (This is in addition to the regular system being followed in Revenue branch of the Corporation to detect cases of evasion)
37. Proposals for periodical increase of rent of corporation properties and also fixing of rent of newly constructed commercial buildings.
38. Periodical review of progress of collection of lease amount/kist amount.
39. Periodical review of schedule of fees for licenses/permits
40. Complying the directions of State Election Commission and District Election Officer pertaining to conduct of General Election or election to fill casual vacancies.
41. All matters relating to census as per direction of Government of India.
42. Keeping the register showing political party affiliation of elected members of the corporation council.
43. Action against unauthorized constructions under section 406 of Kerala Municipal Act.
44. Regularization of unlawful building construction under, section 407 of Kerala Municipality Act.
45. Abatement of nuisance.
46. Proposals for Water supply, Drainage, Lighting, Garbage disposals.
47. Proposals for purchase of new vehicles and equipment.
48. Purchase of Electrical goods and Medicines.

49. Land acquisition of proposals/Land purchases.
50. Framing of Byelaws/Regulations for the smooth conduct of corporation Administration.
51. Contracts with individuals, agencies and organizations in connection with corporation functions for and on behalf of the corporation
52. Keeping liaison with Heads of transferred institutions on official matters.
53. Periodical inspection of Attendance Registers and Movement Register.
54. Hiring of vehicles for Corporation purpose.
55. Payment of fees to Advocates exceeding Rs. 5000/- in each case.
56. Appointment of standing counsel (civil and criminal)
57. Remittance of Principal and interest of Loan.
58. Proposals for raising of loan from Financial Institutions.
59. Representation by Labour Unions (Contingent Establishment) and follow up action.
60. Keeping of inventory of immovable assets so as to verify these periodically.
61. All litigations for or against the Municipality
62. Safe custody of Facsimile signature /Common seal of the corporation.
63. Responsibility and duties as District Registrar of Birth, Death.
64. Responsibility and duties as Registrar of Marriages as per Hindu Marriage Act.

Duties and functions of Additional Secretary (Corporation)

Additional Secretary shall be a subordinate officer to the Corporation Secretary. He shall be responsible for the following subjects and handle the files and correspondence in that regard.

1. All matters relating to convening of Standing Committee meetings such as preparation of agenda in consultation with Chairpersons of respective committee, service of notice for the meeting of the committee to the members as per rules in force, writing of minutes keeping of the minutes books and other records relating to the committees.
2. In occasions when the Secretary is not in office, assume the charge of the Secretary.
3. Preparation of Monthly Accounts and submission to the Finance Standing Committee during the following month (to be submitted through Corporation Secretary).
4. Progress Report, regarding implementation of Standing Committee Resolutions
5. Issue of communication for various meeting, conferences, discussions to be held by Mayor/Secretary/Chairperson of Standing Committees. Arranging Press Conferences.
6. T.A. claims of mayor, Chairpersons of Standing Committees and members of council and members of councils and Standing Committees. Honorarium to elected representatives.
7. Expenses of Council/Committee meeting.
8. Ensuring authentication of all Payments by Mayor
9. Receipt of Tapals and their distribution. Tapals intended to be seen by the Secretary and Mayor shall be sorted out and put up then and there.
10. Verification of Distribution Register.
11. Preparation of statements and returns to be sent to the government/other authorities.
12. Payment for expenditure up to Rs. 1,00,000/- in each case. But in the case of establishment expenses, this ceiling is not applicable. While making payments except establishment expenditure ensure that the item of expenditure, is authorized by the Council/Mayor.
13. Enter into agreement with others for execution of Works up to 50 lakhs and to release EMD for the same.
14. Imprest Account and payment out of the imprest account and timely recoupment of imprest account.

15. Production of documents and records for statutory audits by Accountant
General, State Audit, Performance Audit and inspection by finance inspection wing and other agencies.

16. Furnishing of replies to the audit objections/audit queries within time with the information of the Corporation Secretary.

17. Printing letter heads of Councillors.

18. Keeping receipt and expenditure accounts.

19. Keeping all vouchers safely and making available for audit.

20. Preparation and sending of all the periodicals and returns.

21. Collection and submission of details required by the Secretary for annual budget, administration report etc.

22. Periodical inspections in various departments of the corporation to ensure better administration.

23. Routing of files from various Departments to the Secretary and returning the files on proper acknowledgement.

24. Disciplinary action against employees of and below the rank of Junior Superintendents including contingent employees duly informing the matter to the Mayor.

25. Matters related to Right to Information. ,

26. Payment of salary/leave salary/various advances to employees and officers and maintenance of establishment register and acquaintance roll.

27. Internal transfer and posting of staff below the rank of Junior Superintendents.

28. Sanctioning leave except leave without allowances for taking private employment.

29. Deputation of staff.

30. Training courses/Refresher courses.

31. Annual increment of officers and employees in regular establishment (in the case of contingent employees H.O. is competent)

32. Probation of employees and Officers up to Junior Superintendent level.

33. Posting of Security Staff

34. Issue of Last pay certificates.

35. Issue of salary certificates.

36. Annual property Statement of staff.

37. Inspection of attendance registers of various departments of the corporation

38. Pension cases of employees and Officers.

39. Remittance of Pension Contribution to Central Pension Fund.

40. Remittance of EPF Contribution to the concerned authorities and filing of returns timely.
41. Remittance of NPS amount.
42. Remittance of provident fund subscription to Central Provident Fund.
43. Remittance of Income Tax and other recoveries from the employees to the respective departments and filing of all returns.
44. Payment of monthly pension of employees and Officers except that of contingent employees.
45. Verification of Personal Register.
46. Verification of Work Diary of field level staff in Revenue Department of the Corporation.
47. Arranging holiday duty schedule for the staff.
48. Issue of non-liability/liability certificates.
49. Issue of Tax deduction certificate.
50. Loan Recoveries from the salary of employees and Officers.
51. Personal advance to class IV employees.
52. Provident Fund closure.
53. Membership in Provident Fund.
54. Verification of Register of Advances/Deposits.
55. Maintenance of stock files in all sections for which initiate action.
56. Reconciliation of accounts with Treasury/Bank Accounts.
57. Payment of Audit fees.
58. Safe custody of all Cheque Books (Treasury, Banks) Cash Books and Pass Books including that of Pension and Provident fund Accounts.
59. Payment of Fuel expenses of vehicles.
60. Repairs to Corporation Vehicles.
61. Allotment of Quarters.
62. Medical reimbursement claim below Rs. 5000/- in each case.
63. Reporting vacancies for selection by Public Service Commission/Employment Exchange.
64. Maintenance of service books.
65. Purchase and supply of uniforms.
66. Payment of rent of buildings taken on rent.
67. Installation of telephone.
68. Payment of telephone charges.
69. Payment of electricity charges of corporation buildings and also buildings taken on rent.
70. Payment of Insurance and Tax of Corporation vehicles.
71. Purchase of stationary, annual verification of stock and stores.

72. Periodical inspection of both movable and immovable assets of the corporation.

73. Supervision and control of libraries, schools and societies controlled by Corporation and destitute homes.

74. Printing of forms.

75. Keeping stamp accounts and franking machine.

76. Post box. Renewal of registration/licence for post box.

77. Dispatch of fair copies of communication.

78. Arranging records and keeping record room in proper order. Periodical destruction of records duly observing provisions in the manual.

79. Keeping registers as required under Pension Rules.

80. All gratuity claims and Provident Fund claims.

81. Issue of warrants.

82. Other official works not specifically assigned but to be attended to as per direction of Mayor/Secretary in the exigencies of service.

83. Distribution of fair copying work/DTP both Malayalam and English according to availability of the Typists arrangement for the dispatch of letters both locally and by Post/Courier service according to needs.

84. Day to day needs of transferred Institutions.

85. Checking of Emails frequently and giving replies and sending reports

86. including updation of various spreadsheets promptly.

87. Site inspection of all ongoing works.

88. Issue of licenses/permits under Kerala Municipality Act.

89. Sale of different items of stamps (children's day, flag day etc.)

90. Keeping office premises neat and tidy.

Duties and Functions of Deputy Secretary(Corporation)

The Deputy Secretary shall be responsible for the following subjects and handle the files and correspondence in that regard.

1. Work distribution among Bill Collectors and Revenue Inspectors.

2. Internal transfer of Revenue Staff for administrative convenience.

3. Distribution of Tapal and inspection of Distribution Register.

4. Proposal for creation of new post in Revenue section.

5. Maintenance of Attendance Register, Casual Leave register for the Revenue Department of the Corporation.

6. Inspection in all the zonal offices.

7. Sanctioning casual leave to the employees in Revenue Department of the Corporation and also in the zonal offices of the Corporation.
8. Reporting/recommending disciplinary action against the employees and
   officers to the Secretary/Additional Secretary according to powers exercised by each of them.
9. Communicating all required details for preparation of salary Bill/Leave salary bill, sanction of leave of all kinds.
10. Fixing schedule of meetings of Ward Committee/for ordinary meeting/Special meeting
11. Matters related to Social Security pension and unemployment wages.
12. Selection of beneficiaries under Decentralized Planning.
13. Proposals under Entertainment Tax.
14. Proposals for increase in rent of Corporation Buildings.
15. All leases, renting out of properties including Bunks.
16. Auction sale of right to collect fees from Markets, Bus Stand, Slaughter House, Cart Stand, landing Places, usufructs of trees, vacant land etc.
17. Watching timely remittance of Kist amount, rent etc. Action to be initiated against defaulters then and there.
18. Furnishing details for preparation of Annual Budget, Administration Report.
19. Preparing monthly Demand Collection Balance and Annual Financial Statement.
20. Clearing of audit objections.
21. Follow up action relating to Corporation cases both civil and criminal.
22. Convening monthly meeting of Revenue staff to review Tax/Fees collection.
23. Matters related to assessment of all Tax items, Numbering of building, Approval for monthly list of new assessments of property Tax. In the case of new assessments annual tax exceeding Rs. 25,000/- in each case shall be got approved by the Secretary. General Revision of Property Tax once in 4 years. Exemption from tax in eligible case. Issue of bills, Demand Notices and follow up action leading to Distraint of properties. Keeping Assessment/Demand Registers and other registers as prescribed. Disposal of Revision/Appeal.
24. All matters relating to assessment of Profession Tax, Preparing Traders/Profession list in each half year. Timely disposal of Revision/Appeal petitions.
25. Demand and collection of Entertainment Tax. Arranging ticket sealing. Issue of sealed tickets, posting of staff for checking Constituting squad for

surprise checking. Whenever E-filing is insisted, proper monitoring and making double sure that no tax evasion is occurring whatsoever.

26. Timely collection in respects of entertainment other than cinema.

27. Administration of Cattle Trespass Act.

28. Maintenance of Registers for Cheque/Demand Draft received in Revenue Department of the Corporation including that of Zonal Offices.

29. Cash collection and remittance in Treasury/Banks as per existing procedure.

30. Matters relating to collection of Licence fees in respect of hoardings and other Advertisements and matters regarding ground rent wherever required as per Rules

31. Arranging civic Reception as per decision of the council.

32. Hiring of Corporation vehicles.

33. Issue, of copy of records.

34. Running of Corporation Library and Reading Room, purchase of new books, Verification of Library Stock, Subscription to Dailies and periodicals and Inspection of granting-in-aid Reading Rooms within Corporation limit.

35. Literary Mission - All matters.

36. Conduct of Keralotsavam.

37. Remittance of Library Cess to State Library Council promptly and filing of statements.

38. Receipt of money order and accounting it.

39. Collection of tax from Government Departments.

40. All write off proposals.

41. Maintenance of all Registers as prescribed.

42. Inspection of Personal Registers.

43. Other works that are assigned by Mayor/Secretary from time to time.

Any subject not enumerated above will be dealt with by the Secretary of the Corporation.

PA to Secretary

1) Overall supervision, control, inspection and management of the activities of all the departments in the municipality and coordination of all the departments. In occasions when the Municipal Secretary is not in office, assume the charge of the Secretary. (In Municipalities only)

2) Responsibility to maintain overall discipline and decorum in the office and the charge of the office Coordinating the work of various departments and enforcing municipal laws, government orders and regulations

3) Be vigilant in office activities as a vigilance officer and initiate preliminary investigations and disciplinary action on behalf of officers who are found guilty and mischievous

4) Take steps to ensure timely delivery of letters/Emails from the Government/higher authorities to those concerned and ensure replies/reports are furnished in time. Responsibility for timely replies and reports to government and district level officials. Keep all records prescribed by law and government orders from time to time. Responsibility for ensuring compliance with all government orders. Responsible for ensuring that files are sent for orders only in accordance with current procedures.

5) Bring to the notice of the Corporation/Municipal Secretary any deficiencies, irregularities and errors found among the municipal officials and take corrective action. Take action against the errant officials

6) Responsibility to see that all disciplinary actions against the employees are recorded in their Service Books. Responsibility for making and attesting the required entries in the service book of all employees.

7) Responsibility to see that the record room as prescribed in the Manual of Office Procedure (MOP) is kept and maintained and to keep track of records and destroying them from time to time as per the existing norms. The record room should be inspected in a timely manner by him/her and any discrepancies should be brought to the notice of the Secretary and any discrepancies should be rectified forthwith. He/she will be the custodian of the store.

8) Exercise the powers delegated by the Municipal Secretary under Section 50 (3) (Act 20 of 1994) of Section 50 of the KM Act 1994.

9) Act as the coordinator responsible for ensuring that the relevant staff responds in a timely manner to requests received on the basis of the Service Act and the Right to Information Act in relation to the general categories. Will hold the responsibility to put up, exhibit and timely update all types of boards which are statutorily to be displayed in the office especially those related to Right to Service Act, Vigilance etc. Will be responsible for disclosure of all information under the Public Disclosure Law and updation and maintenance of the official website of the Local Government.

10) Responsible for the coordination and control of people's planning and the timely implementation of the plans. Will be the chief coordinator in conducting the Ward Committees /Ward Sabhas.

11) Responsibility and duty to take timely action and respond to complaints from the People's contact Programme, For the People's portal, Sutharya Keralam, Chief Minister's Complaints Redressal Cell, District Collector's grievance redressal cell etc.

12) All files coming to the Secretary from various departments should be examined by the PA and submitted only with clear recommendations

13) Execution of orders of the Chairman and Secretary

14) Acting as the Council Secretary in Municipalities, he/she will be totally responsible and liable for conducting of all the meetings of Council/Standing Committees/Steering Committee other committees etc. and to follow all procedures related to them as prescribed in the Rules. In Municipalities, before sending the agendas and notices of the Council and various other committees to the concerned persons, scrutiny should be done by the PA.

15) Responsibility and responsibility for the timely execution and implementation of orders issued by various courts, tribunals, forums such as the Ombudsman and the Lokayukta.

16) Responsibility in running the Ward Seva Kendras in all wards.

17) Representing the Secretary in various forums and meetings

18) Taking steps to facilitate front office work. Responsibility for providing services to the public from the front office.

19) Responsibility for timely implementation of pension and other salary recovery.

20) Responsibility to ensure smooth conduct of various audits.

21) Responsible for the timely implementation of the Ayyankali Employment Guarantee Scheme and tasks such as attesting the muster role etc. He/she will be the implementing officer of the Scheme as a whole.

22) Responsibility for assigning and dividing work to subordinates.

23) All papers relating to the administration shall be inspected by the PA through the Superintendent and all papers of confidentiality in nature in any section or department shall be handled directly by the PA.

24) The PA has the power to delegate any additional work under emergency to any section under its control and to seek the services of other departments in case of emergency. The registers as directed by the superiors and the register for the reply

of letters of urgent nature shall be dealt with by the PA and action shall be taken in due course and brought to the notice of Secretary any non-compliance then and there.

25) The PA will be the chief coordinator for the work related to bringing in the Total Quality Management system in the LG and should be responsible for obtaining the required ISO certification and getting it updated regularly.

26) Responsibility for maintaining the Personal Cash Declaration register and to see that all staff make entries and endorse it by putting signature in the concerned register daily at the time of marking their attendance.

27) Timely preparation and submission of Annual Administration Report of the LG to Secretary for placing before Council.

28 The present duties shall continue to be performed and the other duties assigned by the Secretary/Additional Secretary/Mayor/Chairman from time to time shall be duly performed.

Council Secretary (In Municipal Corporations)

1. Take steps to ensure timely delivery of letters/Emails addressed to Mayor from the Government/higher authorities to those concerned and ensure replies/reports are furnished in time. Responsibility for timely replies and reports to government and district level officials. In this matter.
2. Exercise the powers delegated by the Municipal Secretary under Section 50 (2) (Act 20 of 1994) of KM Act 1994.
3. Responsible for the coordination and control of people's planning and the timely implementation of the plans. Will be the chief coordinator in conducting the Ward Committees /Ward Sabhas.
4. Execution of orders of the Chairman and Secretary
5. Acting as the Council Secretary, he/she will be responsible and liable for conducting of all the meetings of Council/Standing Committees/Steering Committee other committees etc. and to follow all procedures related to them as prescribed in the Rules. In Municipalities, before sending the agendas and notices of the Council and various other committees to the concerned persons, scrutiny should be done by the Council Secretary.
6. Responsibility in running the Ward Seva Kendras in all divisions.
7. The present duties shall continue to be performed and the other duties assigned by the Secretary/Additional Secretary/Mayor/Chairman from time to time shall be duly performed.

In Municipal Corporations since the above duties are assigned to Council Secretary, PA to Secretary officiating in Corporations are assigned only the responsibilities except the other than those ones listed above.

Accounts Officer/ Chief Accountant/Superintendent (Accounts)

1) Keep properly the records and registers mentioned in the Municipal Accounts Rules

2) The duties, powers and liabilities prescribed to the Accounts Officer in the Accounts Rule, shall be the custodian of the cash chest.

3) Preparation of monthly and annual accounts within the stipulated time and submission of the approval of the concerned Committee/Council

4)To ensure the preparation/compilation of Budget figures within the time limit prescribed

5)To ensure all accounts are reconciled in time. Responsibility for preparing the Annual Financial Statement and obtaining the Unqualified certificate

6) Supervision of all staff in the Accounts Section under him/her, inspection of personal register and ensuring discipline.

7) Respond to various levels of audit queries, furnish replies to audit reports accurately and in a timely manner. Responsibility for making documents available to auditors

8) Prepare the annual DCB statement within the stipulated time and report to the Municipal Secretary through the PA to initiate disciplinary action against the officers who shows default in this matter.

9) Scrutiny of bills and ensuring correctness of claims passed for payment.

10) All types of payments handled by the Corporation should be subject to concurrent audit and returned to the section after payment.

11) Act as the Internal Auditor of the Municipality. Mandatory post-audit duty and responsibility for payment of all bills

12) To ensure all kinds of statutory deduction are made, remittance in time and filing of return in time

13)To ensure that all receipts including cheques/Demand Drafts other instruments etc. are remitted to the respective heads of accounts in time and proper accounting and reconciliation is done.

14) Execution of orders of the Municipal Chairman, Secretary and PA to Secretary

15) Misappropriation / irregularities shall be reported to the Secretary forthwith.

Revenue Officer Grade I/Grade II

1) Supervise and control the employees of the Revenue Department

2) Prepare monthly, quarterly and semi-annual assessment lists of all taxes within the stipulated time.

3) Check the assessments personally on the Monthly / Quarterly / Half Yearly Assessment Lists. 25 per cent of assessments and assessments exceeding Rs.100000/- should be self-checked at the time of general revision of property tax. A certificate of check must be entered in the records.

4) Inspect all venues where entertainment is conducted and prevent leakage of entertainment tax revenue. If any tax evasion is noticed, it should be reported.

5) Give all the statutory bills/notices of all taxes and fees on time.

6) Issue demand notices and foreclosure warrants in a timely manner and collect the entire tax. Responsibility for the proper collection of revenue in all matters relating to the revenue of the LG, such as rent, fee collection and auction. Bear the liability for failure to do so.

7) Check 25 per cent of the original receipts which have not been checked by the Revenue Inspectors with its counterfoils and record its certificate. In addition, all receipts of more than Rs50000 / - issued to the parties for a single item in the Municipalities should also be checked.

8) Assign targets for collection to Bill Collectors and Revenue Inspectors. Check their diaries and review their work on a daily basis and give them necessary instructions.

9) Prepare progress report of each item of tax and assess the progress and take necessary action

10) Timely preparation of half yearly list for profession tax assessment of all the establishments and collection of tax. Make sure it tallies with the list of licensees under IFTEOS and none is left out.

11) Check whether the warrants have been executed within the stipulated time within a maximum of 14 days. Take foreclosure action.

12) Write down all the lists and registers to be kept in the Revenue Department as per the rules and orders.

13) Preparation and submission of DCB statement by the 15th of every June

13 (a) Responsibility for Timely response to petitions related to the right to service. Fulfil the duties of the Information Officer of the Revenue Section

14) To take effective action to detect and prevent misconduct and losses by Revenue Inspectors, Bill Collectors and other employees working in the Revenue Department and to report through the PA to the Municipal Secretary.

15) Exercise the powers that are delegated by the Secretary under section 50(2) of the KM Act 1994.

16) Other functions authorized by the Municipal Secretary from time to time

17) Write daily diary on official duties and submit it to the Secretary.

18) Distribute work and divide the duties to his subordinates. Strictly supervise the duties of subordinates especially Revenue Inspectors and Bill Collectors under him/her and to see whether they are performing and executing the duties and responsibilities assigned to them and conduct periodical review of their work and report lapses if any to Secretary/Additional Secretary/ Deputy Secretary etc.

Revenue Inspectors

1.To direct, control and supervise the work of the bill collectors for the levying and collection of taxes coming under jurisdiction and ensuring that the work of bill collectors is done properly and satisfactorily. Report lapses, omissions, irregularities or lethargic attitude found on the part of Bill Collectors.

2.Detection of unassessed and under assessed properties and assess them properly.

3. Prepare and submit assessment lists of all fees and taxes in time.

4. In the first week of every half year, prepare and submit a list of institutions operating within his/her jurisdiction so that the list of persons subject to profession tax is available at the office on time.

5.Maintain a diary recording the daily performance of official duties and check the diaries of bill collectors under them. Check at least 25% of the counterfoils of original receipts issued by the bill collectors to the taxpayers and record the information in the diary every week. If there is any irregularity, report it to the Revenue Officer and take action.

6. Take the necessary steps to issue foreclosure warrants and execute them in a timely manner.

7. Liability and obligation to ensure that the LG does not incur any revenue loss by any means related to levying and collection of tax and nontax.

8. Check whether bill collectors are properly executing foreclosure warrants and verify returns of reports that foreclosure is impractical.

8(a) Tax and rent assessment collections, cash counter verification and field inquiry on applications.

8(b) Responsibility for posting each day's collection in the relevant register / making data entry online as the case may be, on the same day with the help of bill collectors.

9. Take legal action for promptly collection of various fees and taxes and be liable for lapses under section 539 of the Kerala Municipality Act 1994.

10. Take general responsibility for tax collection and carry out assessment and collection work accurately with equal responsibility to bill collectors. Liability for lapses in tax collection.

11. The progress report of the collection on each item will be prepared and reviewed and submitted to the Revenue Officer / Charge Officer.

12. Detect, report and take action on possible laziness, irregularities, tax evasion, etc. on the part of bill collectors.

13. Write a diary every day regarding official duties and show it to the Revenue Officer.

14. Proper execution of work as per the rules relating to Revenue.

15. Perform the duties prescribed by the Secretary and the Revenue Officer from time to time.

16. Detection of Unauthorized construction, report to the Secretary through Deputy Secretary/Revenue Officer for taking action and also take steps simultaneously to assess the Unauthorized Construction buildings under section 242 of the KM Act 1994.

17. To detect buildings completed and being used without obtaining Occupancy Certificate and take necessary action.

18.To prepare list of advertisements exhibited and submission thereon and to ensure that Licence Fees are levied and collected for all advertisements boards/hoardings/sky signs/electronic, digital boards etc. exhibited under his/her jurisdiction.

19. To ensure that Rent/Licence fees including GST are properly and promptly collected for all buildings owned by LG let out under Licence condition to various licensees. Responsibility to check any unauthorized subletting is being done and promptly report to superior officers to take action. To take prompt steps to timely disconnect electricity and water connection in demolished/unused/unlet/locked shop rooms/buildings/offices under the Local Government and to prevent revenue loss by way of arrears accumulating

as a result of the failure to do so. Also, will be responsible to see that timely remittance of all such charges are made by the tenants/licensees and if there is no such tenants/ licensees, ensure remittance are being made from the office. For this, a proper liaison should be there with the concerned section clerks who are also responsible in this matter.

20. Responsibility to pay the Land Tax to Revenue Department of all properties under the Local Government and to see that all related land documents are kept in safe custody with a detailed record of the same in his/her personal custody. To work in liaison with the Engineering department of the LG to prevent any encroachments of property under the LG.

20. Enquire and timely submit reports in the concerned Social Security Pension applications

21. The present duties shall be continued to be performed and other duties assigned from time to time by the Secretary or Deputy Secretary/Revenue Officer/PA to Secretary also shall be duly performed.

Bill Collectors

1. Prepare and maintain a list of institutions in the wards for which official duty has been assigned and to update and submit the list from time to time.
2. Keep a handbook of arrears and collection related to revenue collection.
3. Preservation, use and return of collection receipt books, collection registers, collection memorandum and other records prescribed by law (property tax handbook, profession tax handbook etc.)
4. Assist Revenue Inspectors in preparing assessment lists for taxation.
5. Identifying and submitting reports related to buildings, institutions and individuals to be included in assessments of various taxes.
6. Issue tax assessment bills to taxpayers and institutions; issue demand notices; return to the office the counterfoils and receipts with the signature of concerned taxpayers/ institutions with date along with the report; record and return the correct address of the taxpayer's institutions who are unable to pay the notice, bill and the address to which the notice should be sent.
7. Serve all notices and bills timely and collect the proceeds accordingly in a timely manner and remit to the Municipal Treasury promptly.
8. In case of any intentional evasion of tax by any taxpayer, take steps to issue demand notices and if still unpaid take steps to legally recover the dues. Will be held personally liable for non-realization of dues under section 539 of the KM ACT

9. Foreclosure action must be taken within 14 days of receipt of Distraint warrants; if it is well established that foreclosure proceedings are not enforceable and is found to have other compelling reasons, take prosecution action on such facts. Such Distraint warrants may not be held for more than 14 days in the event of non-enforcement of the foreclosure proceedings.
10. Preparation of monthly, quarterly, semi-annual and annual progress reports on revenue collection and submission to the concerned higher officers.
11. Other works and official duties assigned by the Secretary/Deputy Secretary/ Revenue Officer and other officers.
12. Preparation of reply to RTI applications as and when required.
13. Detect and report un assessed and under assessed properties/persons to be brought under property tax and profession tax assessments.
14. To assist the Revenue Inspectors in the preparation of list of Advertisements and such other subjects, liable for collecting licence fees, taxes etc.
15. To ensure that there is no under assessments and escaped assessments and to ensure that all UA Buildings are assessed under 242 KM ACT.
16. To report details of demolished buildings if any in the wards/divisions allocated.

Superintendent (General Section)

1) Duties related to the Establishment such as granting casual leave to the employees under the General Section and ensuring discipline

2) Powers delegated by the Municipal Secretary (under section 50 - sub-section 2 of the Kerala Municipality Act)

3) Maintain the Attendance Register of the respective section and submit it to the Secretary/PA to Secretary at 10:15 am. Maintain movement register, personal cash declaration register, casual leave registers etc. and make daily records. Sanction the Casual Leave of subordinate staff in the concerned section. Check the personal registers and send to the Heads of Departments. Maintain and handle the Movement Registers and casual leave registers, personal cash declaration registers etc. in the section.

4. Check Personal Register and Periodical Register. Check and expedite the process of handling the files and sending the month-end statement to the Regional Joint Director and the Director of Urban Affairs without delay and compiling the report by the 4th of each month. Report for further action on those who delay or fail to manage the files.

5. Check the files / bills / books / statements received from the sections and send to the Section heads only with clear recommendation. He/She will be responsible

for carrying out office work in accordance with office procedures. He/She should ensure that files and other items are returned to the section and that the Superintendent, will be responsible for any delays in taking timely action on any files in their sections. He/She should see that file transit register is maintained in every section and files are transferred to other sections only through acknowledgments in the transit register and will be held responsible for any missing files due to any lapse in this matter.

6. Responsibility for timely submission of reports and statements to the Government and other agencies.

7. Duty and responsibility for the timely disbursement of Social Security pensions and timely disposal of the applications in accordance with the procedures.

8. Responsibility in the preparation of Salary bills, arrear bills of staff, pension related matters of employees including NPS and other service matters including ensuring safe custody of all service records of employees including their Service Books.

9. Responsibility for ensuring that all procedures are followed in all files handled in the section and liability for non-compliance with the procedure.

10. Responsibility for timely provision of information by subordinates in RTS and RTI applications.

11. Actions for the smooth functioning of Front Office.

12. Duties of Public Information Officer/Assistant Public Information Officer as the case may be, as prescribed by the RTI Act.

13. Responsibility in maintaining discipline and decorum in the section.

14. The present duties shall continue to be performed and other duties assigned from time to time by the Secretary/PA to Secretary/Deputy Secretary etc. shall be duly performed.

15. Assign the duties to the typists/Computer Assistants in the Fair copy Section.

(In second and third grade Municipalities where PA to Secretary and Council Secretary posts are not sanctioned the Superintendent (General Section)will act as PA to Secretary and Council Secretary and will be responsible for the duties assigned to the posts also.)

Superintendents (Revenue, Health, Engineering And Other Sections)/ Head Clerks

1) Proper Exercise the powers delegated by the Secretary (as per section 50- sub-section-2 of the Kerala Municipality Act 1994).

2) Maintain the Attendance Register of the respective section and submit it to the Secretary/PA to Secretary at 10:15 am.

3) Sanction the Casual Leave of subordinate staff in the concerned section. Check the personal registers and send to the Heads of Departments. Maintain and handle the Movement Registers and casual leave registers, personal cash declaration registers etc. in the section.

4) Check the files / bills / books / statements received from the sections and send to the Section heads only with clear recommendation. Superintendents will be responsible for carrying out office work in accordance with office procedures. Superintendents should ensure that files and other items are returned to the section and that the Superintendent, will be responsible for any delays in taking timely action on any files in their sections. Superintendents should see that file transit register is maintained in every section and files are transferred to other sections only through acknowledgments in the transit register and will be held responsible for any missing files due to any lapse in this matter.

5) The responsibility of receiving and despatching of all types of mails including Emails received from the Government, District level officers, higher authorities, other offices etc. to the sections concerned on the same day itself. Responsibility for preparing replies, furnishing reports called for etc. and sending it on time.

5(a). Duty, responsibility and obligation to ensure that all files submitted for further orders from the sections comply with all procedures. Liability for lapses on non-compliance with procedures.

6) Responsibility for timely response to complaints and applications received from the public.

7) Duty and responsibility for the proper attestation and maintenance of files, registers and documents related to the section in charge.

8) Responsibility for timely providing of information by subordinates on RTS and RTI related applications.

9) Responsibility in maintaining discipline and decorum in the section.

10) Duties of Public Information Officer/Assistant Public Information Officer as the case may be, as prescribed by the RTI Act.

11) The present duties shall continue to be performed and other duties assigned from time to time by the Secretary/PA to Secretary/Deputy Secretary etc. shall be duly performed.

(In second and third grade Municipalities where post of the Revenue Officer Gd I/II is not sanctioned, the Superintendent (Revenue Section)will act as Revenue Officer Gd I/II and will be responsible for the duties assigned to the post also.)

Municipal Engineer/ Corporation Engineer (S.E./E.E./A.E.E./A.E as the case may be)

1) Supervision and control of all employees in the engineering department

2) Maintain attendance register for technical staff and grant casual leave to subordinates.

3) Supervision and responsibility of public works activities under various schemes including planning and execution of activities and implementation of various centrally sponsored schemes

4) Inspect and repair buildings under the Local Government and take necessary steps to protect them.

5). Maintenance of movable and immovable property of the Local Government.

6) Custodian of all municipal properties including Markets, parks, gardens, grounds, stadia, streams, roads, drains etc. and other properties owned by the Local Government and take necessary steps to prepare and implement proposals for their maintenance and upkeep of the assets. Proper maintenance and updation of Asset Register, Road register etc. Responsible for the protection of all assets. It is his/her duty and responsibility to protect the boundaries of municipal lands from encroachment and to be the custodian of the deeds of the properties owned by the Local Government.

7) Oversee special public works and water supply at exhibitions, festival venues etc. sponsored by the Local Government

8) Divide the tasks of the technical employees under him/her.

9) Examine the diaries of the employees of the Technical Section of the Engineering Department and bring to the notice of the Secretary any losses, omissions or irregularities that may have incurred.

10) Prepare estimates of all types of repairs, inspect and approve them. Take the necessary steps to obtain estimates that require the approval of higher authorities.

11) Perform the duties of Information Officer of Engineering Section

12) Publish the tenders properly and take steps to tabulate and receive it.

13) Take necessary steps to enter into agreement with the contractors.

14) Responsibility for preparing an action plan for Waste Management of the LG and implementing it in accordance with the appropriate technology.

15) Exercise control over the use of machineries and equipment and be the Custodian of the store in the engineering department. Responsibility to maintain the tools and plants register.

16) The inspection certificate should be prepared by conducting an annual inspection of the equipment and machinery of the engineering department as well as the cement and tar in the store. A copy of such certificate should be submitted to the concerned authorities periodically.

17) Responsibilities under the Right to Service Act

18) Records of work-related lists, registers of approved estimates, tenders, work measurement books, useless items, forms, store items, immovable property, etc. may be kept written as required by law

19)Check the work bills and check the accuracy of the amounts shown in it and recommend for payment

20) Powers vested in him by law

21)Resolve and respond to audit objections from time to time. Provide information and documents required for audit.

22) Responsibility for reporting in writing to the Revenue Officer to take follow-up action related to letting out the completed buildings of the LG which are constructed for commercial purpose as soon as the building construction work is completed, without any delay. He/she will be liable for any revenue loss occurring as a result of the lapses in this matter.

23) Proper Exercise the powers delegated by the Secretary (as per section 50- sub-section-2 of the Kerala Municipality Act 1994).

24)Take legal action against illegal construction activities. Implement government directives.

25) Be the Town Planning Officer of the Municipality

26) Examine the draft plans for urban planning and urban development. Responsibility for formulating and implementing town planning schemes

27) Enforce the provisions prescribed in the Building Rules.

28) Be the custodian of the stores in the Town Planning department and conduct annual inspections of the stores and issue its certificate to the Secretary.

29) Maintain records of stores in the Town Planning Department.

30)Control of municipal Poramboke areas and protect those areas from encroachment

31)Act as Nodal Officer for important projects under AMRUT, other major projects including Solid and Liquid Waste Management Projects, PPP Projects, etc.

32) Inspection of buildings in a dilapidated and dangerous state causing damages to human life and property and take immediate appropriate steps to demolish/ keep the building safe as stipulated in section 411 of KM Act 1994.

33) Appear in prosecution cases against various offenses under the Kerala Municipality Act and Rules relating to the matters dealt with in his/her official capacity

34) Keep a diary showing official activities

35) Custodial position of all vehicles of the Corporation as per Rule 3 (3) of the Kerala Municipality (Use and Maintenance of Motor Vehicles) Rules, 2000 and exercise duties under the Rule.) Responsibility for maintenance and repair of all vehicles in the Municipal Corporation as per Kerala Municipality (Maintenance and Use of Motor Vehicles Rules 2000) Responsible for timely tax remittance of vehicles, obtaining fitness certificates, smoke testing, fuel efficiency and insurance renewal. Submit the Certificate as per section 320 (b) of the Kerala Financial Code Volume 1 along with the contingent bill for the fuel cost of each vehicle. Responsibility for repairing all the vehicles of the Corporation as per the rules and ensuring that the vehicles are utilized without any loss to the Municipal Fund.

36) Responsibility for ensuring fuel efficiency of vehicles. Responsibility for issuing indent for the fuel of the vehicles, ensuring that the vehicles are not used carelessly and be liable for the resulting fuel inefficiency and losses.

37) As the Delegate Custodian Officer, he shall have the power to lease to the Contractors and other persons in respect of the tools & plants in store, vehicles and shall be responsible for the collection of statutory rents, damages and other charges, and the maintenance of the Immovable Property Register

38) Conduct auction of Unserviceable Articles in the Store by strictly follow the procedures

39)Perform other duties assigned by the Secretary/Chairman/Mayor from time to time

Public Works Overseers Gd I/Gd II/Gd III

1. Prepare work plans and work estimates.

2. Check the progress of the work and report any deficiencies.

3. Take necessary steps for the completion of approved public works.

4. Prepare and maintain registers of public works under his jurisdiction and estimates approved and tendered, ongoing/completed works.

5. Keep records of roads and canals.

5(a) Maintenance and protection of municipal property.

6. Perform duties as directed by the Secretary and Municipal Engineer.

7. Proper reporting of unauthorized constructions within his jurisdiction to take further action.

8. Take necessary steps to prevent constructions that violate the provisions of the Building Rules.

9. Report the date of completion of work or the date of occupancy whichever comes earlier, of the buildings that comes under his jurisdiction.

10. After examining the applications for the construction of buildings and inspecting the site, he/she should return the applications along with the report within the stipulated time.

11. Prepare a plan for any area for town planning.

12. Appear in prosecution cases against various offenses under Kerala Municipal Act within his jurisdiction. Keep proper records of matters dealt with.

13. Write a diary regarding performance of official work daily and maintain it.

14. Supervise and control the employees working under him/her like NMR workers, Chainmen etc. Maintain the attendance of Gardeners/NMR/CLR employees etc. and supervise their work

14. Other duties assigned from time to time by the Secretary/ Municipal/Corporation Engineer or PA to Secretary shall be duly performed.

Health Supervisor

1. Supervision and control of general cleaning and health activities.

2. Duty and responsibility for the formulation and implementation of timely and source-based waste management projects.

3. Custodian of stores and equipment in the Health Department. Responsibility for purchasing goods in accordance with the provisions of the Procurement Manual/Store Purchase Manual.

4. Supervision and control of all employees in the health sector (including contingent staff).

5. Responsibility for ensuring mustering of contingent employees is carried out properly and to be in full control of the contingent establishment.

6. Duty and responsibility for proper preparation and approval of IFTEOS License list and levying and collecting licence fees without fail in accordance with the procedures.

7. Issuance of license only after ensuring compliance with waste treatment facilities for those trades requiring it.

8. Power and responsibility to impose fines on expired license applications. Duty and responsibility for taking legal action against those who violate the terms of the license and fail to renew the license within the time limit.

9. Be the custodian officer of all vehicles used in the health department. All duties and responsibilities related to that. The responsibility and obligation to ensure that the repaired vehicles are used properly and not to cause any loss to the municipal fund if it is not put in use. Responsibility to get the vehicles in the health department inspected and repaired by the Municipal/Corporation Engineer as per the provisions of the Kerala Municipality (Use and Maintenance of Motor Vehicles) Rules, 2000.

10. All duties and responsibilities for waste management under the Environment Protection Act, Solid Waste Management Act etc.

11.Responsibility for setting up Waste treatment plants as per the statutory requirements. Supervision and responsibility for proper running of MCF, RRF etc. and waste treatment at the waste treatment plants.

12. Responsibility to maintain general sanitation in the LG and to issue and enforce necessary orders on matters relating to waste management.

13.Responsibility for carrying out matters related to the Clean Kerala Project.

14.Responsibility for taking timely action on tapals/Emails received in the Health Department and sending replies and furnishing all related reports in a timely manner.

15.Timely submission of information for preparation of Annual Administrative Report, AFS and DCB.

16.Registration and renewal of private hospitals and medical institutions; and taking prosecution action.

17.Taking prosecution action on necessary matters related to health department.

18.Licensing of slaughter house and granting of slaughtering permits.

19.Registration, renewal and other functions as per the rules prescribed for tutorial institutions subject to conditions.

20.Duties and responsibility for the preparation and implementation of projects related to the health sector.

21.Providing documents required for audit. Taking steps to clear audit objections related to health department and to furnish all records and files to the audit in a timely manner

22.Responsibility to employ workers subject to statutory provisions only

23. Responsibility for timely response to requests related to the Right to Service Act. Act as the Information Officer of the Health Department

24.Duties and responsibility for imposing fines and prosecution against those who dump waste and forming a squad for the task including night squads.

25.Duties and responsibility for disposal of waste at source in a decentralized manner wherever possible. Coordination of the work of Haritha Karma Sena and facilitating them in every possible manner.

26.Duties and responsibility for keeping the waterways, springs and ponds of the LG waste free.

27.Supervision and control of municipal cemeteries and slaughter houses and ensuring trouble free running

28.Responsibility for seizing stale and harmful food items and taking legal action, ensuring that waste is not dumped on public roads by hotels and other food outlets. Taking action against offenders.

29.Responsibility for forming a Squad for Hotel Inspection and taking action.

30.Responsibilities related to NUHM.

31.Responsibility for timely cleaning of drains.

32.Responsibility for timely payment of EPF subscription amount of workers and timely filing of returns.

33.Powers, duties and responsibilities delegated under Section 50(2) by Secretary.

34.Responsibility for formulating and implementing plans for decontamination of the LG and vector control activities and coordinating various immunisation programmes.

35.To ensure that complaints reported/complaints received from the public are attend in time and get it addressed/abated /arrested.

36. Control and regulating Street vending activities as per law

37. Responsibility for assigning duties to his subordinates in the health wing to ensure sanitation and cleanliness are well maintained in the LG. Act as a nodal officer and see that the ranking of the city in Sanitation and Health sector gets improved and responsibility to upload all documents timely related to the ranking in the concerned portal.

35.The duties assigned by the Secretary / Additional Secretary/PA to Secretary from time to time shall be duly performed along with the present duties.

Health Inspectors Grade I / Grade II

1.Ensure mustering of Sanitation Workers are done daily twice at the prescribed time of start of work and when their work is over. Supervise the general cleaning activities, especially at public places, public toilets etc. belonging to the Local Government and see that they are maintained in a neat, clean and tidy manner.

2.Inspect the companies engaged in hazardous and hazardous trades and check whether they are complying with the license conditions, detect unlicensed and non-renewed licenses and take appropriate action and levy the license fee accordingly. Take action against establishments operating contrary to the license conditions.

3.Inspect public streets and public places under their jurisdiction to ensure proper sweeping is being done and no waste accumulated. Take steps to remove encroachments that obstruct traffic on public roads and pedestrian movement. Take steps to prevent begging.

4.Inspecting slaughter houses and markets and taking action against those who operate illegally or without permission.

5.Inspect educational institutions within their jurisdiction and ensure that cleanliness are maintained up to high standards.

6.Ensuring timely inspection of factories and other industries for ensuring proper cleaning and disposal of waste materials.

7. Responsibility for ensuring that workers' quarters are occupied by municipal workers only.

8. Take steps to dispose of solid waste in accordance with the law. Control and maintenance of municipal waste treatment plant within jurisdiction. Responsibility for segregation and treatment of solid waste in jurisdiction. Facilitate Haritha Karma Sena to do this work

9.Inspect festival sites and undertake special cleaning drives.

10. Responsibility to establish a special squad for hotel inspection. Check hotels and tea shops within jurisdiction at least once a week. Seizure of stale and harmful food items and take legal action. Ensuring that hotels and other grocery stores do not dump waste on public roads.

11.If infectious diseases are detected, take precautionary measures to prevent the spread of the disease. Actively involve in immunization drives in coordination with the staff of public health department.

12.Take steps to prosecute offenders for offences committed in public health related matters within their jurisdiction under the Kerala Municipality Act.

13.Responsibility for keeping the municipal waterways, fountains, ponds and cisterns used for public purposes clean.

14.Regulation and maintenance of cemeteries.

15.Responsibility for control and maintenance of vehicles handled by the Health Department, including ambulances, and ensuring that vehicles are not misused. Inspect the vehicles on a daily basis and report any damage or wear and tear on the machinery to the Municipal Engineer through the Health Supervisor in a timely manner.

16.Timely reporting in case of loss or theft of any mechanical/ electrical parts of the vehicles belonging to the Municipality to take action against those responsible.

17. Assist the concerned officers in taking steps to repair the reported vehicles and send the vehicles to the workshops as soon as possible and take necessary steps to get the vehicles repaired in a timely manner.

18. Instruct the concerned driver and cleaner to wash and clean the vehicles used for removing debris on a daily basis.

19.Assist the Municipal Engineer to check the accounts of petrol, diesel and fuel.

20.Assist the Municipal Engineer in checking the "Fuel Consumption" log book of the vehicle and to make sure that there is no misuse in this respect.

21.Inspect the vehicles received after servicing and submit the report to the Municipal Engineer through Health Supervisor.

22.Prepare the list of licensees in their jurisdiction under IFTEOS every year in April itself and make sure the license fees are paid by the licensees promptly and take prosecution steps to realise the dues from defaulters.

23.Duty and responsibility for ensuring that all CLR employees and other staff within their jurisdiction are working properly.

24.Responsibility for the use of repaired vehicles and avoid loss to the Municipal Fund by keeping the repaired vehicles unused.

25. Assign duties to Junior Health Inspectors working under him/her for proper discharging of the functions related to sanitation and waste management.

26.To provide timely response to requests related to the right to service and the right to information, as well as other duties specifically specified by the Secretary and the Health Supervisor.

27.The duties assigned by the Secretary or PA to Secretary from time to time shall be duly performed along with the present duties.

28. In Corporations and Municipalities wherever Health Supervisor/Health Inspector Grade I post is designated as Local Registrar of Birth, Death and Marriages, the person officiating in those posts should act as the Local registrar of Birth, Death and Marriages and should perform the duties vested in him/her as per the concerned legislations and also as per the directions given by the Chief Registrar.

(In second and third grade municipalities where there is no post of Health Supervisor, Health Inspector Grade I will be responsible for the duties assigned to the post of Health Supervisor and should perform those duties also in addition to the duties assigned for the post)

Junior Health Inspectors

1. Conduct mustering of Sanitation Workers daily twice at the prescribed time of start of work and do re-mustering when their work is over. Closely supervise their work and ensure that they carry out the cleaning work satisfactorily, maintain the CLR Workers' register etc.

2.Inspect hazardous and dangerous business establishments, check compliance with licensing requirements, take action against those who act contrary to the regulations, prompt reporting to the Health Inspector and acting in accordance with the instructions of the Health Inspectors for the implementation of public hygiene and health care in the municipality.

3.Regularly inspect crowded bus stands, markets, slaughter houses, butcher shops and perform special cleaning work.

4.Carry out preventive measures in collaboration with the Health Inspector in the control of communicable diseases.

5.Responsibility for proper disposal of solid waste. Responsibility to take action against those who dump waste in public places. Also take action against defaulters who keep waste in a hazardous manner in their premises or dump waste in private vacant land.

6. Adopting measures for source waste treatment and take initiatives in creating awareness among public for promotion of decentralized waste management methods.

7.Assist Health Inspectors in the proper running of waste treatment plants, MCF, RRF etc. within jurisdiction. Responsibility to see that the waste generated are segregated at source before transportation to MCF, RRF, treatment facilities etc. Facilitate Haritha Karma Sena and also employ the sanitation workers as required to do this work.

8.Assist Health Inspectors in preparation of the list of licensees in their jurisdiction under IFTEOS every year in April itself and make sure the license fees are paid by the licensees promptly and give report to the concerned HI to take prosecution steps to realise the dues from defaulters.

9. Assist HIs in inspection of hotels, tea shops, bakery items manufacturing units etc. in order to ascertain cleanliness and maintain health standards. Responsibility to make sure all employees /workers of all such institutions and health workers possess Health Cards and undergoes regular health check-ups. Responsibility to organise medical camps for achieving this.

10.Other official functions as directed by the Secretary/ Health Supervisor/Health Inspector etc.

11. In Corporations and Municipalities wherever Junior Health Inspector Grade I/ Grade II post is designated as Sub Registrars of Birth, Death and Marriages, the persons officiating in those posts should act as the Sub registrars of Birth, Death and Marriages and should perform the duties vested in him/her as per the concerned legislations and also as per the directions given by the Chief Registrar.

If any duties and responsibilities vested with any officer overlaps with one another, the primary responsibility will vest on the subordinate officers who has to execute the job and the other superior officers will have a supervisory role and will be liable for supervisory lapses on account of non-performance in this respect.

Appendix 5.3.1 Selection of Best Village Panchayat for Swaraj Trophy Award

Only those Village Panchayats which fulfil the following criteria will be eligible for applying for the Awards.

Sl. No	Eligibility Criteria for Village Panchayats
1	Should have collected a minimum of 75% of the Revenue vis-à-vis estimates of their budget for the award year.
2	Should have realized at least 5% increase every year for the past 5 years in Own Revenue mobilisation.
3	Should have convened all the Gram Sabha meetings, stipulated in the law were convened in the reporting year
4.	Should have utilized at least 80% of the Development Fund -General, including spill over.
5.	Should have utilized at least 80% of the Development Fund -SCSP, including spill over
6.	Should have utilized at least 80% of the Development Fund -TSP, including spill over
5.	Should have spent 80% of the maintenance fund for both Road and Non-Road Maintenance
6.	Should have submitted Annual Financial Statement of the award year should be submitted to the authorities concerned before the stipulated time as prescribed.
7	Should have adhered to 75% of projects (Number of projects and amount) originally approved by the DPC
8	Should have achieved at least 25% (Number of projects and amount) expenditure in the Productive Sector of the total outlay of the plan.
9	Should have achieved at least 7.5% (Number of projects and amount) expenditure related to the projects earmarked for Women, of the total outlay of the plan.
10	Should have achieved at least 7.5% (Number of projects and amount) expenditure in the projects earmarked for differently abled, children, elderly and palliative care, of the total outlay of the plan.

For further assessment, the following parameters may be used for evaluation. They are classified under four broad themes viz, Fiscal Efficiency, Governance & Participation, Welfare measures and Development. A total of 250 marks may be awarded based on the performance of Village Panchayats (50 marks each for Fiscal Efficiency, Governance & Participation and Welfare measures, and 100 marks for Development).

Best Village Panchayat Award – Evaluation Method		
	THEME	**MARKS**
A	**FISCAL EFFICIENCY – TOTAL 50 MARKS**	
A1	**Decentralized planning expenditure (Maximum 15 marks)**	
1	Plan fund utilisation (Excluding Deposit amount if not utilised in the current year)	
2	More than 80% and up to 90%	6
3	More than 90% and up to 95%	7
4	More than 95% and below 100%	8
5	100%	**10**
6	Spreading of Development Fund Expenditure across quarters as per norms	**5**
A2	**Maintenance Fund (Road and Non-Road) (Maximum 10 marks)**	
I	Maintenance Fund (Road)	
1	From 80% to 85%	1
2	Above 85% to 90%	2
3	Above 90% to 95%	3
4	Above 95% to below 100%	4
5	100%	**5**
II	Maintenance Fund (Non-Road)	
1	From 80% to 85%	1
2	Above 85% to 90%	2
3	Above 90% to 95%	3
4	Above 95% to below 100%	4
5	100%	**5**
A3	**Collection of Taxes and Non Tax (Total 25 marks)**	
1	Increase in collection of Taxes and Non-Taxes directly by the Municipality -Annual increase over the previous year	
i	Increase by 5%	2
ii	Increase by 10%	5
iii	Increase by 15%	7
iv	Increase by 20%	**10**
2	If the Village Panchayat has considerably succeeded in mobilizing contributions from the public in cash (At least a minimum of 2.5% of the Revenue Receipts for the preceding year	**5**
3	Collection of User Fee/User Charge directly by the Village Panchayat -Annual increase over the previous year (Maximum 10 marks)	
i	Increase by 5%	2
ii	Increase by 10%	5
iii	Increase by 15%	8

Best Village Panchayat Award – Evaluation Method		
	THEME	**MARKS**
iv	Increase by 20%	10
B	**GOVERNANCE AND PARTICIPATION – TOTAL 50 MARKS**	
B1	**Gram Sabha (Total 4 marks)**	
1	If participation in at least 50 % Gram Sabhas is above 25%	4
B 2	**Village Panchayat Meetings (4 marks)**	
1	For 100% attendance of members in at least 50% regular meetings	2
2	If the minutes are closed within 48 hours	2
3	If the minutes are not closed within 48 hours	1 (Negative Mark)
B 3	**Meetings of Standing Committee / Steering Committee (2 marks)**	
1	If more than 12 steering committee meetings have been convened	1
2	If the minutes of all the Standing Committees are closed within 48 hours	1
B 4	**Meeting of Implementing Officers (2 marks)**	
1	If more than 12 meetings of the Implementing officers are held	2
B5	**Front Office (Total 7 marks)**	
1	If sufficient toilet facilities ensuring cleanliness and availability of water, for the public are available	1
2	If Citizen's Charter has been updated and published	1
3	If ramp facility is provided for the disabled	1
4	If breastfeeding room is provided	1
5	If all the mandatory display boards have been established	1
6	If Kudumbashree Help Desk has been started	1
B6	**Computerisation (2 marks)**	
1	Usage of software's by concerned employees	2
B7	**ISO Certification - (1 mark)**	
1	If ISO certification is renewed in time by the Village Panchayat (if applicable)	1
2	For Village Panchayat which has not got ISO certification / not renewed in time	3 negative marks
B8	**General Topics (10 Marks)**	
1	If master incumbency register, charge hand over register are maintained and have been made up to date	2

Best Village Panchayat Award – Evaluation Method		
	THEME	**MARKS**
2	If applications for Building Permit / regularizations had been settled within the stipulated time	2
3	If Licence applications have been disposed of within the stipulated time	2
4	If applications for Occupancy certificates / Building Number have been disposed of within the stipulated time	2
5	If there are more than 12 staff meetings convened	2
B9	**Public Grievance Redressal Mechanism**	
	Marks should be given only if the register is maintained, special committees are constituted and minutes are prepared and kept	
1	Between 70 and 80 per cent of the complaints received are settled	1
2	Between 81 and 90	2
3	Between 91 and 100	3
B10	**If Asset Mapping is done efficiently and asset register is maintained and updated digitally/manually** (2 marks)	**2**
B11	**If an effective Social Audit system is in place as per norms** (5 marks)	**5**
B12	**Audit (Maximum 8 marks)**	
1	If first reply to the Audit Report of the Statutory Audit for the previous year has been submitted in time.	2
2	Marks to be awarded in the following order to Village Panchayats which have completed the settlement process satisfactorily for the audit paras in the previous five years of audit reports of the Statutory Auditor based on the settlement of audit paras	
i	50 – 75%	2
ii	76 – 90%	3
iii	91 – 100%	4
3	If accounts of expenditure have been finalised for the Union Finance Commission grants for the previous year	2 (If yes)
C. WELFARE MEASURES – TOTAL 50 MARKS		
C1	**Social security pension (2 marks)**	
	If the applications received for various social security pensions have been processed and made ready for data entry	
1	100 %	2
2	If less than 90 %	1 negative mark

Best Village Panchayat Award – Evaluation Method		
	THEME	**MARKS**
C 2	**Kudumbashree / Agathi Rahitha Keralam Scheme (Ashraya Scheme) (Maximum 11 marks)**	
1	If more than 3 Kudumbashree Evaluation Committee meetings have been convened (Agenda should be prepared and minutes should be completed in writing)	**4**
2	Percentage of Expenditure Allocated to the Agathi Rahitha Keralam Scheme (Ashraya Scheme)	
i	From 81% to 90%	1
ii	91% to 95%	2
iii	96% to 100%	**5**
3	Village Panchayats which have started implementing the second stage of the Scheme	2
4	Village Panchayats which have not started implementing the second stage of the Scheme	1 negative mark
C 3	**Jagratha Samithi (8 marks)**	
i	If ward committee functions in all the wards properly	2
ii	If Panchayat level committee functions properly	2
iii	If Panchayat level committee have met more than five times during the reporting year	4
C4	**If gender resources centre is constituted consisting of persons having specific qualification**	**8**
C5	**If the Village Panchayat has at least 75% of Anganwadis functioning in own buildings**	**5**
C6	**If at least 30% of the children in the age group of 3 to 6 residing in the Village Panchayat are attending Anganwadis functioning there**	**2**
C7	**If BUDS school/rehabilitation centre possess own building**	**4**
C8	**Janakeeya Hotel (maximum 4 marks)**	
1	If at least one, people's hotel has been started	2
2	If more than one, people's hotel has been started	4
C9	**Disaster relief fund is constituted and operationalized** (6 marks)	**6**
	DEVELOPMENT -TOTAL 100 MARKS	
D1	Innovative Projects (Selected using the criteria mentioned in 5.4.10 (25 marks)	25

Best Village Panchayat Award – Evaluation Method		
	THEME	**MARKS**
D2	Projects for Trans genders have been undertaken	**6**
D3	Watershed management (20 marks)	
1	If successful schemes like well recharge, river protection and rainwater harvesting in public buildings have been formulated with an integrated watershed management plan and successfully implemented	**20**
D4	Mahatma Gandhi National Employment Guarantee Scheme (**Maximum** 9 marks)	
1	Providing work days (person-days) for families of active workers registered under the Mahatma Gandhi National Rural Employment Guarantee Scheme	
i	In the range of 20- 40 days	3
ii	In the range of 40 -60 days	4
iii	In the range of 60 -100 days	**5**
2	If projects utilizing 20% -40% of Material component, are taken up	**1**
5	If projects for creation of assets have been taken up jointly with other departments	**3**
D5	**Sanitation (15 Marks)**	
1	Attainment of "Suchitwa Padavi"	**15**
D6	**Projects undertaken in Entrepreneurship and skill development (5 Marks)**	**5**
D8	**Master Plan approved (10 Marks)**	**10**
D9	**Institutions under the Village Panchayat (Total 10 Marks)**	
1	If all institutions are made Barrier Free	**5**
2	If all have Service Delivery Plan	**5**
	TOTAL	**250 Marks**

Appendix 5.3.2 Selection of Best Block Panchayat for Swaraj Trophy Award

Only those Block Panchayats which fulfil the following criteria will be eligible to apply for the Awards.

Sl No	Eligibility Criteria for Block Panchayats
1.	The District Panchayat should have utilized In the award year, 80% of the Development Fund-General should have been utilized including spill over.
2.	Should have utilized In the award year, 80% of the Development Fund-SCSP should have been utilized including spill over.
3.	Should have utilized 80% of the Development Fund-TSP should have been utilized including spill over.
4	Should have spent 80% of the maintenance fund - both Road and Non-Road Maintenance
5	Should have submitted the Annual Financial Statement of the award year to the authorities concerned before the stipulated time as prescribed
6	Should have adhered to at least 75% (Number of projects and amount) of the projects originally approved by the DPC
7	Should have achieved at least 25% (Number of projects and amount) expenditure in the Productive Sector of the total outlay of the plan.

For further assessment, the following parameters have to be used as performance indicators classified under two broad categories viz, **Development & Fiscal Efficiency and Governance & Participation.** A total of 150 marks may be awarded based on the performance of Block Panchayats (80 marks for **Development & Fiscal Efficiency** and 70 marks for **Governance & Participation**.

	Best Block Panchayat Award-Evaluation Method	
	THEME	**MARKS**
A	**Development and Fiscal Efficiency (Total 80 Marks)**	
A1	**decentralised planning (Total 35 Marks)**	
I.	**Expenditure (18 Marks)**	
1.	**General Share**	
i.	80% to 90 %	1 mark
ii.	91% to 99%	2 marks
iii.	100 %	3 marks
2.	**SCSP**	
i.	80% to 90 %	1 mark
ii.	91% to 99%	2 marks
iii.	100 %	3 marks
3.	**TSP**	
i.	80% to 90%	1mark
ii.	91% to 99%	2 marks
iii.	100%	3 marks
	Note: 1) Block Panchayat which does not have TSP share should be given the same marks as SCSP share.	
4.	**WCP and Special Groups**	
i.	80% to 90%	1mark
ii.	91% to 99%	2 marks
iii.	100%	3 marks
5.	Percentage of expenditure in the Productive Sector to the total expenditure of the General Sector.	
1.	If above 30%	1 mark
2.	If above 35%	2 marks
3.	If below 20%	1 Negative Mark
6.	**Maintenance Fund (Non Road)**	
	81% to 90%	2 marks
	91% to 100	4 marks
II	**Formation and Successful** Implementation of innovative projects (To use the criteria mentioned in the Report in Para 5.4.10)	**12 marks**
III	**Spreading of Development Expenditure across quarters as per norms**	5 marks

	Best Block Panchayat Award-Evaluation Method	
A2	**Own Revenue- If at least 5% increase over previous Year achieved**	4 marks
A3	**Transportation (Total 3 Marks)**	
1.	If Block Panchayat has prepared Road Connectivity Plan	2 marks
2.	If plastic is used as per instructions for road tarring works	1 mark
A4	**Power**	
	If Block Panchayat has been efficiently implementing solar projects connected to the power grid of KSEB	1 Mark
A5	Services Available to Scheduled Castes / Scheduled Tribes (2 Marks)	
	Projects for Education, Self-employment, Skill development Jobs abroad, for Scheduled Caste and Scheduled Tribe youths	Max. 3 marks
A6	**Sports Development**	
	For setting up a mini stadium/playground	2 marks
A7	**Industry**	
	Block Panchayats with MSME units through projects in the industrial sector in which Block Panchayat Level Industrial Extension Officer is the Implementing Officer	3 Marks
A8	**Water shed plan being implemented**	**10 Marks**
A9	**Integrated Projects with Village Panchayats (Does not include share fixed by Government)**	**14 Marks**
A10	Agriculture (5marks)	
1.	Organic Farming	1 mark
2.	Transformation of fallow land for Agriculture	1 mark
3.	Promoting value-added products of agricultural crops	1 mark
4.	Procurement and marketing centers for agricultural crops	2 marks
B.	**GOVERNANCE AND PARTICIPATION (TOTAL 70 MARKS)**	
B1.	Audit (8mark)	
1.	If first reply to the Audit Report of the Statutory Audit for the previous year has been submitted in time.	3 marks
2.	Marks to be awarded in the following order to Block Panchayats which have completed the settlement process satisfactorily for the audit paras in the previous five years of audit reports of the Statutory Auditor.	
i.	50 – 75%	3 marks
ii.	76 – 90%	4 marks
iii.	91 – 100%	5 marks

	Best Block Panchayat Award-Evaluation Method	
B2	If accounts of expenditure have been finalized for the Union Finance Commission grants for the previous year	2 marks (if yes)
B3	**Computerization (4 marks)**	
1.	If computer system is installed in all the sections of the Block Panchayat Office	1 mark
2.	If PRICE software is being used	1 mark
3.	If the asset register is digitized and up to date	1 mark
4.	If the offices controlled by the Block Panchayat are computerized	1 mark
B4	**ISO Certification (2 marks)**	
	If the Block Panchayat is ISO certified / If the ISO certificate has been renewed by the Block Panchayat in timely manner	2 marks
	If not renewed (as applicable)	1 negative mark
B5	**Meetings (12 marks)**	
1	**Block Panchayat Meetings**	
i	For 100% attendance of members in at least 50% regular meetings	3
ii	If the minutes are closed within 48 hours	1
iii	If the minutes are not closed within 48 hours	1 (Negative Mark)
2	**Meetings of Standing Committee / Steering Committee (4 marks)**	
i	If more than 12 steering committee meetings have been convened	2
ii	If the minutes of all the Standing Committees are closed within 48 hours	2
3	**Meeting of Implementing Officers (4 mark)**	
	If more than 12 meetings of the various Implementing Officers are held	**4**
B6	**Sanitation Programmes (15 Marks)**	
	If Material Recovery Facility / RRF (Resource Recovery Facility / Material Collection Facility / Plastic Shredding Unit established by the Block Panchayat	**15 marks**
1.	If all the institutions under the control of the Block Panchayat have been made Women Friendly / Child Friendly / Elderly Friendly Institutions	2 marks

	Best Block Panchayat Award-Evaluation Method	
2.	If the Block Panchayat has made the institutions under its control barrier free institutions	2 marks
3.	If seating, potable water and toilet facilities are provided for the public in the Block Panchayat **(1 negative mark, if not)**	2 marks
4.	If boards describing the services in the Block Panchayat, the boards indicating the names of the officers, are properly maintained.	2 marks
5.	If citizen's charter has been renewed and published in the Block Panchayat (1 negative mark, if not)	2 marks
B8	**General (19marks)**	
1.	If at least 75% of the files have been settled in the year 2020-21	1 marks
2.	If master incumbency register has been prepared promptly and is up to date	1 marks
3.	If Gender Budget has been implemented	2 marks
4.	If the Taluk Hospital / CHC / Block Level PHC under the Block Panchayat has been provided additional facilities by the Block Panchayat	15 marks
	TOTAL	**150 marks**

Appendix 5.3.3 Selection of Best District Panchayat for Swaraj Trophy Award

Only those District Panchayats who fulfil the following eligibility criteria will be eligible for applying.

Sl No	Eligibility Criteria for District Panchayats
1.	The District Panchayat should have utilized In the award year, 80% of the Development Fund-General should have been utilized including spill over.
2.	Should have utilized In the award year, 80% of the Development Fund-SCSP should have been utilized including spill over.
3.	Should have utilized 80% of the Development Fund-TSP should have been utilized including spill over.
4.	Should have spent 80% of the maintenance fund - both Road and Non-Road Maintenance
5.	Should have submitted the Annual Financial Statement of the award year to the authorities concerned before the stipulated time as prescribed
6.	Should have adhered to at least 75% (Number of projects and amount) of the projects originally approved by the DPC
7.	Should have achieved at least 25% (Number of projects and amount) expenditure in the Productive Sector of the total outlay of the plan.
8.	Should have achieved at least 7.5% (Number of projects and amount) expenditure related to the projects earmarked for Women, of the total outlay of the plan.
9.	Should have achieved at least 7.5% (Number of projects and amount) expenditure in the projects earmarked for differently abled, children, elderly and palliative care, of the total outlay of the plan.

For further assessment, the following parameters have to be used as performance indicators classified under two broad categories viz, **Development & Fiscal Efficiency and Governance & Participation.** A total of 150 marks may be awarded based on the performance of District Panchayats (80 marks for **Development & Fiscal Efficiency** and 70 marks for **Governance & Participation**.

Best District Panchayat Award-Evaluation Method		
	THEME	MARKS
I	**Development Sector and Fiscal Efficiency (Total 80 Marks)**	
A	**Decentralized Planning (Total 20 Marks)**	**MARKS**
A1	**Development Fund (General) Expenditure**	
1	Above 80% but below 90%	1
2	Above 90% but below 95%	2
3	Above 95% but below 100%	3
4	100%	**4**
A2	**Development Fund (SCP) Expenditure**	
1	Above 75% but below 85%	1
2	Above 85% but below 95%	2
3	Above 95% but below 100%	3
4	**100%**	**4**
A3	**Development Fund (TSP) Expenditure**	
1	Above 75% but below 85%	1
2	Above 85% but below 95%	2
3	Above 95% but below 100%	3
4	**100%**	**4**
A4	**Percentage of Expenditure in the Productive Sector.**	
1	Above 30% but below 35%	1
2	If above 35%	**2**
3	If below 20%	1 (Negative Mark)
A5	**Amount Spent on Women Component Plan (WCP) (of the total Development Fund)**	
1	10% and above	**1**
A6	**Welfare of Elderly People**	
	Amount Spent on Elderly (of the total Development Fund)	
1	5% and above	**1**
A7	**Amount Spent on the categories of Differently abled, Transgenders, Children (of the total Development Fund)**	
1	5% and above	**1**
A9	If 10% of the General category Development Fund has been spent on Waste management, Water conservation and Haritha Keralam projects.	**3**

Best District Panchayat Award-Evaluation Method		
A10	**Maintenance Fund Expenditure (Maximum 6 marks)**	
I	Maintenance Fund (Road)	
i	Above 90% to 95%	1
ii	Above 95% to below 100%	2
iii	100%	**3**
II	Maintenance Fund (Non-Road)	
1	Above 90% to 95%	1
2	Above 95% to below 100%	2
3	100%	**3**
A10	Collection of User Fee/User Charge directly by the District Panchayat - Annual increase over the previous year **(Maximum 6 marks)**	
1	Increase by 5%	1
2	Increase by 10%	2
3	Increase by 15%	4
4	Increase by 20%	**6**
A11	**If own Revenue has been increased at least by 5% compared to previous year (10 Marks)**	**10**
A12	**Transportation (3 Marks)**	
1	If the District Panchayat Road Connectivity Plan is prepared	2
2	If plastics, are used in the road tarring works as per Government instructions	1
A13	**Energy (5 Marks)**	
	If the Panchayat has efficiently implemented solar projects	5
A14	**Services available to the Scheduled Caste/Scheduled Tribes Categories. (3 Marks)**	
1	Projects for Education, Scheduled Caste and Scheduled Tribe youths	1
2	Projects for Self-employment for Scheduled Caste and Scheduled Tribe youths	**1**
3	Projects for Skill development Jobs abroad, for Scheduled Caste and Scheduled Tribe youths	**1**
A15	**Sports Development (2 Marks)**	
	For the construction of Mini stadium / Play ground	2
A16	**Convergence Projects (If there is at least 5 number of joint projects) (5 Marks)**	**5**
A17	**Innovative Projects** (Selected using the criteria mentioned in the Report in Para 5.4.10) **(15 Marks)**	**15**

Best District Panchayat Award-Evaluation Method		
A18	**Spreading of Development Fund Expenditure across quarters as per norms (5 Marks)**	**5**
B	**GOVERNANCE AND PARTICIPATION – (TOTAL 70 MARKS)**	
B1	**Meetings (8 Marks)**	
1	**District Panchayat Meetings**	
i	For 100% attendance of members in at least 50% regular meetings	2
ii	If the minutes are closed within 48 hours	1
iii	If the minutes are not closed within 48 hours	1 (Negative Mark)
2	**Meetings of Standing Committee / Steering Committee (3marks)**	
i	If more than 12 meetings of all committees have been convened	2
ii	If the minutes of all the Standing Committees are closed within 48 hours	1
3	**Meeting of Implementing Officers**	
	If more than 12 meetings of the various Implementing Officers are held	**2**
B2	**Audit (9 Marks)**	
1	If first reply to the Audit Report of the Statutory Audit for the previous year has been submitted in time.	3
2	Marks to be awarded in the following order to District Panchayats which have completed the settlement process satisfactorily for the audit paras in the previous five years of audit reports.	
	Based on the settlement of audit paras	
i	50 – 75%	3
ii	76 – 90%	5
iii	91 – 100%	6
B3	**Computerization (4 Marks)**	
1	If file management system is handled with the assistance of Soochika Software	4
B4	**If Asset mapping has been completed and Asset Register has been updated (6 Marks)**	**6**
B5	**ISO Certification (3 Marks)**	
1	If ISO certificate obtained / renewed timely	**3**

Best District Panchayat Award-Evaluation Method		
2	ISO Certificate has not been renewed	1 Negative Mark
B6	**Services made available to the public (8 Marks)**	
1	If all institutions under the control of District Panchayats have been made Women/Child/Old age/Disabled friendly	3
2	If office has been made friendly to the Differently Abled	1
3	If office has **not** been made friendly to the Differently Abled	1 Negative mark
4	If Seating, potable water, Toilet facilities have been arranged for the Public	1
5	If a notice board showing updated details of services available in the office, name and details of officers, Complaint Redressal System have been effectively implemented (½ Mark for each component, with a maximum of 1 mark)	1
6	If Citizen's Charter has been renewed and published	2
B7	**General Subjects (32 Marks)**	
1	If Master Incumbency Register has been prepared, updated and maintained properly	1
2	If the Hospitals under District Panchayat have obtained NABH Accreditation	1
3	If at least any of the projects like organic farming, Transformation to fallow land for agriculture, value-added products of agricultural crops, has been completed	3
4	If Inter-national/ National/State awards obtained	3
5	If projects have been formulated for scholarship to differently abled in association with Village/Block Panchayats.	1
6	If action has been taken for the rehabilitation of the HIV affected	1
7	If action has been taken to strengthen Secondary Palliative care.	4
9	If additional facilities have been provided in	9

Best District Panchayat Award-Evaluation Method		
	hospitals under the District Panchayat	
10	If projects were undertaken for improvement of Education	9
	TOTAL	**150 Marks**

Appendix 5.3.4 Selection of Best Municipal Corporation for Swaraj Trophy Award

Only those Municipal Corporations which fulfil the following criteria will be eligible to apply for the Awards.

Sl No	Eligibility Criteria for Municipal Corporations
1	The Municipal Corporation should have collected a minimum of 75% of the Revenue vis-à-vis estimates of their budget for the award year.
2	Should have achieved at least 5% increase every year for the past 5 years in Own Revenue mobilisation.
3	Should have convened all the Ward Sabha meetings, stipulated in the law in the reporting year
4.	Should have utilized at least 80% of the Development Fund-General including spill over.
5.	Should have utilized at least 80% of the Development Fund-SCSP including spill over.
6.	Should have utilized at least 80% of the Development Fund-TSP including spill over.
5.	Should have spent at least 80% of the maintenance fund should be both Road and Non-Road Maintenance
6.	Should have submitted the Annual Financial Statement of the award year should be submitted to the prescribed Authority before the stipulated time.
7	Should have adhered to at least 75% (Number of projects and amount) of the projects originally approved by the DPC
8	Should have achieved at least 7.5% (Number of projects and amount) expenditure in Productive Sector of the total outlay of the plan.
9	Should have achieved at least 7.5% (Number of projects and amount) expenditure related to the projects earmarked for Women, of the total outlay of the plan.
10	Should have achieved at least 7.5% (Number of projects and amount) expenditure in the projects earmarked for differently abled, children, elderly and palliative care, of the total outlay of the plan.

For further assessment, the following parameters may be used for evaluation. They are classified under four broad themes viz, Fiscal Efficiency, Governance & Participation, Welfare measures and Development. A total of 250 marks to be awarded based on the performance of Municipal Corporations.(50 marks each for Fiscal Efficiency, Governance & Participation and Welfare measures and 100 marks for Development)

Best Municipal Corporation Award-Evaluation Method		
	THEME	**MARKS**
A	**FISCAL EFFICIENCY – TOTAL 50 MARKS**	
A1	**Decentralized planning expenditure (Maximum Total 15 marks)**	
1	Plan fund utilisation (Excluding Deposit amount if not utilised in the current year)	
I	More than 80% and up to 90%	6
ii	More than 90% and up to 95%	7
iii	More than 95% and below 100%	8
iv	100%	**10**
2	If spreading of expenditure criteria in different quarters fully met	**5**
A2	Maintenance Fund (Road and Non-Road) **(Maximum Total 10 marks)**	
I	Maintenance Fund (Road)	
1	From 80% to 85%	1
2	Above 85% to 90%	2
3	Above 90% to 95%	3
4	Above 95% to below 100%	4
5	100%	**5**
II	Maintenance Fund (Non-Road)	
1	From 80% to 85%	1
2	Above 85% to 90%	2
3	Above 90% to 95%	3
4	Above 95% to below 100%	4
5	100%	**5**
A3	Collection of Taxes and Non-Taxes (**Total 25 marks)**	
1	Increase in collection of Taxes and Non-Taxes directly by the Municipal Corporation -Annual increase over the previous year **(Maximum 10 marks)**	
i	Increase by 5%	2
ii	Increase by 10%	5
iii	Increase by 15%	7
iv	Increase by 20%	**10**
2	Increase in collection of User Fee/User Charge directly by the Municipal Corporation -Annual increase over the previous year **(Maximum 10 marks)**	
i	Increase by 5%	2
ii	Increase by 10%	5
iii	Increase by 15%	7

Best Municipal Corporation Award-Evaluation Method		
iv	Increase by 20%	**10**
3	If the Corporation has considerably succeeded in mobilizing contributions from the public in cash (At least a minimum of 2.5% of the Revenue Receipts for the preceding year	**5**
B	**GOVERNANCE AND PARTICIPATION – TOTAL 50 MARKS**	
B1	**Ward Sabhas and Ward Committees (Total 10 marks)**	
1	If participation in at least 50 % Ward Sabhas is above 25%	5
2	If fully constituted Ward Committees as stipulated by law, are functioning and meetings have been convened at regular intervals as prescribed.	5
B 2	**Council Meeting (4 marks)**	
1	For 100% attendance of members in at least 50% regular meetings	3
2	If the minutes are closed within 48 hours	1
3	If the minutes are not closed within 48 hours	1 (Negative Mark)
B 3	**Meetings of Standing Committee / Steering Committee (4 marks)**	
1	If more than 12 steering committee meetings have been convened	2
2	If the minutes of all the Standing Committees are closed within 48 hours	2
B 4	**Meeting of Implementing Officers (4 mark)**	
1	If more than 12 meetings of the various Implementing Officers are held	**4**
B5	**Front Office (Total 6 marks)**	
1	If sufficient toilet facilities ensuring cleanliness and availability of water, for the public are available	1
2	If Citizen's Charter has been updated and published	1
3	If ramp facility is provided for the disabled	1
4	If breastfeeding room is provided	1
5	If all the mandatory display boards have been established	1
6	If Kudumbashree Help Desk has been started	1
B6	**Computerization (1 mark)**	
1	Usage of softwares by concerned employees	**1**
B7	**ISO Certification - (1 mark)**	

Best Municipal Corporation Award-Evaluation Method		
1	If ISO certification is renewed in time by the Municipal Corporation (if applicable)	1
2	For Municipal Corporation which have not got ISO certification / not renewed in time	3 negative marks
B8	**General Topics (8 Marks)**	
1	If master incumbency register, charge hand over register are maintained and have been made up to date	1
2	If applications for Building Permit / regularizations had been settled within the stipulated time	2
3	If Licence applications have been disposed of within the stipulated time	2
4	If applications for Occupancy certificates / Building Number have been disposed of within the stipulated time	2
5	If there are more than 12 staff meetings convened	1
B9	**Public Grievance**	
	If a public grievance redressal mechanism is in place **(Maximum 4 Marks)**	
	Marks should be given only if the register is maintained, special committees are constituted and minutes are prepared and kept	
1	Between 70 and 80 per cent of the complaints received are settled	2
2	Between 81 and 90	3
3	Between 91 and 100	**4**
B10	**Audit (Maximum 8 marks)**	
1	If first reply to the Audit Report of the Statutory Audit for the previous year has been submitted in time.	**2**
2	Marks to be awarded in the following order to Municipal Corporations which have completed the settlement process satisfactorily for the audit paras in the previous five years' audit reports of the Statutory Auditor.	
	Based on the settlement of audit paras	
(i)	50 – 75%	2
(ii)	76 – 90%	3
(iii)	91 – 100%	**4**
3	If accounts of expenditure have been finalized for the Union Finance Commission grants for the previous year	**2**
C.	**WELFARE MEASURES – TOTAL 50 MARKS**	
C 1.	**Social security pension (2 marks)**	

Best Municipal Corporation Award-Evaluation Method		
1	If the application received for various social welfare pensions have been processed and made ready for data entry	
2	100 %	2
3	If not, 90%	1 negative mark
C2.	**Kudumbashree / Agathi Rahitha Keralam Scheme (Ashraya Scheme) (11 marks)**	
1	If more than 3 Kudumbashree Evaluation Committee meetings have been convened (Agenda should be prepared and minutes should be completed in writing)	**4**
2	Percentage of expenditure allocated to the Agathi Rahitha Keralam Scheme (Ashraya Scheme)	
3	From 81% to 90%	1
4	91% to 95%	2
5	96% to 100%	**5**
6	Municipal Corporations which have started implementing the second stage of the Scheme	2
7	Municipal Corporations which have started implementing the second stage of the Scheme	1 negative mark
C3.	**Jagratha Samithi (12 marks)**	
1	If ward committee functions in all the wards	3
2	If Corporation level committee functions	4
3	If Corporation level committee has met more than five times	5
C4.	**If gender resources centre is constituted consisting of persons having specific qualification (5 marks)**	**5**
C5.	**If Buds school / rehabilitation centre possess own building (Total 3 marks)**	3
C6.	**Janakeeya Hotel (maximum 4 marks)**	
1	If at least, one, people's hotel has been started	2
2	If more than one, people's hotel has been started	4
C7.	**If Disaster relief fund is constituted, Fund mobilized and operationalized (maximum 2marks)**	**2**
C.8.	**If Palliative Care activities covering all wards are done systematically** (4 marks)	**4**
C9.	**If the Municipality has at least 75% of Anganwadis functioning in own buildings** (5 marks)	**5**
	If at least 30% of the children in the age group of 3 to 6 residing in the Municipality are attending Anganwadis functioning there (2 marks)	**2**

Best Municipal Corporation Award-Evaluation Method		
D	**DEVELOPMENT – TOTAL 100 MARKS**	
D1	Innovative Projects (Selected using the criteria mentioned in the Report Para 5.4.10) (25 marks)	25
D2	Management of Water Bodies (11 marks)	
1	If successful schemes like well recharge, river protection and rainwater harvesting in public buildings have been formulated and successfully implemented	**11**
D3	Ayyankali Urban Employment Guarantee Scheme (9 marks)	
1	Providing work days (person-days) for families of active workers registered under the Ayyankali Urban Employment Guarantee Scheme	
i	In the range of 20- 40 days	3
ii	In the range of 40 -60 days	4
iii	In the range of 60 -100 days	**5**
2	If projects utilizing 20% -40% of Material component, are taken up	**1**
5	If projects for creation of assets have been taken up jointly with other departments	**3**
D5	**Sanitation (20 Marks)**	
1	Attainment of "Suchitwa Padavi"	**20**
D6	**Projects undertaken in Entrepreneurship and skill development (5 Marks)**	**5**
D7	**Road connectivity plan done (5 Marks)**	**5**
D8	**Asset mapping and Road register prepared**	**5**
D9	**If projects for Transgenders undertaken (5 marks)**	**5**
D10	**Master Plan approved (15 Marks)**	**15**
	TOTAL	**250 Marks**

Appendix 5.3.5 Selection of Best Municipality for Swaraj Trophy Award

Only those Municipalities which fulfil the following criteria will be eligible to apply for the Awards.

Sl No	Eligibility Criteria for Municipalities
1	Should have collected a minimum of 75% of the Revenue vis-à-vis estimates of their budget for the award year.
2	Should have achieved at least 5% increase every year for the past 5 years in Own Revenue mobilisation.
3	Should have convened all Ward Sabha meetings, stipulated in the law in the reporting year
4.	Should have utilized 80% of the Development Fund-General including spill over
5.	Should have utilized 80% of the Development Fund-SCSP including spill over
6.	Should have utilized 80% of the Development Fund-TSP including spill over
7.	Should have spent 80% of the maintenance fund for both Road and Non-Road Maintenance Funds
8.	Should have submitted the Annual Financial Statement to the Authority as prescribed before the stipulated time, in the award year
9.	Should have adhered to 75% of the projects(Number of projects and amount) originally approved by the DPC
10.	Should have achieved at least 7.5% (Number of projects and amount) expenditure in Productive Sector of the total outlay of the plan.
11.	Should have achieved at least 7.5% (Number of projects and amount) expenditure related to the projects earmarked for Women, of the total outlay of the plan.
12.	Should have achieved at least 7.5% (Number of projects and amount) expenditure in the projects earmarked for differently abled, children, elderly and palliative care, of the total outlay of the plan.

For further assessment, the following parameters may be used for evaluation. They are classified under four broad themes viz, Fiscal Efficiency, Governance & Participation, Welfare measures and Development. Total 150 marks may be awarded based on the performance of Municipalities (50 marks each for Fiscal Efficiency, Governance & Participation and Welfare measures, and 100 marks for Development).

Best Municipality Award- Evaluation Method		
	THEME	**MARKS**
A	**FISCAL EFFICIENCY – TOTAL 50 MARKS**	
A1	**Decentralized planning expenditure (Maximum Total 15 marks)**	
1	Plan fund utilisation (Excluding Deposit amount if not utilised in the current year)	
2	More than 80% and up to 90%	6
3	More than 90% and up to 95%	7
4	More than 95% and below 100%	8
5	100%	**10**
6	If spreading of expenditure criteria in different quarters fully met	**5**
A2	Maintenance Fund (Road and Non-Road) **(Maximum Total 10 marks)**	
I	Maintenance Fund (Road)	
1	From 80% to 85%	1
2	Above 85% to 90%	2
3	Above 90% to 95%	3
4	Above 95% to below 100%	4
5	100%	**5**
II	Maintenance Fund (Non-Road)	
1	From 80% to 85%	1
2	Above 85% to 90%	2
3	Above 90% to 95%	3
4	Above 95% to below 100%	4
5	100%	**5**
A3	Collection of Taxes and Non-Taxes (**Total 25 marks)**	
1	Increase in collection of Taxes and Non-Taxes directly by the Municipality -Annual increase over the previous year **(Maximum 10 marks)**	
i	Increase by 5%	2
ii	Increase by 10%	5
iii	Increase by 15%	7
iv	Increase by 20%	**10**
2	Increase in collection of User Fee/User Charge directly by the Municipality -Annual increase over the previous year **(Maximum 10 marks)**	
i	Increase by 5%	2

Best Municipality Award- Evaluation Method		
	THEME	**MARKS**
ii	Increase by 10%	5
iii	Increase by 15%	8
iv	Increase by 20%	**10**
2	If the Municipality has considerably succeeded in mobilizing contributions from the public in cash (At least a minimum of 2.5% of the Revenue Receipts for the preceding year	**5**
B	**GOVERNANCE AND PARTICIPATION – TOTAL 50 MARKS**	
B1	**Ward Sabha (Total 5 marks)**	
1	If participation in at least 50 % Ward Sabhas is above 25%	5
B 2	**Council Meeting (4 marks)**	
1	For 100% attendance of members in at least 50% regular meetings	2
2	If the minutes are closed within 48 hours	2
3	If the minutes are not closed within 48 hours	1 (Negative Mark)
B 3	**Meetings of Standing Committee / Steering Committee (4 marks)**	
1	If more than 12 steering committee meetings have been convened	2
2	If the minutes of all the Standing Committees are closed within 48 hours	2
B 4	**Meeting of Implementing Officers (4 mark)**	
1	If more than 12 meetings of the various Implementing Officers are held	4
B5	**Front Office (Total 6 marks)**	
1	If sufficient toilet facilities ensuring cleanliness and availability of water, for the public are available	1
2	If Citizen's Charter has been updated and published	1
3	If ramp facility is provided for the disabled	1
4	If breastfeeding room is provided	1
5	If all the mandatory display boards have been established	1
6	If Kudumbashree Help Desk has been started	1
B6	**Computerization (2 marks)**	
1	Usage of softwares by concerned employees	2
B7	**If Asset Mapping is done efficiently and asset register is maintained and updated digitally/manually** (2 marks)	**2**
B8	**ISO Certification – (1 mark)**	

Best Municipality Award- Evaluation Method		
	THEME	**MARKS**
1	If ISO certification is renewed in time by the Municipality (if applicable)	1
2	For Municipalities which have not got ISO certification / not renewed in time	3 negative marks
B9	**General Topics (10 Marks)**	
1	If master incumbency register, charge hand over register are maintained and have been made up to date	2
2	If applications for Building Permit / regularizations had been settled within the stipulated time	2
3	If Licence applications have been disposed of within the stipulated time	2
4	If applications for Occupancy certificates / Building Number have been disposed of within the stipulated time	2
5	If there are more than 12 staff meetings convened	2
B10	**Public Grievance**	
	If a public grievance redressal mechanism is in place **(Maximum 4 Marks)**	
	Marks should be given only if the register is maintained, special committees are constituted and minutes are prepared and kept (maximum 5 marks).	
1	Between 70 and 80 per cent of the complaints received are settled	2
2	Between 81 and 90	3
3	Between 91 and 100	**4**
B11	**Audit (Maximum 8 marks)**	
1	If first reply to the Audit Report of the Statutory Audit for the previous year has been submitted in time.	**2**
2	Marks to be awarded in the following order to Municipalities which have completed the settlement process satisfactorily for the audit paras in the previous five years' audit reports of the Statutory Auditor.	
	Based on the settlement of audit paras	
(i)	50 – 75%	2
(ii)	76 – 90%	3
(iii)	91 – 100%	**4**
3	If accounts of expenditure have been finalized for the Union Finance Commission grants for the previous year	**2**
C. WELFARE MEASURES – TOTAL 50 MARKS		

Best Municipality Award- Evaluation Method		
	THEME	**MARKS**
C1	**Social security pension (2 marks)**	
	If the application received for various social welfare pensions have been processed and made ready for data entry	
1	100 %	2
2	If not, 90%	1 negative mark
C 2	**Kudumbashree / Agathi Rahitha Keralam Scheme (Ashraya Scheme) (11 marks)**	
1	If more than 3 Kudumbashree Evaluation Committee meetings have been convened (Agenda should be prepared and minutes should be completed in writing)	**4**
2	Percentage of expenditure allocated to the Agathi Rahitha Keralam Scheme (Ashraya Scheme)	
i	From 81% to 90%	1
ii	91% to 95%	2
iii	96% to 100%	**5**
3	Municipalities which have started implementing the second stage of the Scheme	2
4	Municipalities which have not started to implementing the second stage of the Scheme	1 negative mark
C 3	**Jagratha Samithi (12 marks)**	
1	If ward committee functions in all the wards	3
2	If Municipal level committee functions	4
3	If Municipal level committee have met more than five times	5
C 4	**If gender resources centre is constituted consisting of persons having specific qualification (5 marks)**	5
C 5	**If BUDS school / rehabilitation centre possess own building (Total 3 marks)**	3
C 6	**Janakeeya Hotel (maximum 4 marks)**	
1	If at least, one, people's hotel has been started	2
2	If more than one, people's hotel has been started	4
C 7	**If Disaster relief fund is constituted, Fund mobilized and operationalized (maximum 2marks)**	2
C8	**If Palliative Care activities covering all wards are done systematically** (4 marks)	4

Best Municipality Award- Evaluation Method		
	THEME	**MARKS**
C9	**If the Municipality has at least 75% of Anganwadis functioning in own buildings** (5 marks)	**5**
C10	**If at least 30% of the children in the age group of 3 to 6 residing in the Municipality are attending Anganwadis functioning there** (2 marks)	**2**
D	**DEVELOPMENT** – 100 MARKS	
D1	Innovative Projects (Selected using the criteria mentioned in the Report Para 5.4.10 (25 marks)	25
D2	Management of Water Bodies (11 marks)	
1	If successful schemes like well recharge, river protection and rainwater harvesting in public buildings have been formulated and successfully implemented	**11**
D3	Ayyankali Urban Employment Guarantee Scheme (9 marks)	
1	Providing work days (person-days) for families of active workers registered under the Ayyankali Urban Employment Guarantee Scheme	
i	In the range of 20- 40 days	3
ii	In the range of 40 -60 days	4
iii	In the range of 60 -100 days	**5**
2	If projects utilizing 20% -40% of Material component, are taken up	**1**
5	If projects for creation of assets have been taken up jointly with other departments	**3**
D5	**Sanitation (20 Marks)**	
1	Attainment of "Suchitwa Padavi"	**20**
D6	**Projects undertaken in Entrepreneurship and skill development (5 Marks)**	**5**
D7	**If projects for Transgenders undertaken (5 marks)**	**5**
D8	**If road connectivity plan done (10 Marks)**	**10**
D9	**Master Plan approved (15 Marks)**	**15**
	TOTAL	**250 Marks**

Appendix 12.1 Responsibility Mapping -Block Panchayats

AGRICULTURE		
No	**Activity**	**Role/Responsibility**
1.1	Increasing agricultural production	1.Compilation of database for crops and preparation of block level perspective plan
1.2	Support to production and distribution of inputs	1.Assisting in assessment of demand and supply of inputs to District Panchayats 2. Assisting in preparation of seed/planting material plan 3. Quality control of seeds/seedlings 4. Arranging distribution of inputs for procurement by Grama Panchayats
1.3	Support to agricultural extension	1. Organize melas, exhibitions etc. 2. Organize training, (farmers, officers) 3. Support to Information, Communication, Technology
1.4	Marketing and post-harvest handling	1. Preparation of marketing plan 2. Project preparation and establishing value added units
1.5	Credit	1. Preparation of block level credit plan 2. Mobilization of credit
1.6	Soil testing	Arrangement of transport of soil samples
1.7	Monitoring, evaluation and technical supervision	1. Monitoring projects of Grama Panchayats 2. Modification of projects based on the monitoring report 3. Technical supervision of projects of Grama Panchayats
1.8	Management of assets	1. Maintenance of buildings 2. Maintenance of implements and machineries 3. Maintenance of other assets
1.9	Watershed Management	1. Compilation of database and preparation of block level watershed plan
		2. Interdepartmental-inter crop coordination
		3. Arrange training and technical support
1.10	Soil conservation	Coordination with the professional/official/ soil conservation machinery and giving assistance in its work

2 Animal Husbandry		
No	***Activity***	***Role/Responsibility***
2.1.1	Rearing of domestic animals and birds	1. Training to beneficiaries. 2. Produce required number of animals and birds of good quality for distribution 3. Establish nurseries
2.1.2	Integrated Cattle Development Programme Sub Centre	Monitoring of artificial insemination and Extension activities of Integrated Cattle Development Programme Sub Centres
2.1.3	Veterinary hospitals /dispensaries	1. Management of veterinary polyclinics 2. Control and supervision 3. Development of infrastructure
2.1.4	Prevention of disease	1. Storing vaccine 2. Distribution of vaccine 3. Observing situation 4. Data collection
2.1.5	Animal husbandry and veterinary services	1. Delivery of expert veterinary services 2. Emergency treatment
2.1.6	Sale of fish, meat and other animal products	Establish modern slaughter houses
2.1.7	Control of Zoonotic diseases	1. Data Collection 2. Storage of required quantity of vaccine 3. Carry out animal birth control for dogs 4. Protect stray and abandoned animals
2.1.8	Collection of data of animals and animal products	Collection, consolidation, storing, monitoring and concurrent evaluation at Block Panchayat level
2.1.9	Procurement of medicine	Required medicines to be purchased for the veterinary poly clinics following existing norms
2.1.10	Control of Communicable diseases	1. Report the cases, laboratories test 2. Confirm the type of diseases 3. Supervision of preventive measures
2.1.11	Disaster management	1. Consolidation of loss/damages 2. Make available food and fodder in the relief camps
2.1.12	Animal welfare programmes	1. Awareness creation 2. Resource mobilization for animal welfare activities 3. Mobilization of non -governmental organizations
2.1.13	Mobile Veterinary hospitals/dispensaries	Conduct and development of mobile farm aid units/mobile veterinary dispensaries/hospitals

2 Animal Husbandry		
No	***Activity***	***Role/Responsibility***
2.1.14	Capacity building of farmers	1. Conduct of training 2. Making available audiovisual equipment
2.1.15	Farmers, meet, mela, exhibition	Block level melas
2.1.16	1. Veterinary Poly Clinic 2. Laboratory for veterinary poly clinics	1. Management of laboratories 2. Make available medicines and equipment 3. Management of veterinary poly clinics
2.1.17	Farms	1. Establish breeding units/nurseries 2. Ensure quality of animals and birds
2.1.18	Field trial pilot project	Field trial exhibition farms
2.1.19	Dissemination of information	1. Organize farmers' seminar on various subjects with the active participation of experts
2.1.20	Risk factor	2. Imparting training, organizing exhibitions
2.1.21	Risk factor	Data collection, storing
2.1.22	Breed improvement programmes	Technical guidance to breeders society
2.1.23	District Veterinary Centre	Referring for expert service if necessary in veterinary practice
2.1.24	Special schemes (Special Livestock Breeding Programme)	Monitoring
2.2	**Dairy Development**	
2.2.1	Promote dairy development activities	1. Impart training in cultivation of fodder crops, non-conventional cattle feed, production of hay and silage. 2. Promote commercial cultivation of fodder and its conservation in cooperative sector 3. Promote production of planting materials of fodder crops/trees in cooperative sector 4. Promote natural grassland development activities in cooperative sector and market the produce 5. Promote silvipasture cultivation in cooperative sector and market the produce 6. Organize cattle shows/calf rallies and exhibitions 7. Conduct seminars/workshops

2 Animal Husbandry		
No	***Activity***	***Role/Responsibility***
2.2. 2	Enhancement of milk production	1. Impart training in milk product manufacture 2. Impart training to society personnel 3. Assist dairy cooperatives for purchase of chemicals for quality analysis of milk 4. Promote awareness creation among farmers and society personnel in quality milk production 5. Impart training to farmers in quality milk production
2.2.3	Management	1. Development of infrastructure facilities for dairy extension service units 2. Management of dairy extension service units

3 Fisheries		
No	***Activity***	***Role/Responsibility***
3.1	**Development of Capture Fisheries**	
3.1.1	Conservation	Local level enforcement of craft and gear regulations (participatory programme)
3.2	**Development of Culture Fisheries**	
3.2.1	Development of fish water aquaculture	Integrated projects
3.2.2	Integrated fisheries	Integrated projects
3.2.3	Cold water fisheries	Assisting integrated cold water fisheries projects
3.2.4	Brackish water fisheries	Integrated projects
3.2.5	Mariculture	1. Pearl culture 2. Marine ornamental fish culture
3.3.	**Support Facilities to Culture Fisheries**	
3.3.1	Seed production	Projects and programmes for training seed rearing units
3.3.2	Seed distribution	Procurement and distribution of seeds
3.3.3	Feed production	Procurement and distribution of seeds
3.4	**Processing Sector**	
3.4.1	Improve traditional processing methods	Integrated production/marketing units
3.4.2	Pre-processing units	Building up common infrastructure facilities like peeling sheds/fish curing yards/ice crushing units

3 Fisheries		
No	***Activity***	***Role/Responsibility***
3.4.3	Diversification of fish products for export domestic market	Training and quality control programmes
3.5	**Marketing**	
3.5.1	Retail markets	Inspection and quality control programmes
3.5.2	Setting up of auction halls	Construction of auction halls and common facilities
3.5.3	Fish booth	Integrated/link system of fish supply
3.5.4	Fish storage facilities	Setting up cold storage facilities at block level markets
3.5	Market intelligence and extension	Survey and studies
3.6	**Fishermen Welfare**	
3.6.1	Fishermen list	Consolidate classified list (block-wise)
3.6.2	Coastal Poverty alleviation programme	Integration of activities of self-help groups/ Neighbourhood groups through state agency for fisheries
3.6.3	Fisheries cooperatives	Integration of activities of fisheries cooperatives (production/marketing)
3.6.4	Fisheries management and regulations	1. Support services 2. Infrastructure and man power support 3. Block level participatory programmes
3.7	**Infrastructure Development**	
3.7.1	Creation of social infrastructure	Supporting housing, water supply and sanitation schemes
3.7.2	Landing centres	Construction and management of modern landing centres
3.8	**Training**	
3.9	**Data and Statistics**	
3.9.1	Socio economic survey	Conduct of survey on fisheries status
3.9.2	Generation of catch statistics	Support to state for collecting data
3.10	**Sea Safety and Rescue**	
3.11	**Crisis Management**	
3.11.1	Natural Calamities (flood, fire, cyclone, disease/drought, tsunami etc.)	..
3.12	**Resource Management**	
3.12.1	Gene pool banking of indigenous fish resources	Protection of local/regional resources

4 Social Forestry		
No	***Activity***	***Role/Responsibility***
4.1	General functions	Constitution of expert committees
4.2	Social forestry and farm forestry	Establishment and management of nurseries for producing seedlings as demanded by Grama Panchayat and distribution of seedlings to Grama Panchayats as and when required.
4.3	Non wood forest product-processing, value addition and marketing	Promote small scale industrial units for value addition of non-wood forest product as a collaborative endeavour of stakeholder groups

5 Poverty Alleviation, Public Distribution and Natural Calamities		
No	***Activity***	***Role/Responsibility***
5.1	Poverty Alleviation	
5.1.1	Identification of poor	Training to functionaries
5.1.2	Organizing and empowering the poor	1. Capacity building 2. Grading of groups 3. Administering revolving fund subsidy under Swarnajayanthi Grama Swarozgar Yojana
5.1.3	Anti-Poverty Sub Plan	Preparation of plan for Block Panchayat
5.1.4	Self-employment programme	1. Identification of key activities/enterprises opportunities and submission of list to the District Panchayats 2. Infrastructure build up (including marketing support) based on the project report. 3. Entrepreneurship development programme and skill development training based on the training plan approved by the District Panchayat. 4. Credit linkage. 5. Monitoring of the programme at block level. 6. Conduct of fairs and exhibition at Block Panchayat level.
5.1.5	Wage employment	1. Capacity building to labour groups. 2. Preparation of action plan from the approved shelf of projects. 3. Issue of administrative sanction. 4. Execution of works through the labour groups registered with Grama Panchayat 5. Technical supervision and monitoring of the works executed by the grama panchayats 6. Monitoring of food grain distribution.
5.1.6	Basic minimum needs 1. House	1. Awareness building 2. Mason training. 3. Propagating appropriate technology. 4. Providing plan assistance to Grama Panchayats. 5. Implementation of housing schemes under centrally sponsored schemes. 6. Dovetailing supplementary plan assistance with centrally sponsored schemes.

5 Poverty Alleviation, Public Distribution and Natural Calamities		
No	***Activity***	***Role/Responsibility***
	2. House sites	Providing plan assistance to Grama Panchayats.
	3. Sanitation A. Household latrine/safe disposal of human excreta B. Disposal of solid and liquid waste at household level	1. Capacity building. 2. Skill development for construction workers. 3.Technical support. 4. Setting up of Rural Sanitary Marts and Production Centres. Providing technical assistance to Grama Panchayats.
	4. Drinking Water	Technical support.
5.1.7	Area development programme including Integrated waste land development programme	1. Constitution of watershed development team. 2. Capacity building to Neighbourhood groups and elected representatives. 3. Preparation of action plan. 4. Technical supervision 5. Coordination of line departments.
5.2	**PUBLIC DISTRIBUTION**	
5.2.1	System maintenance	Recommendation of new authorized wholesale depots.
5.2.2	Vigilance and enforcement aspects and redressal of public grievance	Inspection of authorized wholesale depots.
5.3	**NATURAL CALAMITY**	
5.3.1	Information system and rescue operation	Assist in the rescue operations
5.3.2	Rehabilitation	1. Mobilize the local resources for managing the camps. 2. Consolidate the lists given by the Grama Panchayats and forward to the District Panchayat. 3. Technical supervision of works.

6 Cooperatives		
No	***Activity***	***Role/Responsibility***
6.1	Preparation of local government level list of cooperative societies	Prepare a classified, development sector wise list of cooperative societies according to their type and objectives on the basis of:- 1. Having area of operation of more than one Grama Panchayat area comprised with in the Block Panchayat. 2. Having area of operation of the whole Block Panchayat area. 3. Having head quarter/ branch in the Block Panchayat area and having area of operation of more than the Block Panchayat area.
6.2	Financial assistance for mutual cooperation	1. Provide financial assistance to cooperative societies having area of operation within the Block Panchayat area only. 2. Provide subsidy to primary agriculture cooperative societies/farmer's service cooperative banks. 3. Incentives for deposit mobilization by primary agriculture cooperative societies.
6.3	Formation of new cooperative societies and strengthening of existing cooperatives.	Take initiative to revive/form a cooperative society in a needy sector with needy people and provide technical/financial assistance for the society.

7 Minor Irrigation		
No	***Activity***	***Role/Responsibility***
7.1	1. Development of minor irrigation schemes. 2. Rehabilitation/maintenance of all minor irrigation structures (minor and micro irrigation systems, tanks, ponds, dug wells, land reclamation works, bore wells, vertical cross bars, salt exclusion vertical cross bars, lift irrigation schemes, springs, water harvesting, structures including all delivery system.	1. Formulation of all lift irrigation and minor irrigation schemes benefiting less than 5 hectare and spread over in more than one Grama Panchayat. 2. Feasibility assessment. (i) Technical (ii) Agronomic (iii) Socio economic 3. Ensure availability of land through Grama Panchayat. 4. Approval (i) Administrative (ii) Technical 5. Formation of user groups/ organisations. 6. Capacity building. 7. Mobilisation of resources. (i) Public contribution in cash/kind (ii) Credit. 8. Implementation of the project including the distribution system. 9. Supervision, monitoring, and review of quality of works. 10. Ensure coordination between Irrigation and Agriculture Departments and agencies like Kerala State Electricity Board, Banks, non-governmental organisations etc. 11. Formulation and execution memorandum of understanding between panchayat and user groups. 12. Handing over the project to the user groups wherever applicable.

8 Power and Energy		
No	***Activity***	***Role/Responsibility***
8.1	Monitoring power supply (i) Availability of power supply (ii) Quality of supply	Coordinate with the utility to ensure power supply during prime crop season, special occasions and to meet any contingencies.
8.2	Promoting non-conventional sources of energy	Formulate projects for use of non-conventional energy sources and implementation of projects covering more than one Grama Panchayat limited to IMW power generation. Arrange training of personnel for operation and maintenance of non-conventional energy devices both new and existing. Coordinate with the utility to ensure power supply during prime crop season, special occasions and to meet any contingencies.

Industries		
No	***Activity***	***Role/Responsibility***
9.1	Industrial resource potential survey	Providing technical assistance and coordination of survey of Grama Panchayat
9.2	Market demand analysis	Assisting the market demand survey under taken by District Panchayat
9.3	Product identification and project formulation	Provide assistance to District Panchayat for product identification
9.4	Entrepreneur development programme	1. Technical support to Grama Panchayat in selection of entrepreneurs. 2. Establishing industrial counselling, information and guidance centre for promoting cottage/co-operative/private small scale industrial units.
9.5	Infrastructure development	Construction of mini industrial
9.6	Credit and financial assistance	Coordinating with financial institutions
9.7	Marketing raw material available	Establishing raw material bank
9.8	Technical know-how	Transfer and upgradation of technology in different areas of production
9.9	Issue of licenses/registration to small scale industries and warehouse	Provisional registration

10 Education		
No	*Activity*	*Role/Responsibility*
	Adult and Formal Education	
10.1	Establishment and maintenance of libraries	Extend assistance for maintenance and functioning of libraries.

11 Sports		
No	*Activity*	*Role/Responsibility*
11.1	Organize fairs, festivals and youth festivals.	Organize melas and festivals with the cooperation of Grama Panchayats
11.2	Promotion of sports activities	Organize sports melas with the assistance of local organizations in sports field.

12 Health Care		
No	*Activity*	*Role/Responsibility*
12.1	Management of hospitals/dispensaries/primary health centres	Day to day management and monitoring of community health centres/taluk health quarters hospitals and other institutions under ayurveda and homeopathy
12.1.1	Administrative Matters Filling up of vacancy	Appoint qualified persons on contract basis/through Employment Exchange when Public Service Commission list is not available.
12.1.2	Sanctioning of leave. 1. Casual leave and other leave where alternate arrangements are not needed. 2. Long leave where alternate arrangements are needed. 3. Transfer of Employees	To be sanctioned by President in the case of head of institution.
12.2	Procurement of equipment and drugs	Purchase drugs/equipment on the basis of approved list and rates.
12.3	Human resources man power issues	..
12.4	Construction and maintenance of buildings	1. Maintenance and repair of existing buildings, 2. Construction of buildings for hospitals under all streams.
12.5	Reporting and monthly programme meeting.	To be convened under the Chairmanship of President/Standing Committee Chairman.

12 Health Care		
No	**Activity**	**Role/Responsibility**
12.6	Clinics	Special clinics like adolescent clinics, diabetes and hypertension clinics, geriatric clinics to be organized.
12.7	Epidemic management	1. Provide required funds. 2. Provide additional manpower. 3. Muster the support of non- governmental organisation. 4. Organise preventive measures. 5. Health education.
12.8	National programmes	Additional support for conduct of national programmes for motivation and mobilisation of clients.
12.9	Preventive aspects	1. Periodic epidemiological surveys and health need assessment. 2. Preventive measures like immunisation/ vaccination.
12.10	Laboratory and investigation services	1. Ensure proper functioning of the existing laboratories. 2. Set up laboratory facilities wherever required. 3. Make available modern equipment and other prerequisites for the laboratories.
12.11	Family welfare activities. 1. Promotion 2.Implementation 3. Follow-up 4. School health programme.	Promotional activities for mother and child health and family planning. Periodic review of progress.
12.12	Bio medical waste management	In accordance with the provisions laid down in Bio Medical Waste Handling Rules.

13 Sanitation		
No	**Activity**	**Role/Responsibility**
13.1	Household latrine	1. Consolidation of projects of Grama Panchayats. 2. Funding. 3. Providing technical support/resource support for capacity building. 4. Sanitary mart.

13 Sanitation		
No	**Activity**	**Role/Responsibility**
13.2	Hospital sanitation	1. Sanitation of interiors of community health centres, block level primary health centre, taluk hospitals, government hospitals, ayurvedic and homeopathy taluk hospitals. 2. Sanitation of compound of community health centres, block level primary health centres, taluk hospitals, government hospitals, ayurvedic and homeopathy taluk hospitals. 3.Septic tank cleaning of community health centres, block level primary health centres, taluk hospitals, ayurvedic and homeo taluk hospitals. 4. Provision for latrines in community health centres block level primary health centres, taluk hospitals, government hospitals, ayurvedic and homeo taluk hospitals. 5. Biomedical waste management of community health centres, block level primary health centres, taluk hospitals, government hospitals, ayurvedic and homeo taluk hospitals.
13.3	Slaughter house	1. Installation of slaughterhouse as per norms of Government of India. 2. Biogas plant for slaughter waste and its operation and maintenance.
13.4	Solid waste management	1. Promote use of compost-organic farming. 2. Research and development needs assessment.
13.5	Office and institutional sanitation including peeling sheds, hatcheries poultry etc.	Provide equipment and chemicals for sanitation of institutions under Block Panchayat.
13.6	Environmental upkeep of water bodies and water supply points	Funding in case of bigger water bodies.
13.7	Resource mobilisation for sanitation.	Exploring the possibility of fund mobilisation from District Panchayat, state, central and other sources wherever applicable.

14 Water Supply		
No	*Activity*	*Role/Responsibility*
14.1	Water Supply Schemes	Provide financial support to Grama Panchayat for taking up water supply scheme.

15 Poverty Alleviation		
No	*Activity*	*Role/Responsibility*
15.4	Awareness creation and training on cost effective housing	1. Organization of training programmes for cost effective construction technologies and skill development. 2. Formation of building centres by arrangement with non-governmental organizations and engineers at block level to enable beneficiaries and Grama Panchayats to avail of their services for preparation of plan, advice on technical matters, to render advice on housing related matters to panchayats and to provide technical training to building workers. Such building centres need not be financially supported by Local Governments but shall be self-sustaining. Training programmes shall be supported by Block Panchayat and District Panchayat.
15.5	Development of norms and standards for housing and related infrastructure	Preparation of handouts for design options, norms, standards for construction of sanitary latrines, rainwater harvesting, recharging, waste management, access improvement etc. as per the norms laid down in the District Housing Strategy Plan.
15.6	Implementation of housing infrastructure	..
15.7	Monitoring and evaluation of housing schemes	..
15.8	Constitution of beneficiary committee	..
15.9	Land development for housing	Assisting in land development for housing activities.
15.10	Special housing needs	..
15.11	Mobilization of financial resources for housing	..
15.12	Environmental considerations in housing	..

16 Scheduled Castes and Scheduled Tribes Development		
No	***Activity***	***Role/Responsibility***
16.1	***Educational Development***	
16.1.1	Pre-primary education/ nursery/ kindergarten for Scheduled Castes and Scheduled Tribes	..
16.1.2	Primary education. i) Pre metric hostels for Scheduled Castes	1. Management of pre-metric hostels (Mess charge, uniform, furniture, travelling allowance etc.) 2. Construction of building. 3. Selection of students. 4. Tuition system. 5. Appointment of temporary staff.
	ii) Enrolment of Scheduled Castes and Scheduled Tribes, arresting of drop out.	..
	iii) Adult education/literacy programme for Scheduled Tribes	..
16.1.3	Better education to Scheduled Caste and Scheduled Tribe students	..
16.1.4	Welfare of Scheduled Caste and Scheduled Tribe students	..
16.1.5	Financial assistance to Scheduled Caste and Scheduled Tribe students in schools	..
16.1.6	Financial Assistance for higher studies	..
16.1.7	Scholarship to Scheduled Caste students whose parents are engaged in unclean occupation.	..
16.2	**Welfare Activities**	
16.2.1	Marriage Assistance	..
16.2.2	Rehabilitation of landless Scheduled Caste and Scheduled Tribe families	1. Land purchase 2. House construction
16.2.3	Housing	Provide supplementary assistance
16.2.4	Thatching grant	..

16 Scheduled Castes and Scheduled Tribes Development		
No	***Activity***	***Role/Responsibility***
16.2.5	Arrangement of basic amenities in Scheduled Caste and Scheduled Tribe colonies	..
16.2.6	Repair/ renovation/maintenance of houses	..
16.2.7	Sanitation (individual/ families	Provide subsidy
16.2.8	Electrification (individual/ families)	..
16.2.9	Travelling Allowance to Scheduled Caste and Scheduled Tribe job seekers	..
16.2.10	Scheduled Tribe youth festival	..
16.3	**Health**	
16.3.1	Discretionary grant	..
16.3.2	Financial assistance for treatment	..
16.3.3	Prevention and treatment of contagious diseases/ epidemic among Scheduled Castes/ Scheduled Tribes	..
16.3.4	Transportation of Scheduled Castes/ Scheduled Tribe patients to hospitals, transportation of dead bodies to habitats	..
16.3.5	Burial grounds	..
16.4	**Economic Department**	
16.4.1	Development programmes benefiting Scheduled Castes/ Scheduled Tribes in cooperative sector	Strengthening of Scheduled Castes/ Scheduled Tribe cooperative by providing share capital assistance, working capital assistance etc. depending on their area of operation, functions etc.

16 Scheduled Castes and Scheduled Tribes Development		
No	***Activity***	***Role/Responsibility***
16.4.2	Development programmes benefiting Scheduled Castes/ Scheduled Tribes in the forest and social forestry sector	Ensure sufficient experts and other personnel required for the functioning of the vanasamrakshna samithis (self-help groups empowered for the protection of forest areas and also implement development programmes within forest areas without creating damage to the flora and fauna) and the forest development agency (registered society under Charitable Societies Act) which is the apex body of the self-help groups in consultation with District Panchayat, Forest and Scheduled Castes and Scheduled Tribes Development Departments
16.4.3	Development programmes benefiting Scheduled Castes and Scheduled Tribes in the small scale industries sector	Arrange the setting up of Scheduled Castes/Scheduled Tribes small industrial units by mobilising the potential of Scheduled Castes and Scheduled Tribes entrepreneurs in collaboration with banks, Kudumbashree units, Scheduled Castes and Scheduled Tribes and Industries Departments etc. and higher tier Local Governments.
16.4.5	Development programmes benefiting Scheduled Castes/ Scheduled Tribes in social welfare sector	Formulate and implement schemes for the benefit of disabled Scheduled Caste/Scheduled Tribe children.
16.4.6	Poverty Alleviation	Anti-Poverty Sub Plan covering Scheduled Caste/Scheduled Tribe to be prepared and implemented as a package programme.

17 Social Welfare		
No	*Activity*	*Role/Responsibility*
17.1	***Women and Child Development***	
17.1.1	Integrated Child Development Services and related activities	Management of Integrated Child Development Scheme
17.1.1.1	Infrastructure for Anganwadis	1. Feasibility report by the Child Development Project Officer regarding the location of Anganwadi centres. 2. Mobilisation of fund and financial support for building construction. 3. Technical support for civil works. 4. Support for developing model Anganwadi centres. 5. Financial support to Grama Panchayats. 6. Providing land/purchase of land for Integrated Child Development Scheme office construction.
17.1.1.2	Anganwadi feeding programme	1. Financial support to Gram Panchayats. 2. Monitoring and evaluation at project level. 3. Ensure nutritive value of food and fund flow.
17.1.1.3	Nonformal early childhood education	1. Conducting block level balamela. 2. Convergence of services on early childhood education. 3. Evaluation and monitoring of pre-school education.
17.1.1.4	Health care	1. Providing health cards. 2. Special medical camps.
17.1.1.5	Nutrition and health education	Awareness programme for block level functionaries.
17.1.1.6	Community participation	1. Formation of coordination committee at block level. 2. Periodical meeting
17.1.1.7	Materials and supplies	1. Financial support for resource centre, monitoring and evaluation. 2. Developing Integrated Child Development Scheme office as resource centre.
17.1.1.8	Selection and transfer of staff	Verification and forwarding of proposal for new Anganwadis.
17.1.1.9	Training	Capacity development and skill up gradation of functionaries of line departments at the block level.
17.1.1.10	Survey and house visit	..

17 Social Welfare		
No	*Activity*	*Role/Responsibility*
17.1.1.11	Adolescent care	1.Block level adolescent girl mela. 2. Technical and financial support for all activities. 3. Block level award for best adolescent club. 4. Monitoring and evaluation. 5. Teen age counselling service, pre-marital counselling, problems faced by adolescent girls. 6. Prevention of Human Immuno Virus. 7.Health education for adolescent girl. 8. Formation of block level apex body for adolescent girl club.
17.1.1.12	Balika Samridhy Yojana	1. Monitoring and evaluation. 2. Block level awareness. 3. Fund allocation by Child Development Project Officer. 4. Supply of records and registers.
17.1.1.13	Women empowerment	1. Convergence of services of department. 2. Constitution of block society and its functions and channelizing Government of India schemes like Swadhar Greh, Support to Training and Employment Programme, Norwegian Agency for International Development, Adolescent Girls Employment Programme etc. 3. Strengthening self-help groups.
17.1.1.14	Legal protection and legal awareness to women	Implement programme entrusted by District Panchayat
17.1.1.15	Documentation and publication	Block level documentation of Integrated Child Development Scheme activities and publication.
17.1.1.16	Development of service standards and performance measurement	1. Preparation and publication of citizen chart of institutions. 2. Grievance redressal mechanism.
17.1.1.17	Preparation of disaggregated data on women and children	Preparation of disaggregated data on women and children
17.1.1.18	1. Other child welfare activities. 2. Management of day care centres for children of weaker sections	..
17.2	**Social Security: Welfare of Disabled, Aged and Destitute**	
17.2.1	Welfare of the disabled 1. Identity Card.	Consolidate block wise survey details on disability.

17 Social Welfare		
No	*Activity*	*Role/Responsibility*
	2.Medical check up	Organised medical camp involving specialists to issue disability certificate.
	3. Scholarship and stipend	..
	4. Supply of aids and appliances	..
	5. Disability resource centre	Organise camps for the distribution of aids and appliances with the assistance of the non-governmental organisations.
	6. Barrier free constructions.	1. Organise and manage resource centre for information guidance support and networking for various assistance and facilities for disabled. 2. Ensure barrier free environment for disabled for all institutions coming under the control of Block Panchayats.
	7. Sensitisation on rights of disabled	Organising camps for sensitization of the rights, privileges and benefits entitled for disabled.
	8. Educational support	Ensure enrolment of all disabled children for compulsory education/training
	9. Early detection of childhood disability.	Facilitate identification survey and ensure block community health centre support for the early child hood disability and early childhood stimulation programme.
	10.Distress relief fund for treatment of disabled	..
	11. Enforcement of Persons with Disabilities Act	..
	12. Non-governmental organisations participation	1. Promotion and technical support for the effective functioning of non-governmental organisations. 2. Prepare a directory of non-governmental organisations in the Block Panchayat.
	4. Community based rehabilitation for mentally challenged children	Organising block level camp to identify child hood disabilities
	5. Welfare and rehabilitation of mentally ill.	Identification of mentally ill referral service to specialised hospital.
17.2.2	*Welfare of the aged* 1. Collection of data on old age people.	Analyze block level situation based on survey conducted by Grama Panchayat

17 Social Welfare		
No	*Activity*	*Role/Responsibility*
	2. Nutrition for the aged.	Allocation of fund
	4. Information on rights and facilities of the aged	Extend financial assistance for conducting various programmes of the aged and for disseminating information
	5. Old age home/day care centre	Management of old age home/day care centre
	6. Non-governmental organisations participation for the aged.	Coordinate and assist activities of Grama Panchayat
	8. Income generating activities for the aged.	Organise income generating activities at the day care centre or other institutions.
17.2.3	*Observance of important days.* a. Children's Day. b. Women's Day. c. Disabled Day. d. Human Rights Day.	i. Women's Day. ii. Human Rights Day.
17.3	***Social Defence***	
17.3.1	*Compacting social evils* 1.Gender bias	1. Sensitisation programme. 2. Implement integrated women empowerment programme effectively.
	2. Female foeticide and infanticide	1. Sensation. 2. Implement integrated child development scheme and integrated women empowerment programme.
	3. Alcoholism, drug abuse and substance abuse.	1. Sensitisation programme. 2. Implementation of integrated women empowerment programme.
	4. Suicide	1. Form adolescent clubs, 2. Impart life education. 3. Implement income generating activities.
	5. Dowry	Sensitisation through adolescent clubs.
	6. Domestic violence	1. Pre-marital counselling. 2. Value based life education through Anganwadis network.
	7. Child labour	Conduct awareness programmes.
	8. Income generating activities for the aged.	Organise income generating activities at the day care centre or other institutions.

17 Social Welfare		
No	*Activity*	*Role/Responsibility*
	8. Beggary	Involve non-governmental organisations in effective rehabilitation of children engaged in begging.
	9. Children affected by violence, abuse in family, school, work place and public places.	Sensitize public
17.3.2	Juvenile Justice Administration –child rights,	1. Conduct balasabha annually for children below 18 years. 2. Organise recreational activities for children like construction of children park, conducting excursions, trucking etc. 3. Arrange awareness generating programmes in Child Rights Convention by utilising integrated child development scheme network. (Sector-wise mothers meeting, adolescent girls club etc.)
17.3.3	Street Children	1. Identify street children. 2. Coordinate with Grama Panchayat for their developments.

18 Public Works		
No	*Activity*	*Role/Responsibility*
18.1	New Works* In conformity with the development plan/spatial plan/land use plan/zoning regulations in force. The connectivity suggested by each local government should also be as per the restrictions imposed. The construction should not endanger the environment and should aim at utilization of local natural resources like water, water ways, waste land etc. without causing damage to the environment and should be based on watershed development plans.	1. Roads other than national highways and state highways passing through more than one Grama Panchayat. 2. Bridges, culverts. 3. Buildings. 4. Natural calamities. 5. Housing adopting conventional methods as well as cost effective/alternative technology utilizing locally available materials. 6. Wells and tube wells. 7. Water supply and lift irrigation. 8. All other construction works coming under the development sectors transferred to Local Governments including soil conservation.

18 Public Works		
No	*Activity*	*Role/Responsibility*
18.2	Identification and selection of projects	Selection of projects from the prioritized lists received from Grama Panchayats and proposals approved at development seminar or/and perspective plan prepared if any. Spatial distribution and watershed development plan also should be considered.
18.3	Administrative sanction	Irrespective of the estimate amount of the project
18.4	Allocation of funds	As provided for the budget
18.5	Investigation, design, preparation of plans, estimates and project reports.	By the engineering staff in the Block Panchayat
18.6	Technical sanction	1. By the technical committee at the block level subject to financial limit. 2. By the district level technical committee in case the financial limit exceeds.
18.7	Implementation	1. Through beneficiary committee subject to financial ceiling. 2. Deposit work/direct execution. 3. By tenders/through accredited agencies.
18.8	Procurement of materials	1. Bitumen to be procured and supplied as per government instruction from time to time. 2. All other materials by implementing agencies. 3. Quality assurance by experts, and by the technical committees.
18.9	Mobilization of resources. (a) Voluntary labour	With the help of Grama Panchayats
	(b) Land	1. By free surrender with the help of Grama Panchayat/acquisition 2. By transfer of government land
	(c) Cash	Collection and remittance in panchayat fund before actual implementation
18.10	Monitoring	As per guidelines issued from time to time
18.11	Measurement	1. By the engineers in Block Panchayat or in their absence, by members of technical committee. 2. For the works undertaken by accredited agencies by the engineers of such agencies.
18.12	Check measurement and test check	By competent superior engineers in Block Panchayat.
18.13	Payment	For all works arranged by Block Panchayat

18 Public Works		
No	*Activity*	*Role/Responsibility*
18.14	Evaluation of utility and benefits	By Grama Panchayats and Block Panchayat
18.15	Maintenance, upkeep and repair of assets	1. Maintenance of road register and updating. 2. Maintenance and updation of asset register (own and transferred) 3. Preparation of plan for annual maintenance and routine repairs. Raising funds, donations and other means for maintenance of community assets. 4. Allocation of plan funds for special repairs. 5. Vigilance against misuse, encroachment, damage and loss to assets. 6. Lease and transfer of assets as per rules, collection of rent, fees from users.
18.16	Spatial planning	Implementations of projects appropriate to the Block Panchayat.

Appendix 17.1 Amendments Proposed to the Kerala Municipality Act 1994

I. Amendments proposed in Kerala Municipality Act 1994 and Rules framed thereunder

A. Act to be amended. Kerala Municipality Act 1994

Section 2	**Kerala Municipality Act 1994**
Existing provisions	Definitions. — In this Act, unless the context otherwise requires, - (12)"Dangerous disease" means a disease specified in the Ninth Schedule or any disease included in the said schedule by Government, from time to time, by notification in the Gazette;
Proposed amendments	(12)"Dangerous disease" means a disease specified in the Ninth Schedule or any disease included in the said schedule by Government, from time to time, by notification in the Gazette ***or an "epidemic disease" as defined under The Kerala Epidemic Diseases Act 2021***

Section 22(1)(f)	**Kerala Municipality Act 1994**
Existing provisions	The Standing Committee for Health and Education of the Municipal Council shall deal with the matters of public health and health services, sanitation, control of dangerous and offensive trade, education, art, culture and sports etc.;
Proposed amendments	The Standing Committee for Health and Education of the Municipal Council shall deal with the matters of public health and health services, sanitation, control of ***Licenses to Industries, Factories, Trades, Entrepreneurship Activities and Other Services,*** education, art, culture and sports etc.;

Section 49	**Kerala Municipality Act 1994**
Existing provisions	Functions of the Secretary. — 65[(1) Subject to the provisions of this Act and the rules made thereunder, the Secretary shall, — (2) All litigations for or against the Municipality shall be conducted by or against the Secretary.
Proposed amendments	***(3)Notwithstanding anything this statute or any law for the time being force, Municipal Engineer shall be a necessary party in cases coming under Chapters XIII, XVI, XVII, XVIII, XIX and any other matters which are technical in nature and are incidental thereto.***

Section 50	**Kerala Municipality Act 1994**
Existing provisions	Rights and duties of Secretary. — (4) The Secretary shall for the discharge of his functions vested in him by or under this Act or in any other law], have the power after informing the Chairperson to incur expenditure not exceeding Rs. 25,000 out of the Municipal fund.
Proposed amendments	Rights and duties of Secretary. — (4) The Secretary shall for the discharge of his functions vested in him by or under this Act or in any other law], have the power after informing the Chairperson to incur expenditure not exceeding ***Rs. 50,000*** out of the Municipal fund.

Section 51(1)	**Kerala Municipality Act 1994**
Existing provisions	Preparation of Development plans by Municipalities. — (l) Ward Committee or Ward Sabha as the case may shall prepare every year in such form, as may be prescribed, a development plan for the ward along with an estimate of the expenditure therefor, for the next year and after finalising it in a meeting held three months before a financial year, submit the same to the Municipality concerned.
Proposed amendments	Preparation of Development plans by Municipalities. — (l) Ward Committee or Ward Sabha as the case may shall prepare every year in such form, as may be prescribed, a development plan for the ward along with an estimate of the expenditure therefor, for the next year. ***which would discuss the status studies prepared on various subjects and come out with suggestions in the order of priority.***

	The suggestions should be on civic needs of the ward as well as for the Local Government as above, Improvement of institutions under the Local Governments like Anganwadis, hostels, schools, hospitals, veterinary institutions etc., ***provision of amenities to families below poverty line, poverty alleviation and Local Economic Development*** and after finalising it in a meeting held three months before a financial year, submit the same to the Municipality concerned.

Section 51(2)	**Kerala Municipality Act 1994**
Existing provisions	Every Municipality shall prepare every year a development plan for the succeeding year considering the development plans submitted by the Ward Committees or Ward Sabhas of the Municipality in the prescribed manner for that Municipal area and submit the same to the District Planning Committee before such date as prescribed
Proposed amendments	Every Municipality shall prepare every year a development plan for the succeeding year considering the development plans submitted by the Ward Committees or Ward Sabhas of the Municipality in the prescribed manner for that Municipal area ***by devising norms and criteria for prioritizing the requests from Gram Sabha/Ward Sabha and apply norms and criteria in a fair and transparent manner and finalize the plan in accordance with the priorities listed and in case of tribals, the priorities set by the Oorukuttam shall not be changed by the Local Government except with their prior approval. and shall ensure horizontal or vertical integration of plans duly facilitated by Government and shall pay special attention to the spatial aspects of planning in accordance with the Town and Country Planning Act, and also, shall take care to ensure that the projects do not harm the environment by affecting bodies or take up activities resulting in soil degradation or harmfully impacting ecologically fragile lands*** and submit the same to the District Planning Committee before such date as prescribed. ***Local Governments shall come out with a document latest by 31st May indicating all the development programmes within the jurisdiction of the Local Government by the state and Local Governments in respect of functional areas devolved to Local Governments***

Section 217	**Kerala Municipality Act 1994**
Existing provisions	Power of the different authorities to sanction estimates. — 40[(l) Subject to the availability of resources and the provision in the budget estimate, the Authority competent to accord administrative sanction to the estimates of any works or schemes and the limit up to which such sanction may be accorded shall be as shown below, namely: —

(a) **Town Panchayat**	
(i)Standing Committee	Upto twenty-five thousand rupees
(ii)Council	Exceeding twenty-five thousand rupees
(b) **Municipal Council**	
(i) Standing Committee	Upto fifty thousand rupees
(ii) Council	Exceeding fifty thousand rupees
(c) **Municipal Corporation**	
(i) Standing Committee	Upto one lakh rupees
(ii) Council	Exceeding one lakh rupees.

Proposed amendments	Power of the different authorities to sanction estimates. — 40[(l) Subject to the availability of resources and the provision in the budget estimate, the Authority competent to accord administrative sanction to the estimates of any works or schemes and the limit up to which such sanction may be accorded shall be as shown below, namely: —

(a) **Town Panchayat**	
(i) Standing Committee	Upto twenty-five thousand rupees
(ii)Council	Exceeding twenty-five thousand rupees
(b) **Municipal Council**	

	(i)Standing Committee	***Upto one lakh rupees***
	(ii)Council	***Exceeding one lakh rupees.***
	(c) **Municipal Corporation**	
	(i)Standing Committee	***Upto two lakh rupees***
	(ii)Council	***Exceeding two lakh rupees.***

Section 219	**Kerala Municipality Act 1994**
Existing provisions	Mode of making contracts. — (1) Every contract entered into by the Secretary on behalf of a Municipality shall be entered into in such manner and form as to bind him if it were made on his own behalf, and may in like manner and form be varied or discharged: Provided that- (a) the common seal of the Municipality shall be affixed to every contract; and in the case of contracts for the execution of any work or the supply of any materials or services the cost of which exceeds one thousand rupees, and in the case of all other contracts whatever be their value, the contract shall be in writing and shall be sealed with the common seal of the Municipality and shall specify- (i) in the case of contracts for execution of works, supplies or service, the quantity of the work or the materials or services to be supplied, the cost to be paid for them and the time within which the work, supply or service should be completed; and (ii) in the case of all other contracts, the relevant particulars, (2) The common seal of the Municipality shall remain in the custody of the Secretary and shall not be affixed to any contract or other instrument except in his presence. (3) No contract executed otherwise than as provided in this section shall be binding on the Municipality.
Proposed amendments	***(4) Notwithstanding anything contained in this provision, the Municipal Engineer/Corporation Engineer shall also be competent to enter into contract in the matters of public civil works and connected matters with the approval of Municipal Council.***

Section 239	**Kerala Municipality Act 1994**
Existing provisions	Vacancy remission. — 1) When any building whether ordinarily let or occupied by the owner himself has been vacant and unlet for a half-year, the owner shall be entitled to a remission of tax for that half-year.
Proposed amendments	Vacancy remission. — 1) When any building whether ordinarily let or occupied by the owner himself has been vacant and unlet for a half-year, the owner shall be entitled to a remission of ***fifty percent of the*** tax ***payable*** for that half-year.

Section 272	**Kerala Municipality Act 1994**
Existing provisions	Prohibition of advertisement without written permission of the Secretary. — (1) No advertisement shall, after the levy of the tax under section 271 has been determined upon by the Council, be erected, exhibited, fixed or retained upon or over any land, building, wall, hoarding or structure within the municipal area or shall be displayed in any manner whatsoever in any place in that area without the written permission of the Secretary. (2) The Secretary shall not grant such permission if- (i) the advertisement contravenes any bye-law made by the Council under clause (32) of section 567; or (ii) the tax, if any, due in respect of the advertisement has not been paid. (3) Subject to the provisions of sub-section(2), in the case of an advertisement liable to advertisement tax the Secretary shall grant permission for the period to which the payment of tax relates and no fee shall be charged in respect of such permission: Provided that the provisions of this section shall not apply to any advertisement erected, exhibited, fixed or retained on the premises of a railway administration relating to the business of a railway administration.
Proposed amendments	Prohibition of advertisement without written permission of the Secretary. — (1) No advertisement shall, ~~***after the levy of the tax under section 271 has been determined upon by the Council,***~~ be erected, exhibited, fixed or retained upon or over any land, building, wall, hoarding or structure within the municipal area or shall be

	displayed in any manner whatsoever in any place in that area without the written permission of the Secretary. (2) The Secretary shall not grant such permission if- (i) the advertisement contravenes any bye-law made by the Council under clause (32) of section 567; or (~~*ii) the tax, if any, due in respect of the advertisement has not been paid.*~~ (3) Subject to the provisions of sub-section (2), in the case of an advertisement, ~~*liable to advertisement tax*~~ the Secretary shall grant permission after collecting the fees prescribed in respect of such permission: Provided that the provisions of this section shall not apply to any advertisement erected, exhibited, fixed or retained on the premises of a railway administration relating to the business of a railway administration.

Section 274	**Kerala Municipality Act 1994**
Existing provisions	Owner or person in occupation to be deemed responsible.— Where any advertisement is erected, exhibited, fixed or retained upon or over any land, building, wall, hoarding or structure in contravention of the provisions of section 271 or section 272 or after the written permission for the erection, exhibition, fixation or retention thereof for any period shall have expired or becomes void, the owner or person in occupation of such land, building, wall, hoarding or structure shall be deemed to be the person who has erected, exhibited, fixed or retained the advertisement in contravention unless he proves that such contravention was committed by a person not in his employment or under his control or was committed without his connivance.
Proposed amendments	Owner or person in occupation to be deemed responsible.— Where any advertisement is erected, exhibited, fixed or retained upon or over any land, building, wall, hoarding or structure in contravention of the provisions of ~~*section 271 or*~~ section 272 or after the written permission for the erection, exhibition, fixation or retention thereof for any period shall have expired or becomes void, the owner or person in occupation of such land, building, wall, hoarding or structure shall be deemed to be the person who has erected, exhibited, fixed or retained the advertisement in contravention unless he proves that such contravention was committed by a person not in his employment or under his control or was committed without his connivance.

Section 275	**Kerala Municipality Act 1994**
	Removal of unauthorised advertisement,— (I) Where any advertisement is erected, fixed or retained contrary to the

Existing provisions	provisions of sections 271 or section 272 or after the written permission for the erection, exhibition, fixation or retention thereof for any period shall have expired or becomes void, the Secretary may, by notice in writing require the owner or occupier of the land, building, wall, hoarding or structure upon or over which the same is erected, exhibited, fixed or retained to take down or remove such advertisement or may enter any building, land or property and have the advertisement removed. (2) any person exhibiting or responsible for exhibiting any advertisement otherwise than in accordance with the provisions of this Act shall be liable, in addition to the penalty prescribed in the Fourth Schedule and the Fifth Schedule to pay the Municipality the charges of the removal of the unauthorised advertisement.
Proposed amendments	Removal of unauthorised advertisement,— (I) Where any advertisement is erected, fixed or retained contrary to the provisions of ~~***sections 271 or***~~ section 272 or after the written permission for the erection, exhibition, fixation or retention thereof for any period shall have expired or becomes void, the Secretary may, by notice in writing require the owner or occupier of the land, building, wall, hoarding or structure upon or over which the same is erected, exhibited, fixed or retained to take down or remove such advertisement or may enter any building, land or property and have the advertisement removed. (2) any person exhibiting or responsible for exhibiting any advertisement otherwise than in accordance with the provisions of this Act shall be liable, in addition to the penalty prescribed in the Fourth Schedule and the Fifth Schedule to pay the Municipality the charges of the removal of the unauthorised advertisement.

Section 276	**Kerala Municipality Act 1994**
Existing provisions	Collection of tax on advertisement. — The Secretary may farm out the collection of any tax on advertisement leviable under section 271 for any period not exceeding one year at a time on such terms and conditions as may be provided for by bye-laws made under section 567.
Proposed amendments	***(To be repealed)***

Section 282	**Kerala Municipality Act 1994**
Existing provisions	Power to assess in case of escape from assessment.— Notwithstanding anything to the contrary contained in this Act or the rules made thereunder, where for any reason a person liable to pay any tax or fees leviable under this Chapter has escaped assessment in any half- year, the Secretary may at any time within four years from the date on which such person should have been assessed, serve on him a notice assessing to

	the tax or fee due and demanding payment thereof within fifteen days from the date of such service and thereupon the provisions of this Act and the rules made thereunder shall, so far as may be, apply as if the assessment was made in the half-year to which the tax or fee relates.
Proposed amendments	Power to assess in case of escape from assessment.— Notwithstanding anything to the contrary contained in this Act or the rules made thereunder, where for any reason a person liable to pay any tax or fees leviable under this Chapter has escaped assessment in any half- year, the Secretary may at any time within ***nine*** years from the date on which such person should have been assessed, serve on him a notice assessing to the tax or fee due and demanding payment thereof within fifteen days from the date of such service and thereupon the provisions of this Act and the rules made thereunder shall, so far as may be, apply as if the assessment was made in the half-year to which the tax or fee relates.

Section 340	**Kerala Municipality Act 1994**
Existing provisions	Prohibition of throwing rubbish or filth into public places. — (1) No person shall put or cause to be put any rubbish or filth or debris into any public place not intended for deposit of rubbish, filth, or debris. (2) Notwithstanding anything contained in this Act, the Secretary or an Officer specifically authorised for the purpose shall, on being satisfied that any person deposits or causes to deposit any rubbish, or filth or other debris in any public place not intended for the same, impose on the person so depositing or causing such deposit, a fine, on the spot, which may not exceed two hundred and fifty rupees and the fine so imposed shall be paid to the municipal fund within fifteen days and the Secretary shall initiate prosecution against the person if he fails to do so.
Proposed amendments	Prohibition of throwing rubbish or filth into public places. — (1) No person shall put or cause to be put any rubbish or filth or debris into any public place not intended for deposit of rubbish, filth, or debris. (2) Notwithstanding anything contained in this Act, the Secretary or an Officer specifically authorised for the purpose shall, on being satisfied that any person deposits or causes to deposit any rubbish, or filth or other debris in any public place not intended for the same, impose on the person so depositing or causing such deposit, a fine, on the spot, which may not exceed ***two thousand rupees*** and the fine so imposed shall be paid to the municipal fund within fifteen days and the Secretary shall initiate prosecution against the person if he fails to do so.

Section 440	**Kerala Municipality Act 1994**
Existing provisions	Power of Secretary to issue directions to abate nuisance.— (1) Where the Secretary is satisfied that any act or omission, place or thing which causes or is likely to cause injury, danger, annoyance, disturbance or offence to the sense of sight, smell or hearing or to rest or sleep or which is or may be dangerous to life or injurious to health or property of any person or persons, he may issue such direction to such person at whose instance, he has reason to believe that such nuisance is caused or such act or omission it is likely to be caused and take all steps as may be required to abate the said nuisance within such time as may be specified in the notice which shall not exceed forty eight hours. (2) Any person to whom a direction has been issued under sub-section (1) shall be bound to comply with such direction within such time as may be specified therein and any person failing to comply with the direction shall be liable to prosecution.
Proposed amendments	***Section 440(A)(1): -Notwithstanding anything contained in any law for the time being in force, the Secretary shall be an Executive Magistrate as defined under Section 20 of Code of Criminal Procedure 1973.*** ***(2) The local jurisdiction of the Executive Magistrate shall be the Municipal limits.*** ***(3) The powers so conferred on Secretary shall be a statutory power and shall be exercised accordingly as per Section 229B of Kerala Municipalities Act 1994.*** ***(4) For carrying out the provisions of this Act or any rule, bye-law or regulation made thereunder or any other Act, the Secretary shall have the power to issue necessary orders, directions, call for report from police officer who is empowered within the local jurisdiction. The police officer shall comply with such orders or directions, and/or shall furnish necessary report accordingly.***

Section 475	**Kerala Municipality Act 1994**
Existing provisions	Licence for private cart-stand. — (1) No person shall open a new private cart stand or continue to keep open a private cart-stand without a licence from the Municipality.
Proposed amendments	Licence for private vehicle-stand. — (1) No person shall open a new private ***vehicle*** stand or continue to keep open a private ***vehicle*** stand without a licence from the Municipality. ***(5) The Municipality may levy for every licence granted under this section a fee not exceeding ten thousand seven hundred and fifty rupees per annum.***

Section 509	**Kerala Municipality Act 1994**
Existing provisions	Appeal and revision — (I) An appeal may be preferred to the Council against any notice issued or any order passed or action taken by the Chairperson or the Secretary under any of the provisions of this Act other than Sections 390, 391, 395, 406 and 408 or the rules or bye-laws or regulations made thereunder.
Proposed amendments	***(5A) The appellant shall be afforded with an opportunity to be heard in person or duly authorised person.***

Section 530A	**Kerala Municipality Act 1994**
Existing provisions	Power to call for information from village Officers. — (1) The Secretary may, with the approval of the Chairperson, by an Order in writing require the concerned Village Officer of the Municipal area to furnish him with such categories of information as may be prescribed, in respect of a Village or any part thereof or any person or property therein and every such order shall be complied with by the Village Officer.
Proposed amendments	Power to call for information from village Officers. — (1) The Secretary may, ~~***with the approval of the Chairperson,***~~ by an Order in writing require the concerned Village Officer of the Municipal area to furnish him with such categories of information as may be prescribed, in respect of a Village or any part thereof or any person or property therein and every

	such order shall be complied with by the Village Officer. (The words "with the approval of the Chairperson" may be omitted)

Section 550	**Kerala Municipality Act 1994**
Existing provisions	Duties of police officer- (I) It shall be the duty of every police officer- (a) to communicate without delay to the proper officer of a Municipality any information which he receives of the design to commit or of the commission of any offence under this Act or any rule, bye-law or regulation made thereunder; and (b) to assist the Chairperson, the Secretary or any Officer or employee of a Municipality demanding his aid for the exercise of any power vested in them under this Act in or any rule, bye-law or regulation made thereunder. (2) Any Police Officer who omits or refuses to perform any duty imposed on him by this Act shall be deemed to have committed an offence under clause (d) of section 41 of the Kerala Police Act, 1960 (5 of 1960).
Proposed amendments	~~*under clause (d) of section 41 of the Kerala Police Act, 1960 (5 of 1960).*~~ (Shall be deleted.) To Add- ***(2) Any Police Officer who omits or refuses to perform any duty imposed on him by this Act shall be deemed to have committed and is guilty of an offence of any wilful breach or neglect of any provision of law or any rule or order which it is his duty as such police officer to observe or obey.*** ***(3) The Police Officer shall on conviction be liable to imprisonment for a term which may extend to three months, or with fine or with both.*** ***Provided that in respect of an act considered to be an offence under this section, the disciplinary authority concerned may decide that departmental disciplinary proceedings shall alone be taken without resorting to criminal proceedings.***

Section 552	**Kerala Municipality Act 1994**
Existing provisions	Exercise of powers of police officers, by employees of Municipality, — The Government may, by order, empower any employee or any class of employees of a Municipality to exercise the powers of a police officer for the purposes of this Act
Proposed amendments	***(2) The employee or any class of employees of a Municipality empowered by Government shall exercise the powers of a police officer within the municipal limit as provided under this Act.***
Section 570	Kerala Municipality Act 1994

Existing provisions	Penalty for breach of bye-laws and regulations. — In making a bye-law or a regulation, the Council may provide that a breach thereof shall be punishable- (a) with fine which may extend to five hundred rupees and in the case of a continuing breach with fine which may extend to fifty rupees for every day during which the breach continues after conviction for the first breach; or (b) with fine which may extend to fifty rupees for every day during which the breach continues after receipt of notice from the Secretary to discontinue such breach.
Proposed amendments	(a) with fine which may extend to ***two thousand five hundred rupees*** and in the case of a continuing breach with fine which may extend to ***five hundred*** rupees for every day during which the breach continues after conviction for the first breach; or (b) with fine which may extend to ***five hundred*** rupees for every day during which the breach continues after receipt of notice from the Secretary to discontinue such breach.

Section 572	**Kerala Municipality Act 1994**
Existing provisions	Confirmation of bye-laws or regulations. — (1) No bye-law or regulation or any cancellation or alteration thereof shall have effect until the same is approved and confirmed by the Government. (2) A bye-law or regulation, cancellation, or alteration thereof approved and confirmed under sub-section (1) shall be published in the Gazette and shall come into operation on the date of such publications unless a different date is provided therein.
Proposed amendments	Confirmation of bye-laws or regulations. — (1) No bye-law or regulation or any cancellation or alteration thereof shall have effect until the same is approved and confirmed by the ***Director of Urban Affairs (Director - LSGD Urban) on behalf of*** the Government. (2) A bye-law or regulation, cancellation, or alteration thereof approved and confirmed under sub-section (1) shall be published in the Gazette and shall come into operation on the date of such publications unless a different date is provided therein.

FIRST SCHEDULE [See Section 30(A)]	**Kerala Municipality Act 1994**
Existing provisions	FUNCTIONS OF THE MUNICIPALITY A. Mandatory Functions
Proposed amendments	***7. Storm water drainage.*** ***19. Issue of licences to Industries, Factories, Trades, Entrepreneurship Activities and Other Services.***

THE NINTH SCHEDULE [See section 2 (12)]	**Kerala Municipality Act 1994**
Existing provisions	LIST OF DANGEROUS DISEASES AIDS …… Gastro enteritis ……
Proposed amendments	***Any dangerous disease as notified by Government from time to time.***

New Sections to be inserted in Kerala Municipality Act 1994

New Section No.	53A
Details of provisions to be newly incorporated	***53A. The District Planning Committee shall vet and give clearance to all the Development Plans of Local Governments before implementation starts.*** ***District Planning Committees should regularly monitor the implementation of the plans of Local Governments and all the development programmes of the State Government within their jurisdiction*** ***To facilitate proper planning, the District Planning Committees shall have the powers to conduct surveys and studies as may be required*** ***District Planning Committees shall ensure that all plans shall clearly indicate the objectives, activities, costs, responsibilities and time-lines, outputs and, to the extent possible, expected impact.***
Reason for amendment proposal	In order to regulate the plan preparation process and ensuring strict monitoring and implementation, provisions has to be incorporated in the Act

New Section No.	56A
Details of provisions to be newly incorporated	***56 A. Roles and Responsibilities of the Government*** ***1. The State Government shall endeavour to protect the autonomy of Local Governments within the frame work of existing laws to enable them to function as institutions of self-government and shall not do anything which would directly or indirectly diminish the autonomy and status of Local Governments.*** ***2. The State Government shall not pass any executive orders which are not in accordance with Acts and Rules, especially those affecting Local Government revenues and shall not take any decisions which adversely affect the revenue of Local Governments without the consent of the Local Governments, without compensating the Local Governments.*** ***3. The State Government shall give clarifications and issue/facilitate statutory clearances to Local Governments in a timely manner on request. However over and above this, the State Government should establish a system and a protocol to proactively provide clarifications and statutory clearances in the interest of efficiency*** ***4. The promotions and postings to higher posts in Local Governments and other transferred departments shall be made in a timely manner by the State Government.*** ***5. The State Government shall not discriminate among Local Governments while taking decisions and shall apply the same norms***

	and standards for all Local Governments including those related to equity. ***6. The State Government shall ensure that it 'does' not impose any new unfunded mandates on Local Governments. However, nothing shall prevent the State Government from advising Local Governments on matters which have financial implications.*** ***7. The State Government shall provide pro-active support to Local Governments and enable them to discharge their functions efficiently. This includes mandating the different departments to act in consonance with the laws, policies and government orders related to Local Governments.*** ***8. Government shall as quickly as possible to sort out issues faced by Local Governments or provide a speaking response to the issues raised.*** ***9. The State Government shall consult Local Governments while formulating policies related to the functional domain of the Local Governments or Annual Plans and Five Year Plans*** ***10. The State Government shall develop rational standards and facilities for each institution of public service delivery managed by Local Governments and enable Local Governments to achieve them in a time-bound manner.*** ***11. The State Government shall actively encourage inter-Local Government level cooperation and facilitate inter-tier coordination to achieve cooperative governance to address common development issues.*** ***12. The Government shall build the capacity of Local Governments in a systematic and time-bound manner to enable Local Governments to discharge their functions effectively.*** ***13. The Government shall place before the State Legislature an Annual Performance Report on decentralization.***
Reason for amendment proposal	Roles and responsibilities of Government has to be clearly defined in the Act and some restrictions has to be enforced which adversely affects the revenue of Local Governments.

New Section No.	56B
Details of provisions to be newly incorporated	***56 B. Devolution of Funds to Local Governments*** ***The State Government shall devolve not less than 26.5 percent of the State Plan, to be increased by half a percent every year to touch at least 30% by five years and subsequent increase as recommended by the State Finance Commissions thereafter.*** ***Four percent of the State's Own Tax Revenue (SOTR) shall be devolved to Local Governments as a supplement to the own revenue of the Local Governments, four percent of the SOTR for the***

	maintenance of roads of Local Governments and 2.5% of the SOTR for the maintenance of assets transferred to Local Governments. Devolution shall be according to a formula and no discriminatory funding shall be done.
Reason for amendment proposal	In order to ensure proper devolution of funds to Local Governments, clear cut provision has to be provided in the Act.

New Section No.	206A
Details of provisions to be newly incorporated	***206 A. Recommendations of the Finance Commission*** ***The Finance Commission recommendations shall be acted in time, at any rate within 60 days of receipt of the report by the Government Government shall also put in a mechanism to ensure all the accepted recommendations shall be operationalised within one year of accepting the recommendations, including those requiring amendments to Acts and Rules.***
Reason for amendment proposal	There are many instances where even some of the accepted recommendations are lying non-operational due to lack of efforts on the part of the concerned officials. Giving adequate provision for this in the Act will improve things.

New Section No.	317A
Details of provisions to be newly incorporated	***317 A. Prohibition on filling up of water channels, storm water drains and other natural or other drainage facilities*** ***1. No person or institution shall fill up, reduce its carrying capacity, obstruct any water channels, creeks, natural or other storm water drains etc. being used for free flow of water facilitating flood control etc., passing through any land owned by the Government, Municipality or private persons within the limits of a Municipality, without the permission of the Municipality*** ***2. Whoever commits an offence under subsection (1) shall be punishable with a fine of up to Rs. 10,000/- on conviction.*** ***However, if such filling is required for any type of construction or land development, it may be done with the permission of the Municipal Council, with the Secretary's report, ensuring that it does not interfere with free flow of water, and ensuring adequate drainage facilities for flood control.***
Reason for amendment proposal	Due to the unauthorized filling of these inlets, there is constant threat of floods. Existing water outlets must be urgently protected to avoid this. As there are no other rules for this at

	present, it is possible to strongly intervene in this matter by adding a separate section as mentioned above in addition to the relevant section 317 of the Municipality Act.

New Section No.	321(4)
Details of provisions to be newly incorporated	***(4). If suitable sites are not available for the construction of public toilets for public use, the Council may decide to construct public toilets at petrol pumps, auditoriums, malls, supermarkets, hotels, owned by private persons and public institutions within the municipal limits and make them available for public use, subject to conditions set by the Council.***
Reason for amendment proposal	Municipalities are obliged to construct public toilets in cities as per the Swachh Bharat Mission provisions, as per the criteria for ODF status and Swatch Survey surveys and as per the take a break plan of the Government. However, in most urban areas this condition cannot be met because the municipality does not have the land available for this purpose and people are reluctant to give up land for the purpose of building toilets. The above provision should be introduced to overcome this limitation

New Section No.	322(4)
Details of provisions to be newly incorporated	***(4). Whoever commits an offence under subsection (1) shall be punishable with a fine of up to Rs. 10,000/- on conviction.***
Reason for amendment proposal	The section does not specify the penalty for violating the provision of adequate latrines, and this amendment is intended to address that

New Section No.	323(4)
Details of provisions to be newly incorporated	***(4). Whoever commits an offence under this section shall be punishable with a fine of up to Rs. 10,000/- on conviction.***
Reason for amendment proposal	The section does not specify the penalty for violating the provision of adequate latrines, and this amendment is intended to address that

New Section No.	325(2)
Details of provisions to be newly incorporated	***(2)Whoever commits an offence under this section shall be punishable with a fine of up to Rs. 5000/- on conviction.***
Reason for amendment proposal	The section does not specify the penalty for violating the provision of cleaning the latrines, and this amendment is intended to address that

New Section No.	326(4)
Details of provisions to be newly incorporated	***(4).The Councillor who is liable under subsection(1b) to oversee and ensure that the waste management is carried out smoothly and efficiently in the area included in the ward he is representing, under any circumstances obstructs the process or takes steps to prevent such waste management measures, such action of the Councillor will be treated as a reason for disqualification and will be liable for action under Section 91 of the Act.***
Reason for amendment proposal	At most times, the ward councillor takes stands against the Municipality in obstructing waste management measures taken in the ward which is against the interest of the Municipality and this issue has to be addressed.

New Section No.	332 B
Details of provisions to be newly incorporated	***332 B. Prohibition of obstruction of solid waste treatment plants and waste transport vehicles*** ***1. No one should interrupt or stop by force or by threat, restraining the waste transportation vehicles or any operation of any solid waste treatment plant, equipment or establishment established through law by the Government or Municipality as envisaged in Section 331 or 332*** ***Whoever commits an offence under this section shall be punishable with a fine of up to Rs. 25,000/- on conviction.***
Reason for amendment proposal	A lot of unnecessary agitations happen against setting up of waste management facilities and in order to check and control this, adequate provision has to be incorporated

New Section No.	334 A(5)
Details of provisions to be newly incorporated	***(5). If any Owners or occupants who for any reason are not able to use the waste management facility set up in their premises under section 334A(1) of the Act, they may segregate and hand over the waste to persons designated by the Municipality for collection of waste as per Section 327 (3) and they are liable to pay the cost.***
Reason for amendment proposal	1. As per Section 334 (a 1), it is the responsibility of the owners and occupants to set up any kind of storage or equipment approved by government agencies for disposal of biodegradable bio-waste at their home, residence, shop or establishment and to treat at source such waste as the creator of the waste. But if such facilities are out of order temporarily or for any other reason waste management gets hindered, to ensure proper waste management is done this provision is necessary

New Section No.	334 E
Details of provisions to be newly incorporated	***334 E. Responsibility for segregation of Inorganic Waste*** ***1. Subject to the provisions of the Environment (Protection) Act, 1986 (29th Central Act, 1986) and various regulations under it,*** ***A) Inorganic wastes such as plastics, electronics, paper, cloth, metals, leather, etc. should not be thrown away, burned or inadvertently dumped in public places, on the street, on the roadside or in the yard or anywhere else.*** ***(B) Such inorganic wastes shall be segregated and kept separately and safely by the respective waste generators in the building and premises owned and occupied by them.*** ***(C) Inorganic wastes thus segregated which cannot be treated at source should be handed over at regular intervals to the Green Task Force, authorised waste pickers, other agents, contractors etc. to be set up by the Municipality and the user fee fixed by the Municipality shall be payable to the persons employed by the Municipality directly or otherwise in the form of a surcharge at the rate fixed by the Municipality to be paid along with the property tax.*** ***(D) Construction-demolition waste, hazardous waste and hospital waste shall be segregated by the respective manufacturer and handed over to the agency designated by the Municipality at a fixed user fee.*** ***2. Whoever violates the provisions under this section shall be punishable with a fine of up to Rs. 10,000/- on conviction.***
Reason for amendment proposal	It is to be made mandatory .The segregation of all inorganic wastes for proper treatment and disposal of the same and this amendment is proposed.

New Section No.	**542 A**
Details of provisions to be newly incorporated	***542 A. Punishment for offences for which there is no separate provision. — (1) Any person who violates any of the provisions of this Act or commits any act of commission or omission in violation of the provisions of this Act or any rules or any order made thereunder shall, on conviction, if no other punishment is prescribed for the same offence under this Act, be punishable with fine which may extend to five thousand rupees.*** ***(2) Where the offence is committed by more than one person each of them shall be punished severally.***

New Section No.	**542 A**
Reason for amendment proposal	Since there are many violations where fines are not fixed specifically, a general penalty clause is needed to ensure penalising such offenders.

New Section No.	563 B
Details of provisions to be newly incorporated	***563 B. Service Delivery*** ***Every Municipality shall provide all services including those from the institutions transferred to it, within the prescribed time frame, based on the Citizens Charter published.***
Reason for amendment proposal	There is no specific provision related to Service delivery in the Act and no rules enlisting various services, uniform conditions, documents needed to be produced etc. and time frame, are prescribed. This needs to be addressed, to ensure proper, timely delivery of various services.

New Chapter XXIV B to be inserted after Chapter XXIV A to be named "ACCOUNTABILITY"		
1. z	***517 F***	***Financial Accountability***
2.	***517 G***	***Social Accountability***
3.	***517 H***	***Right to Hearing***
4.	***517 I***	***Grievance Redressal***
5.	***517 J***	***Proactive Disclosure***
6.	***517 K***	***Social Audit***
7.	***517 L***	***Ethics and Code of Conduct***
The above points are to be incorporated in the above Chapter as Sections in order to make all of the above factors of Accountability statutory in Local Governments and to strengthen the functioning of Local Governments. The details related to all the above factors are discussed in Chapter 12 of Volume II of the Third Report of the Commission. Rules also has to be framed in some cases for which proposals are given in the following sections.		

Amendments in Schedule IV of the Kerala Municipality Act 1994

(Penalty for breaches)

(Inclusions to be made in the Schedule)

Section	Subject	Rate of Fine recommended (In Rs.)
318	Prohibition of making connection with mains without permission	5000
327 (2 A)	Failure to comply with requisition to segregate the waste, for easy collection and disposal by the employees and contractors engaged by the Municipality	5000
371	Prohibition of hawk/sale in public place without licence	500
389	Prohibition of commencement of work of a building without permission	2000
396	Failure to obey Stoppage notice of construction/reconstruction of building endangering human life	20000
408(1)	Failure to obey Stoppage notice of construction/reconstruction of building	10000
440(1)	Failure to obey notice to abate nuisance	5000
479	Seizure of diseased animal for food in a noxious state, noxious food etc.	5000

Amendments in Schedule V of the Kerala Municipality Act 1994

(Penalty for continuing offences /breaches)

(Inclusions to be made in the Schedule)

Section	**Subject**	**For Continuous breaches - Rate of Fine recommended (In Rs. per day)**
318	Prohibition of making connection with mains without permission	2000

Section	Subject	For Continuous breaches - Rate of Fine recommended (In Rs. per day)
389	Prohibition of commencement of work of a building without permission	1000
396	Failure to obey Stoppage notice of construction/reconstruction of building endangering human life	5000
408(1)	Failure to obey Stoppage notice of construction/reconstruction of building	1000

B. Rules to be amended

Rules under Kerala Municipality Act 1994 to be amended

1. **Amendments to the Kerala Municipality (Compounding of Offence) Rules 1996**

Kerala Municipality Act 1994 defines most offences in the respective sections and in most cases the fines are enlisted in the Fourth Schedule of the Act which can be imposed by a magistrate in a court of law after conviction The Compounding of Offence Rules empowers Secretaries to compound the offences if the person accused had conceded to the offence. The Kerala Municipality Act was amended many times and many more provisions and fines additionally enlisted, especially those related to waste management were subsequently added. Since the Compounding of Offence Rules was not amended simultaneously, many such offences committed cannot be compounded at the Secretary level when the accused concedes to the offence and prolonged prosecution steps has to be taken for booking the culprit.

1. Hence the fines enlisted in the Schedule I of the above rules for various offences has to be amended and it should be in tune with the latest amendment in the Kerala Municipality Act based on Schedule IV of KM Act in order to empower Secretaries to compound all offences listed in Schedule IV of the Act.

Moreover, the fines in the additional Sections proposed also to be additionally included in the Schedule I of the above Rule.

2. Furthermore, no rules are prescribed related to the procedures to be followed including listing of all forms for taking prosecution steps to book violators who does not concede to the charges. The rules should be precise about prosecution (criminal proceedings). If a person commits an offense prohibited by Municipal law, all procedures should be prescribed in this rule as to finding it, preparing a preliminary report on it, and submitting it to the Secretary with all details of forms for reporting as detailed below.

- Preliminary Report and Mahasar
- Notices
- Compounding of offence proceedings(if the accused concedes to the offence)

If the accused denies committing the offence

- List of Witnesses
- List of documents and deeds
- Final Report or Charge Sheet or Secretary's Complaint
- Authorizing an official by the Secretary to file the Prosecution and its proceedings (Complaint)
- Prosecution steps
- Number of copies of complaints to be filed etc.

All these should be explained in the rules.

2. Repeal of the Kerala Municipality (Industries, Factories, Trades, Entrepreneurship activities and other Services Licence) Rules

The provisions in the Act and Rules regarding the licensing of Factories, Industries, Trades, Services and other enterprises are even now based on the old concepts in some points, though they were amended. The Secretaries have pointed out that there is to be greater clarity, simplicity and transparency in the process of issuing licences. Moreover, there is other regulations for licences such as the process of submitting applications through K Swift, under MSME legislation etc.

It is recommended that an expert group may be set up to study the issue. The group should consult organisations representing different industries and trades as also environmental groups and professionals. It may also study practices in other states like Tamil Nādu, Karnataka, Maharashtra, Punjab, Delhi and Gujarat. The whole process should be completed in four months.

Hence it is advisable and essential to go for a completely repeal of existing rules and go for fresh legislation.

C. New Rules to be framed under Kerala Municipality Act 1994

1. Kerala Municipality (District Planning Committee Secretariat) Rules

In order to improve the support systems to the DPC, a rule may be formulated incorporating all relevant details including those given below:

The job chart of the Secretariat and its mode of functioning needs to be specified. General suggestions are

1. The District Collector is the head of the Secretariat and should play the leadership role effectively. The assessment of the performance of the District Collector in this respect should be done by the Secretariat (Planning) and intimated to the Chief Secretary.

2. The State Government should empanel institutions and direct them to provide services as may be required by DPCs.

3. DPC should empanel experts both for specific tasks and as standing groups for specific purposes.

4. The KSPB and KILA may jointly develop a detailed Manual on the powers and functions of the DPCs and the processes and procedures to be followed while discharging their roles and responsibilities.

5. KILA should organize a specific capacity building programme for DPC members within the first six months including tailor-made courses for at least one week in IRMA, NIRD&PR, Tata Institute of Social Sciences (TISS) and IIM, Kozhikode.

6. The DPC Secretariat has to work as a team under the leadership of the District Collector, with the active involvement of the District Development Commissioner, District Planning Officer, Joint Director of LSGD, District Town Planner and the Deputy Director, Statistics. This team should meet once in fortnight, review its activities and prepare a plan of action for activities in the next fortnight.

7. As a team the Secretariat should provide high quality professional support to the DPC to achieve the larger objectives of the Constitution and People's Plan.

The following District Officers has to play an important role in the DPC as a part the Secretariat

I. **District Planning Officer (DPO)**

1. Arranging all aspects of the logistics for conducting DPC meetings, like preparation of agenda items, fixing of meeting day by liaising with the Collector and DPC Chairperson, getting the agenda approved, supplementing the agenda with detailed notes collected from the Joint Secretaries, etc.
2. Prepare the draft minutes in consultation with other members of the Secretariat and got approved without delay.
3. Draft the proceedings of the DPC after the minutes are approved and submit it through the Member Secretary to the Chairpersons.
4. Should process the requests to be sent to the Coordination Committee with the draft comments and suggestions.
5. Assist the DPC in deciding local subsidy variations as permitted.
6. Should coordinate the preparation and monitoring of plans for SC/ST and special groups with special focus on quality.
7. Should be the repository of all relevant Government Orders and other instructions on decentralized planning and should make them simultaneously available to all officers and Local Governments.
8. Should coordinate the smooth functioning of the Appeals Committee of the DPC.
9. Should coordinate preparation of joint projects of Local Governments.
10. Should take the lead in monitoring Local Governments to take up innovative projects.
11. Should facilitate, inter-tier, coordination and integration.
12. Should be in charge of the DPC building and ensure its proper operation and maintenance.

2. Deputy Director, Statistics

1. To collect and furnish all available statistics relevant for planning in the district.
2. Interpret different national statistics for use in the district.
3. Identify gaps and initiate steps to fill up the gaps.
4. Analyze the performance of Local Governments with reference to their projects, expenditures, and outputs.
5. Develop a system to monitor outcomes especially in health, education, economic development including production and jobs.

6. Prepare progress reports for review in the DPC.
7. Monitor deposit works of different Local Governments.
8. Supervise and coordinate functioning of Data Managers in Local Governments.
9. Coordinate capacity building activities related to local statistics within the district.

3. District Town Planner

1. Analysing spatial data and visualizing them through GIS.
2. Identifying economically fragile areas and hazard prone areas and mapping their characteristics.
3. Preparation of data regarding urbanization including classification of towns in different orders.
4. Preparing special plans for connectivity, location of institutions, including markets, provision of amenities like water supply and sanitation.
5. Coordinate the preparation of Master Plans and Detailed Town Plans.

2. **Kerala Municipality (Seizure, Confiscation and disposal of Vehicles, Goods, etc.) Rules**

(Purpose: Under Section 340B of the Kerala Municipality Act 1994,a vehicle carrying filth or excreta through public places/public roads can be seized and confiscated if there is an intention to violate Section 340 A of the Act. Likewise, goods deposited on public streets etc. can be seized, but there are no rules prescribed how to handle such seized vehicles and goods. This often results in apathy on the part of officials to seize such vehicles /goods violating laws and confiscating of them which leads to a trend in violation of the Law. There needs to be a comprehensive rule to address this.)

3. **Kerala Municipality (Health Executive Wing) Rules**

- The rules and responsibilities of each health department officials should be detailed in this Rule
- Their uniforms, symbols of authority, etc. must be clearly defined
- They should be equipped with extensive powers as the Uniformed Municipal Force of the Municipality.
- They should be given similar powers at par with the police force to a certain extent to control the waste management issues to a certain extent

4. **Kerala Municipality (Maintenance and usage of waste disposal/ treatment equipment and vehicles) Rules**

•This Rules should explain the modalities and conditions of purchase, maintenance, storage, etc. of vehicles used for garbage transportation/waste treatment etc. and the responsibilities of the Health Department officials on them, etc.

• Details like their usage, checking of log books of such vehicles, installation of GPS system , using them only as covered vehicles etc. has to be incorporated. Moreover, since many of these vehicles are purchased urgently by the Local Governments, many a times appropriate posts of drivers will not be there in place at times and for putting them in use, the conditions and provisions for appointment of drivers temporarily should also be incorporated in the rules.

• In many Local Governments, such vehicles/equipment often gets handed over to over to enterprises such as Kudumbashree, for operationalizing waste management. Absence of clear cut provisions often leads to many difficulties. This too can be regulated through framing clear cut rules.

• In addition to vehicles, handling of pull carts, incinerators and other waste management equipment related to waste treatment can also be brought under its purview.

(Purpose: There are often disputes between the municipal health department and the engineering department regarding the maintenance of vehicles for garbage transportation , which can be resolved through clear legislation and prevent misuse of these vehicles. It should be made the responsibility of the staff of the Health Wing to install GPS systems in all such vehicles and ensure their operation.

5. **Kerala Municipality (Liquid Waste Management) Rules**

• Detailed rules need to be formulated for treatment of liquid waste.

• Provisions relating to disposal of sewage and toilet effluents from households and establishments may be included in this Rules.

• This Rule may specify action against persons who discharge effluents in canals, storm water drains, ditches etc. The discharge of wastes and the impediments made to drains, canals etc. while carrying out construction activities in their property is also a very serious issue which has to be addressed.

• Today there is no provision for regulating the collection and transportation of septage in vehicles from homes and institutions to treatment facilities when done with permission. Moreover, it is high time to control such activities done unauthorizedly. This can be stipulated in the Rules.

• In addition, the user fee, conditions for the transfer of septage and sullage to such treatment facilities has to be specified

• Similarly, detailed specific regulations regarding the construction of septic tanks and sock pits especially related to periodically desilting, checking for leakages, testing of drinking water in the wells, facilities in the nearby premises for detection of E Coli and other pollutants etc. has to be incorporated.
• This rule may also specify the user fee to be charged when desilting of a septic tank or soap pit.
(Purpose: After the solid waste problem, Kerala has to take the issue of liquid waste treatment seriously. There are currently no effective provisions for this.)

6. **Kerala Municipality (Selection of Beneficiaries under various schemes) Rules**

- Even though guidelines are prepared and issued related to beneficiary selection, it is not strictly followed to the letter and spirit. A comprehensive rule has to be formulated regarding this to ensure fair and free selection of beneficiaries
- A comprehensive data base of every member of the households need to be prepared by the Local Government. This database should contain the demographic, health, educational, employment profile of every individual, the details of house and property owned by the households should also be collected and compiled. This should form the basis for planning and beneficiary selection.
- While taking decisions on allotment of benefits or indication of priorities it shall be done in two stages. In the first stage after a facilitated discussion the Grama Sabha/Ward Sabha should identify the norms and criteria for prioritization or conferring benefits. Thereafter these should be applied with reference to the items and a decision taken and recorded. This will ensure fairness, transparency and more importantly, greater acceptability.
- Benefits received from Local Governments and other institutions should be published on the website after allocating a unique identification number to every household.
- In most Local Governments, the beneficiaries are selected ward wise and there is a tendency to do a ward wise division related to selection without considering the Local Government as a whole unit, especially for individual beneficiary-oriented projects involving assistance for house repair, providing of latrines etc. This leads to a situation where actual eligible beneficiaries are often left out. The Local Government should fix norms and criteria for needs identification and prioritization of general and individual projects in a fair and transparent manner. Ward/Division wise selection of beneficiaries should be made unlawful and included in the Rules.

- Even though the initial selection is to be done in Ward Sabhas, at most times the conditions stipulated are not followed in the process in a strict sense. Provisions are to be included to avoid this
- The lists are not printed and kept as stipulated, in most Local Governments. This should be made mandatory in the Rules

7. Kerala Municipality (Preparation of Development Plan) Rules

There is no comprehensive rule for preparation of Development Plans of Local Governments. Even though guidelines are issued from time to time, there is need for clarity and the processes is to be made statutory. Rules to be framed in this regard including at least the basic principles and methodologies in order to make the Plan preparation process smoother and more forthcoming. Some of the points to be included in the Rules are as follows

1. All Local Governments shall prepare plans for the resources over which they have command including their own funds, funds devolved from the State Government, all the schemes entrusted by the State or Central Governments to them for planning and implementation and resources mobilized in cash or kind from the public.
2. Only works included in the plan should be executed except that of very urgent nature and a ceiling is to be fixed.
3. The plan shall be for the functions and responsibilities transferred to Local Governments and shall include plans for maintenance as well as for improving delivery of services.
4. For preparation of the plans, needs shall be identified from the Gram Sabha/Ward Sabha which would discuss the status studies prepared on various subjects and come out with suggestions in the order of priority.
5. In the case of tribals, the priorities set by the 'Oorukuttam' shall not be changed by the local government except with their prior approval.
6. While preparing the plans, the Local Governments shall ensure horizontal or vertical integration of plans duly facilitated by government. This should include state and centrally sponsored schemes.
7. While preparing the plans, the Local Governments shall pay special attention to the spatial aspects of planning in accordance with the Town and Country Planning Act.

8. The Local Governments shall take care to ensure that the projects do not harm the environment by affecting water bodies or take up activities

resulting in soil degradation or harmfully impacting ecologically fragile lands.

9. To facilitate proper planning, the DPC shall have the powers to conduct surveys and studies as may be required.
10. Government shall issue necessary directions from time to time on the process to be followed in the preparation of the plan and the formats to be adhered to while preparing the plan.
11. All plans shall clearly indicate the objectives, activities, costs, responsibilities and time-lines, outputs and, to the extent possible, expected impact.
12. All the plans shall be submitted to the District Planning Committee for vetting and clearance before implementation starts.
13. Local Governments shall come out with a 'document latest by 31st May indicating all the development programmes within the jurisdiction of the Local Governments by the State and Local Governments in respect of functional areas devolved to Local Governments.
14. The DPCs should carry out effectively, monthly monitoring of the implementation of the plans of Local Governments and of the State Government at the Local Government level.

8. Kerala Municipality (Social Accountability) Rules

As an integral part of Good Governance, Social Accountability has to be brought into the system, for which a Rule may be prescribed incorporating provisions like making Social Audit mandatory, introducing a strong public grievance redressal system etc. A detailed Social Audit Manual may also be issued by the Government.

I. Social Audit

1. The social audit should follow the auditing standards of social audit laid down by the CAG. Social Audit should be conducted covering all expenditures and services of Local Governments. This should be done at least once a year. Social Audit should be coordinated by a state level Social Audit Unit which would work as part of the Audit Commission once it is created. Till then it will work as an autonomous unit.

2. The Social Audit Unit should have a Director who is an independent professional identified through an open selection process and the unit should consist of three more professionals one of them should be an expert in audit, the second one an expert in social work and

the third one an expert in development; all with a minimum of five years' experience, selection through a competitive process. As a special case the Public Service Commission could be asked to select the Director and the professionals to ensure credibility.

3. At the field level Social Audit may be facilitated by a Social Audit Facilitation team half of whom should be selected through a competitive exam from among the eligible candidates with the unit of selection being the Blocks in the case of rural area and, Municipalities and Corporations in urban areas. Eligible candidates should be in the age group 21 to 45, and preferably should be children of MGNREGS/AUEGS workers/traditional fisherfolk who have completed at least 50 days of work in each of the last two years or of priority ration card holders.

4. Fifty percent of the members should be women and there should be reservation for SC and ST and traditional fisherfolk which would be equivalent to thrice the percentage of population in that area rounded to the next higher number.

5. The other half should be selected from among the civil society organizations and students of academic institutions, following 1:1 ratio and ensuring that 50% are women. This selection from CSOs should also be merit based through an examination conducted by an independent agency like IMG or CMD. Student volunteers should be selected by draw of lots from those interested. The teams should have a term of five years except student volunteers.

6. It should be clarified that the real auditors are the people and the facilitators would aid the process by verifying records, holding Focus Group Discussions, identifying issues and irregularities and also successes and failures, constraints etc., and prepare a report which would be presented to the people for additional inputs after which the draft shall be finalized and presents in the grama/ward Sabha. The Local Government would respond to the draft and based on the response it may be modified and finalized and uploaded on the website.

7. Once the Social Audit Report is finalized, follow up action has to be taken by the Local Government concerned, failing which it would be deemed to be a malfeasance which should be taken cognizant

by the Ombudsman based on the request by an authorized official at the district level.

8. The cost of the Social Audit Unit at the State level shall be met by the Government as also the cost of the capacity building. The cost of field level Social Audit shall be met by the Government in the first instance and reimbursed by the Local Government concerned within 15 days of the State level unit submitting their expenditure statement duly authenticated.

II. Grievance Redressal.

1. The Rules must mandate that Local Governments should indicate the reasons for every decision fairly clearly and also the norms and criteria adopted in respect of different decisions especially in relation to services to the public and provision of benefits to them. Whenever a Local Government makes changes the reason for the changes should also be recorded.
2. Where major changes are intended in local policies the public must be given a chance to offer suggestions and these suggestions and the response of Local Governments should be publicly disclosed.
3. There shall be a grievance redressal procedure to be followed by Local Governments. Grievance is defined as an actionable wrong and for each institution the Grievance Redressal Officer may be notified. Grievances may be filed on-line or given off-line. All grievances should be entered in a register and the progress of action noted for citizens to view or know and the final decision should be taken as early as possible and relevant entries made. The first come first serve principle will be followed while taking action on grievances of similar nature.
4. If there are more than 20 grievances in respect of a decision, public hearing shall be organized and the public hearing should be conducted by a panel chaired by the Chairperson of the Standing Committee concerned with the members being the officer concerned and a volunteer of repute to be identified for this purpose.

9. Kerala Municipality (Citizen Charter and Service Delivery) Rules

Timely publication and updation of Citizen Charter are mandated by law. Service delivery is one aspect where the Local Governments have to focus hard to be more citizen friendly and gain acceptability in the changed times. In the light of the Right to Service Act, timely delivery of Service is statutory and if the time frame is not adhered to, it is a punishable offence. The conditions stipulated for issuing various

certificates/delivering other services etc. are not uniformly followed in all Local Governments. This is due to lack of statutory provisions. To facilitate this, a comprehensive rule has to be framed where the modalities are prescribed, necessary to facilitate Local Governments to make decisions faster. Much more clarity is required on the various types of services, the preconditions for availing such services including production of evidentiary document or in their absence, the procedures to be followed, the mode of processing such requests and deciding on them timely and the manner of communicating the final decision which should record the reasons for the decision as also how appeal if any should be followed. KILA had prepared a handbook on services in 2009. This could be updated, made statutory and adopted as a frame work in the rules to be framed. The rules to be framed may also focus on the issues discussed below.

As far as possible the services should be given online following strictly the principle first come first served and within the time lines prescribed.

In the case of infirm people, there should be a system where, based on a phone call, message, or request, volunteers would go and take the request in writing in the prescribed forms.

On processing such applications, if the services sought for cannot be given due to valid reasons such as non-compliance of rules, violation of guidelines/conditions, non-enclosure of required documents etc., in order to ensure fairness and natural justice, whenever such applications are rejected, first of all a notice is to be issued to the applicant specifying a time frame to produce documents and show cause why it should not be rejected. If no positive reply is received within the time limit, it could be rejected and the valid reason should be clearly mentioned in the rejection notice/order. In all rejection notices/ orders the details regarding the name and address of the appellate authority, time frame for filing the appeal etc. should also be invariably given.

A Citizen Information System should be put in place which is dynamic. While the Local Governments may provide information in their websites, there should be a system for compiling information from all Local Governments and making them available in a portal.

The portion on Citizen's Charter may be expanded to include the following:

1. Awareness Building on Citizens' Charter
2. Laying down of minimum standards for different services by the Government
3. Process and steps in preparation of service delivery plan by Local Governments after consultation with the stakeholders
4. Ensuring that the conditions and norms for availing different services and benefits are displayed.

5. Indicating the names of the persons responsible for different services.

6. Stating the time limit for the delivery of each service.

7. There should be a mandatory queue system and if there have to be exceptions, the conditions for such exception need to be spelt out.

8. The service delivery plan should also suggest needs for improvement of infrastructure to enhance the quality of services and this should be incorporated in the annual plan.

9. During the tenure of a Local Government there should be a participatory evaluation of the service delivery plan at the beginning and at the midterm. This can be done through an online survey. Support of experts/ agencies may be sought to design, administer and analyze the survey results.

10. **Kerala Municipality (Suo motu Proactive Public Disclosure) Rules**

Transparency is one of the major key factors in Good Governance. In order to gain more acceptability and to make the general public aware of all activities going on in the Local Governments, a comprehensive rule is necessary to be formulated in this aspect. It is mandatory for all Municipalities and Municipal Corporations to publish information for general public under section 517 B (3) of the Kerala Municipality Act 1994.Government had issued an order in this respect giving directions for Public Disclosure, as per G. O (MS) No.48/09/LSGD Dated 21/3/2009 in order to ensure proper disclosure of information on different aspects of the functioning of Municipalities and Municipal Corporations to the public. In the Appendix of the above G.O., it is stipulated as follows:

Directions for Public Disclosure of Information by the Municipalities / Municipal Corporations

I. **Back ground**

1. Transparency is key principle of Kerala's decentralization and participatory planning. The ideal was given statutory form through amendment to the Kerala Municipality Act 1994 when Section 517 B was introduced providing for Right to Information. This has been further reinforced and extended with enactment of Right to Information Act 2005.

Further, the State Government of Kerala, as a signatory to a tri-partite Memorandum of Agreement (MoA) with the Government of India and the Urban Local Bodies of Thiruvananthapuram and Kochi under the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) has committed itself to the implementation of seven mandatory reforms, among which is the Public Disclosure Law. It is in this context, therefore that the Municipalities / Municipal Corporations are directed to implement the Public Disclosure of Information.

II. **Objectives**

1. To maintain and disclose information on the functioning of Municipalities/ Municipal Corporations and related local bodies on a regular basis in a specified format to promote a culture of accountability and transparency.

2. To bring about efficient and citizen friendly governance

3. To motivate public spirited people to watch the utilization of public funds.

4. To ensure the community participation and incorporation of felt needs in the Service Delivery and Infrastructure Development Programmes of the Municipality / Municipal Corporation and realize appropriate, affordable and cost-effective solutions to address the local issues.

III. **Definitions**

a. "Public disclosure" means provision of details related to Urban Local Government Institutions as mandated by these guidelines or as decided by the Municipality / Municipal Corporation from time to time.

b. "Municipality/Municipal Corporation" means a Town Panchayat, a Municipal Council or a Municipal Corporation as provided under the Kerala Municipality Act, 1994.

c. "Municipal Area" means an area coming under the administrative control of a Town Panchayath or a Municipal Council or a Municipal Corporation provided in the Kerala Municipality Act, 1994.

d. "Service" means an assistance that a Municipality/Municipal Corporation may render to a citizen which is obligatory/discretionary/administrative/developmental/welfarist/regulatory; directly or indirectly through institutions/agencies under its control, either free of cost or by imposing a reasonable fee to improve the quality of life of citizens and it may include the rendering of financial assistance and the issue of permit, license or certificate for any purpose.

Words and expressions used, but not defined in these guidelines, but defined in the Kerala Municipality Act, 1994 shall have the meaning respectively assigned to them in the Act.

IV. Obligation of Municipality/Municipal Corporation

Every Municipality/Municipal Corporation shall maintain and publish all its records duly catalogued and indexed, using the formats as given in Part A and Part B of these guidelines, and in the manner and frequency as specified.

The formats were given in the Annexe of the above government order.

Even though the above Government order was issued in 2009, the same has not been fully operationalized. Rules framed incorporating more details and additions will make it more effective. Some of the additional points to be covered in the disclosure items other than those mentioned in the above Government order is given below:

1. Minutes of the meetings of Council, Standing Committees, Steering Committees and other Committees and details of action taken to be updated then and there.
2. Copies of all orders, circulars etc. issued by the Local Government in respect of administration, other aspects etc.
3. List of all beneficiaries selected under various Schemes including Social Security Schemes and the procedure of selection including the selection criteria
4. Details related to issuing of all licenses, permits including building permit and status of all applications.
5. File movement information
6. Details of staff strength and vacancies
7. Details of training given to all employee and Councillors in Capacity Building
8. Details of attendance of all employees including sanitation workers and substitutes, CLR workers etc.to be updated on a daily basis
9. Details of disciplinary action taken against all employees
10. Details of funds received, assistance given under Chairman's Distress Fund and status of applications pending
11. Details of all voluntary contributions received in cash and kind
12. Details of all assets both movable and immovable including vehicles
13. Details of Waste Management initiatives, proposals and projects
14. Details of applications under RTI Act received and their disposal
15. Details of applications under RTS Act received and their disposal
16. Details of all works undertaken by beneficiary committees, PTA, Hospital Management Committees etc. including payments made
17. Details of Budget and expenditure incurred with respect to appropriation and control in the budget
18. All details and proceedings including minutes related to conducting of Ward Sabha/Ward Committee, Working groups, stake holder meeting etc.
19. Any other relevant information and details, Council seems fit to be disclosed on the perspective of Citizen's interests

All the relevant information should be proactively displayed physically and electronically in the idiom which is understood by the common person. Also, information should be presented in simple format to be designed for the purpose. Clearcut responsibility to be fixed on officers/employees responsible for updating the various information in the websites of the Local Governments and if needed in other websites as stipulated, on a daily basis. The information must be regularly updated and responsibility fixed for this purpose with provision for punitive action against the defaulters. An effective supervision and control mechanism to ensure this is done, also is to be set up both at the Local Government level and state level. A total E-governance system set up in place including an effective E-office system could make the proactive disclosure easier with less Human resources, if there is a system to regularly update all the relevant information in real-time automatically, is introduced. Provisions for all these are to be incorporated in the Rules.

11. **Kerala Municipality (Maintenance of Roads, Non-Roads) Rules**

A Rule for regulating and specifying standards for maintenance of Roads and Non-Roads in Local Governments is essential. In the Supplement to the First Report, the Commission has given recommendations relating to the norms to be prescribed for maintenance of all assets of Local Governments. That could be incorporated and a comprehensive Rule may be framed in this regard.

The permissible items for utilization of the Maintenance Grant mentioned in the above report are given below:

PERMISSIBLE ITEMS UNDER MAINTENANCE FUND

Over the years several items have been included and excluded as permissible under Maintenance Fund. A quick analysis of the items on which Non-Road Maintenance Fund has been used shows certain glaring irregularities. They include the following: -

1. Distribution of inputs for agriculture in private lands
2. Supply of agricultural machinery to individuals
3. Soil conservation in private lands
4. Digging of rain pits in private lands
5. Construction of cattle sheds in private lands
6. Provision of livestock
7. Skill Development Training
8. Capital investment like construction of fish markets, micro hydel power plants, etc.
9. Construction of swimming pools
10. Spending on training, sports and cultural activities

11. Construction of wells and provision of water tank for individuals
12. Construction of houses for individuals
13. Providing scholarships and equipment to physically challenged persons
14. Provision for Anganwadis, nutrition, etc.
15. Subsidy for group enterprises
16. Spending on items which have to be taken up by Local Governments using their own fund or General Purpose Fund like

- Contribution to IKM
- Publication of Citizen's Charter
- Purchase of computers and equipment for Local Governments
- Creation of database for Local Governments.
- Meeting the shares of 'Vayomitram' for elderly people
- Street light charges
- Repairs and additional facilities for own building of Local Governments
- Public service, purchase of vehicles
- Loan repayment

Some of these works have been taken up on the basis of Government Orders. The Commission therefore had a thorough look into the issues of permissible items. After going through the existing Government Orders and Circulars and analyzing the items of which Non-Road Maintenance Fund has been spent, the Commission recommends that a new Master Government Order may be issued in supersession of all existing instructions in which only the following items need be included.

A. NON-ROAD ASSETS

INSTITUIONS

(1) Mandatory items

- Electricity charges of transferred institutions.
- Water charges of transferred institutions.
- Expenses for solid and liquid waste in transferred institutions including proper up-keep of toilets and disposal of hazardous waste.
- Telephone and internet charges of transferred institutions.
- AMC charges of computers in transferred institutions.
- Rent in cases where institutions are in private buildings.
- POL and maintenance of authorized vehicles of transferred institutions.

(In cases where PTA has purchased buses for schools, the maintenance should be done by the PTA. Similarly, HMC owned ambulances, the POL and

maintenance should be from HMC income).

- Regular maintenance and repairs of the buildings of transferred institutions which are owned by the Government or the Local Government including electricity and water supply fixtures.
- Repair of equipment and furniture of institutions.
- Fuel for stoves and LPG.
- Replacement of utensils in schools, Anganwadis, hospitals and care homes.
- Laundry charges in institutions.

(2) Priority Items

- Filling the gap in supply of medicines and other consumables in all hospitals, and veterinary institutions.
- Construction of roof water harvesting structures.
- Installation of solar panels on roofs and other suitable places.

(3) Desirable items.

- Purchase of equipment for hospitals and veterinary institutions.
- Purchase of teaching aids for all schools and Anganwadis, including toys in Anganwadis.
- Purchase of furniture for all transferred institutions.
- Strengthening of libraries and sports facilities in schools.
- Construction of adjunct structures like toilets, kitchens and storage rooms for schools and Anganwadis.
- Making all institutions disabled, child, elder and gender friendly.

D. Audit Commission

For setting up of the Audit Commission, a new Law for Audit Commission may be set up defining the functions and freedoms of the Audit Commission and the existing acts and rules may be repealed.

Appendix 17.2 Amendments Proposed to the Kerala Panchayat Raj Act 1994

1. Kerala Panchayat Raj Act 1994

Acts

Sec.179. Appointment of Secretaries (11)	Kerala Panchayat Raj Act 1994
Existing provisions	(11) The Government may, by a general or special order appoint any officer of the Government transferred to the service of the Panchayat as ex-officio Secretary of the Panchayat and the persons so appointed shall have all the powers and functions of the secretary on the subjects dealt with by them
Proposed Provision	***(11) The implementing officers under the control of the Panchayat shall be ex-officio Secretaries of the Panchayat and they shall have all the powers and functions of the secretary on the subjects dealt with by them.***
Reason for amendment	As a general or special order to this regard has not been issued till date, an amendment is necessary to treat all implementing officers as ex-officio secretary.

184. Delegation of functions of Secretary	Kerala Panchayat Raj Act 1994
Existing provisions	The Secretary may, with the permission of the President, delegate by order in writing any of his functions to any officer of the Panchayat, subject to such restrictions and control, as he may, specify.
Proposed Provision	Existing section may be numbered as sub section and amended as hereunder. ***(1)The Secretary may, with the permission of the President, delegate by order in writing any of his statutory functions to any officer of the Panchayat, subject to such restrictions and control, as he may, specify. Sub section (2) may be added after sub section (1) as here under. (2) The Secretary may, by an order in writing divide and distribute his work among the officers and employees of the Panchayat mentioned under section 180.***
Reason for amendment	To avoid hurdles in the division of routine work which at present requires the permission of the president.

Sec. 239. Power of Panchayat for carrying out their functions through e-governance methods	**Kerala Panchayat Raj Act 1994**
Existing provisions	No existing provision
Proposed amendments	A sub section as hereunder may be added ***239(4) All activities under this Act and Rules done using the e-governance system in accordance with the directions of the Government from time to time shall be deemed to have the effect as done as per this Act and the rules made under.***
Reason for amendment	To utilize the advantages of IT

Section Sec. 178. Acquisition of immovable property required by the Panchayat.	**Kerala Panchayat Raj Act 1994**
Existing provisions	Any immovable property which is required by a Panchayat for a public purpose connected with the discharge of the functions imposed on it under this Act or the rules or bye-laws made thereunder, or any other law, may be acquired under the provisions of the Land Acquisition Act, 1894 (Central Act 1 of 1894) and on payment of compensation awarded under that Act in respect of such property and of any other charges incurred in acquiring it, the said property shall stand transferred to and vest in the Panchayat: Provided that nothing contained in this section shall be deemed to prevent any Panchayat from acquiring immovable property either through private purchase or any free surrender.
Proposed amendments	***Rules may be added equivalent to the provisions of the Kerala Land Relinquishment Act, 1958, for the acquisition of land given free of cost or donated to the Panchayat. It may be provided to make necessary changes by the revenue authorities in the revenue records after verifying the ownership and possession of the land and transfer the ownership of the land in favour of the Panchayat, on receipt of an application or willingness in writing by the land owner to donate or free surrender the land along with a resolution of the Panchayat approving such application or willingness in writing.***

Reason for amendment	The present system of registration causes many difficulties. At present the benefit of Land relinquishment Rules are not made available to LSGIs.

Rules

Rule 4. Notice and agenda of meeting. (1)	**The Kerala Panchayat Raj (Procedure for Panchayat Meeting) Rules, 1995**
Existing provisions	(1)The notice regarding the place, date and time of the meeting and subject to be discussed in the meeting shall be given to the members at least three clear days prior to the date fixed for beginning of the meeting.
Proposed amendments	An amendment in the rules is suggested to add a provision ***"A meeting notice sent to the registered e-mail of the member shall be deemed as a duly served notice."***
Reason for amendment	To utilize the advantages of IT

	The KPR (Account) Rules,2011
Existing provisions	No existing provision
Proposed amendments	***Provision may be added to avoid the use of special receipts, different from the common receipt for distress relief fund and door-to-door services. There should be a single receipt system for the panchayat.***
Reason for amendment	To use a single receipt system

Amendments Proposed in Schedule III

Essential Functions:

1. Sl.No.13: Prevention of food adulteration to be omitted (As a central act has been legislated and it is no more a function of Panchayats)
2. Sl.No. 19: To be amended as " Licensing of Factories, Traders, Enterprises and other Services"
3. Sl.No.28 : (To be inserted) : To establish and maintain places of public resort like play grounds, parks, libraries open theatres, open gymnasiums, pedestrian pathways, cycle tracks, ponds/pools etc in the manner possible for the wellbeing and health of people.

General functions:

1. Sl No.15 (To be added): Take up programmes/projects to promote Gender equality
2. Sl No.16 (To be added): Plan and implement Local Action Plans on Climate Change
3. Sl No.17 (To be added): Plan and implement Programmes/ projects to achieve Sustainable Development Goals.
4. Sl No.18 (To be added): Plan and implement Programmes/ Projects to promote skill development and employability.
5. Sl No.19 (To be added): Plan and implement Programmes/ Projects to promote welfare of Senior Citizens, women, children, Transgenders, differently abled persons.

Sectoral functions:

V. Heading to be modified as "Social forestry and conservation of bio diversity."

V. 4. Conservation of bio-diversity and social forestry (To be added)

VI. Heading to be modified as "Promoting entrepreneurship."

4. Promote entrepreneurship and investment in all possible sectors"

IX. Electricity and energy

3. Make use of non-conventional energy sources

XII. Public Health and sanitation:

6. Providing palliative care to the needy
7. Take steps to control lifestyle diseases.

XIII. Social Welfare

3. Unemployment role (To be omitted)
4. Establish and manage old age homes, facilitation of elderly.
5 Facilitation of mentally challenged children and adults.

XIV. Poverty alleviation

1. To identify poor families and implement schemes for their upliftment.

XX. Local Tourism. (New sector to be added)

1. Promote tourism in the Panchayat area and to implement schemes/projects for same.
2. Establish infrastructure for the safety and comfort of tourists.
3. Promote nature friendly tourism create awareness.

LICENSING RULES

The provisions in the Act and Rules regarding the licensing of Factories, Industries, Trades, Services and other enterprises are even now based on the old concepts though they were amended in 1999 and later. The Secretaries of Village

Panchayaths, Municipalities and Corporations pointed out that there is to be greater clarity, simplicity and transparency in the process of issuing licences. It is recommended that an expert group may be set up to study the issue. The group should consult organisations representing different industries and trades as also environmental groups and professionals. It may also study practices in other states like Tamil Nādu, Karnataka, Maharashtra, Punjab, Delhi and Gujarat. The whole process should be completed in four months.

Hence it is advisable and essential to go for a completely repeal of existing rules and go for fresh legislation.

Appendix 17.3 Framing of Rules for which the Draft of the Rules Prepared

1. The Kerala Municipal (Burial and Burning Grounds) Rules

2.The Kerala Municipality (Deposit and Withdrawal of Municipal And Withdrawal Of Municipal Fund) Rules

3.The Kerala Municipality (Slaughter Houses And Meat Stalls) Rules and Withdrawal Of Municipal Fund) Rules

4.The Kerala Municipality (Arears of Tax and Other Sums Recovery) Rules

Kerala Municipality Act
NEW RULES TO BE INCORPORATED
(Drafts of The Rules Prepared)

1.THE KERALA MUNICIPAL (BURIAL AND BURNING GROUNDS) RULES

S.R. O. No. .../.. — In exercise of the powers conferred under Section 484,485 read with Section 565 of the Kerala Municipality Act, 1994 (20 of 1994) the Government of Kerala hereby make the following Rules, namely: —

RULES

1. Short title and commencement. — (1) These rules may be called the Kerala Municipality (Burial and Burning Grounds) Rules

(2) They shall come into force at once.

2. Definitions. — In these rules, unless the context otherwise requires, —

(a) 'Act' means the Kerala Municipality Act, 1994 (20 of 1994);

(b) 'Form' means a form appended to these rules;

(c) ' Municipality ' means a Town Panchayat, Municipality, or Corporation constituted under sub-section (1) of Section 4 as the case may be;

(d) 'Secretary' means the Secretary of a Town Panchayat, Municipality, or Corporation as the case may be

(e) 'Section' means a section of the Act;

(f) Words and expressions used but not defined in these rules but defined in the Act shall have the meanings respectively assigned to them in the Act.

3. Providing burial and burning grounds by Municipality. —(1) Any Municipality shall, if no sufficient provision exists, with the previous sanction of the District Collector, provide land to be used as burial or burning grounds or cemeteries by meeting the expenditure from the Municipality fund and may charge rents and fees as the Municipality may decide, for the use thereof.

(2) The request of a Municipality for previous sanction to provide land under sub-rule (1) shall be submitted to the District Collector with the remarks of the District Medical Officer and the District Collector shall, before giving sanction, give due consideration to the remarks of the District Medical Officer regarding the suitability of the land selected as burial ground, giving priority to public health.

(3) The Municipality may lease out the collection of rent and fees under sub-rule (1) to any private person or institution, for any period not exceeding three years at a time on such terms and conditions as it may think fit.

4. Certain cemeteries to be deemed registered and to undertake and register or close

ownerless cemeteries. —

(1) The cemeteries existing at the Commencement of these rules shall be deemed to have been registered under these rules.

(3) If any dispute arises as to whether a cemetery is in existence at the commencement of these rules, the same shall be subject to the decision of the concerned District Collector and the decision thereon shall be final.

(3) Where it appears to the Municipality that there is no owner or person having control of any existing place used for burial, burning or otherwise disposing of the dead, the Municipality shall assume such control and register such place, or may, with the sanction of the District Collector, close down it.

5. No burial and burning ground to be located within the limit of 50 metres of a dwelling house. —

(1) No new burial and burning ground shall be provided within the limit of 25 metres of dwelling houses: Provided that in the case of concrete vaults and electric crematorium the distance shall be a minimum of 25 metres from dwelling houses.

(2) Whether there is any burial and burning place or not within the specified limit from the dwelling house is to be determined by considering the circumstance on the date of application for licence.

6. Issue of licence to burial or burning grounds.— (1) No new burial or burning ground, whether public or private, shall be opened, constructed or used without a licence from the concerned District Collector.

(2) In the case of increasing or expending the area of an existing cemetery ground the same shall be considered as opening of a new cemetery and these rules shall be applicable to such burial grounds.

(3) Application for licence shall be submitted to the concerned Secretary in Form No. 1.

(4) Application for licence shall be accompanied by a plan of the ground to be registered showing the location, boundary, extent etc., the name of the owner or person or community interested therein, the system of management and such other particulars as the District Collector may require.

(5) In the case of private cemetery, the Municipality shall consider the application within thirty days from the date of receipt of the application and forward the same with its recommendations to the concerned District Collector through the District Medical Officer.

(6) The District Medical Officer shall conduct such enquiries as he may deem necessary on the application received from the Municipalities and shall forward the application with his specific recommendations to the District Collector within thirty days of its receipt.

(7) The District Collector, shall, on receipt of the application, publish the same in a daily newspaper in the regional language of the locality having wide circulation, in the notice board of the Municipality, notice board of village and other public places specified by the Government, a notice inviting objections, complaints or suggestion, if any, with regard to the issue of licence, in writing within thirty days at the cost of the applicant.

(8) The District Collector after considering the objections, complaints or suggestions received if any in pursuance of the notice under sub-rule (7) and after conducting such enquiries, as may be deemed necessary, may, —

(a) grant licence in Form No. II; or

(b) refuse to grant licence; or

(c) postpone the grant of a licence until objections regarding the ground have been removed or any particulars called for by him have been furnished.

(9) The District Collector shall pass an order under sub-rule (8) within six months from the date of receipt of the application and shall inform the same to the concerned Municipality.

(10) Any person aggrieved by the order of the District Collector under sub-rule (8) may, within thirty days from the date of order may file an appeal before the Government.

Explanation.— In computing the above said thirty (30) days the time required for obtaining

copies of major records connected with the order appealed against shall be excluded.

(11) The Government may pass such orders on the appeal as they think fit, after conducting such enquiries as they deem necessary.

7. Registration of cemeteries.— (1) A register shall be maintained at the Municipal Office, in which grounds registered, deemed to be registered, licenced or provided under Rules 3, 4 and 6 and all such grounds registered, licenced or provided before the commencement of these rules shall be recorded and the plans of such grounds shall be filed in such office.

(2) A notice in the regional language, Malayalam and English to the effect that such place has been registered, licenced or provided under sub-rule (1), shall be affixed at some conspicuous part at or near the entrance of such place.

(3) The register referred to in sub-rule (1) shall be inspected periodically by the Officer authorised by the Government in this behalf.

8. Prohibition of use of ground not registered, licenced or provided to dispose of the corpse. — No person shall bury, burn or otherwise dispose of any corpse other than in any ground, which has been registered or has been deemed to be registered or for which licence has been given or provided under these rules :

Provided that in each particular case, any corpse can be buried, burned or otherwise disposed or under customary rite in private ground without being injurious to public health.

9. Registers regarding burial and burning to be maintained. — (1) A register in Form

No. Ill for recording the details regarding burial, burning or otherwise disposing of the corpse, shall be maintained by the Secretary or the Officer authorised by him in the case of public cemeteries and by the Secretary or other responsible Officer of the organisation, association or institution having control of such places in the case of private cemeteries and in each case of burial, burning or otherwise disposing of the corpse details regarding it shall be recorded in the register.

(2) Registers maintained by the Secretary or other responsible officer of the organisation, association or institution having control of the private cemeteries may be inspected by the Secretary of the Municipality or the officer authorised by him in this behalf.

10. Prohibition of cemeteries dangerous to health or overcrowded with graves.—

(1) If the Municipality is satisfied, —

(a) that any ground for the burial or burning which is registered or for which licence has been issued is in such a state or condition as to endanger or likely to endanger the health of persons

living in the neighbourhood thereof; or

(b) that any burial ground is overcrowded with graves, and in the case of a public place for burial or burning or otherwise disposing of the corpse and other place as aforesaid, or there exists or is provided another convenient place duly authorised for the disposal of the corpse for the persons who ordinarily use such place, the Municipality may decide requiring to prohibit burial, burning or otherwise disposing of any corpse in such place.

(2) The decision under sub-rule (1) shall be forwarded to the District Medical Officer and the District Medical Officer shall after conducting necessary enquiries in the matter submit the decision of the Municipality to the District Collector with his specific recommendations.

(3) If the Collector, on considering the decision of the Municipality and the recommendations of the District Medical Officer is satisfied that such place shall not be used for the disposal of the corpse, may give a notice that it shall not be lawful after the period to be specified in such notice to bury, burn or otherwise dispose of any corpse in such place :

Provided that before giving notice, the person having control over such place shall be given a reasonable opportunity to file objections, if any, against such action.

(4) Every notice under sub-rule (3) shall be affixed on the notice board of the Municipality Office, in a conspicuous place in the constituency in which the cemetery is located and at the entrance of the cemetery.

(5) After the expiry of the period specified in such notice, no person shall bury, burn or otherwise dispose of the corpse at such place.

(6) Any person having complaint on the notice under sub-rule (3) may, within thirty days from the date of the notice, file an appeal to the Government.

Explanation.— The time required for obtaining copies of material records connected with the notice appealed against, shall be excluded in computing the above said thirty days.

(7) The Government may, after conducting such enquiries as they deem necessary, pass such orders on the appeal as they think fit.

11. Prohibition in respect of corpses. — No person shall, —

(a) bury or cause to be buried any corpse or part thereof in a grave, whether dug or constructed of masonry or otherwise in such a manner that the surface of the coffin or the surface of the corpse, where no coffin is used, is at a depth less than 2 metres from the surface of the ground ; or

(b) build or dig or cause to be built or dug any grave in any burial ground at a distance less than 75 centimetres from the margin of any other existing grave;

(c) without an order in writing of a Magistrate re-open a grave in which a corpse has already been buried ; or

(d) convey or cause to be conveyed a corpse or part thereof to any burial or burning ground but not cause the burial or burning of the same to commence within six hours after its arrival at such place; or

(e) when a corpse or a part thereof is burnt or caused to be burnt permit the same or any part thereof or clothes thereon to remain without being completely reduced to ashes; or

(f) carry through any street a corpse or a part thereof not decently covered; or

(g) while carrying a corpse or a part thereof within the Municipality area leave the same in or around any street for any purpose whatsoever ; or

(h) remove, otherwise than in a closed receptacle, any corpse or part thereof kept or used for the purpose of dissection:

Provided that the condition in clause (a) may be relaxed in the case of cemeteries located in sandy and low lying areas.

12. The Municipality may make bye-laws. — The Municipality may, subject to the provisions of Section 567 and the Kerala Municipality Act make bye-laws, —

(a) for the regulation of cemeteries and grounds for otherwise disposing of the corpses;

(b) regarding the levy of fees for the burial and burning or otherwise disposing of the corpses in the cemeteries; and

(c) for fixing the time for the burial and burning or otherwise disposing of the corpses in the cemeteries.

13. Penalty for breach of rules.— Any person who violates Rules 5, 6 (1), 8 and 10 (5) or abetting such violation shall, on conviction before a Magistrate, be punishable with a fine not exceeding one thousand rupees.

FORM No. I

[See sub-rule (3) of Rule 6]

Application for licence to open burial or burning grounds in.....Municipal area.

1. Name of applicant :
2. Address :
3. Occupation :
4. Proposed site of the cemetery :

(l) District:
(2) Taluk :
(3) Village
(4) Municipality:
(5) Constituency:
(6) Survey No.:
(7) Extent:

5. Boundaries of the site :

North:
South :
East :
West :

6. The nature and tenure of the land in which the cemetery is proposed to be established :
7. The interest of the applicant on the land :
8. The locality of the inhabitants/ community for whom the cemetery is proposed to be established :
9. Whether the ground is for burial or burning of corpse
10. Whether there is any dwelling house within a distance of 50 metres from the boundaries of the ground :
11. Distance of the boundaries of the ground to the nearest

dwelling house or houses :
12. Whether necessary facilities are available/to be made available at the site for the burial/burning :
13. Whether the site is enclosed/to be enclosed with compound walls provided with gates :
14. Whether the plan of the site is enclosed with the application :

DECLARATION

I do hereby declare that all the particulars given above are true and correct.

Signature of the applicant.
Place :
Date:

Note: If the applicant is an organisation, association or institution its name and the name and designation of the person who signs on behalf of that organisation, association or institution have to be entered in serial number 1 .
Recommendation of the Municipality
Remarks of the District Medical Officer.
Orders of the District Collector.

District Collector.

FORM No. II

[See sub-rule (8) of Rule 6]

No…….

Licence to open and maintain cemetery for burial and/or burning corpse in .....Village Municipality area. The/Shri/Smt ..... (here enter the name of (he institution or organisation or the name and address of the person) is hereby permitted to open and maintain cemetery for burial/burning) disposing of the corpse in.....Acre/Hectare land comprised in Survey No .....of .....Village of ..... Village Municipality subject to the provisions in the Kerala Municipality (Burial and burning grounds) Rules,. The licensee is bound to comply with the provisions of the Kerala Municipality (Burial and burning grounds) Rules and shall maintain the register prescribed in Rule 9 of the said Rules. The licensee is bound to comply with the conditions or provisions of bye-laws duly passed by the Municipality for this purpose. The undersigned authority shall have the right to revoke the licence at any time if it deem necessary. This licence shall have validity until so revoked.

Issued on this the .....day of ..... (month) ..... (year) under the seal and signature of...…….....District Collector.

(Signature)

Name:

District Collector:
(Seal)

FORM No. III

(See Rule 9)

.....Municipality

Name and Address of Licensee:
Licence No. and date:

Details of deceased

1. Serial No.
2. Date and time of bringing to the burial/burning ground
3. Name
4. Name of father/husband
5. Date of death
6. Place of death
7. Age
8. Male/Female
9. Religion/Caste
10. Nationality
11. Address
12. Cause of death
13. Whether the death is medically certified
14. Whether buried or burnt

Details regarding the person who brought the corpse

15. Name
16. Address
17. Relation with the deceased
18. Signature
19. Signature of the licensee/authorised person
20. Remarks

2.THE KERALA MUNICIPALITY (DEPOSIT AND WITHDRAWAL OF MUNICIPAL FUND) RULES

S. R. O. No, --/--. — In exercise of the powers conferred under Section 283 read with Section 565 of the Kerala Municipality Act, 1994 (20 of 1994), the Government of Kerala, hereby make the following rules, namely: —

RULES

1. Short title and commencement. — (1) These rules may be called the Kerala Municipality (Deposit and Withdrawal of Municipality Fund) Rules

(2) They shall come into force at once.

2. Definitions. — In these rules unless the context otherwise requires,—

(a) ' Municipality ' means a Town Panchayat, a Municipality or a Corporation constituted under sub-section (1) of Section 4 as the case may be;

(b) 'Chairperson' means the Chairperson of a Town Panchayat, a Municipality or a Corporation, as the case may be;

(c) 'Secretary' means the Secretary of a Town Panchayat, a Municipality or a Corporation, as the case may be.

3. Lodging of Municipal Fund.— All monies received by the Municipality shall be lodged in the nearest Government Treasury, or in the Post Office Savings Bank, or in the Co-operative Bank approved by the Registrar of Co-operative Societies or in the Nationalised Bank ,or in the Scheduled Bank as decided by the Municipal Council

4. Investment of surplus Fund of Municipality.— A Municipality may invest any surplus fund in the Kerala Government Securities, securities issued by the Government of India including National Savings Schemes and Treasury Deposit Accounts or in the Nationalised Bank ,or in the Scheduled Bank or in the Co-operative institutions which are not below 'B' in audit grading:

Provided that for premature withdrawal of such investments, the Secretary shall obtain prior sanction od Municipal council.

5. Withdrawal of money from the Municipality fund. —

1) The Secretary or the authorized officer shall put his signature in all cheques or documents to withdraw money from the Municipality fund.

2). Withdrawing money from the Municipality fund shall be authorised by the Chairperson by putting his signature.

Explanatory Note

(This does not form part of the Notification but is intended to indicate its general purpose.)

Section 565 of the Kerala Municipality Act, 1994 (20 of 1994) empowers the Government to make rules regarding the lodging, investment and the manner of withdrawal of Municipality money. Government have decided to make rules for the above purpose this notification

3.The Kerala Municipality (Slaughter Houses and Meat Stalls) Rules

S. R. O. No, --/--. — In exercise of the powers conferred under Section 452,453 read with Section 565 of the Kerala Municipality Act, 1994 (20 of 1994), the Government of Kerala, hereby make the following rules, namely: —

RULES

1. Short title and commencement. —

(1) These rules may be called the Kerala Municipality (Slaughter Houses and Meat Stalls) Rules,

(2) They shall come into force at once.

2. Definitions. — In these rules unless the context otherwise requires, —

(a) ' Municipality ' means a Town Panchayat, a Municipality or a Corporation constituted under sub-section (1) of Section 4 as the case may be;

(b)'Act' means the Kerala Municipality Act, 1994

(c) 'Custom slaughtering' means the practice where people who do not have the facilities to slaughter the animals bring the animals to authorized slaughterhouses for slaughtering and return of the meat, carcass etc.

(d) 'Secretary' means secretary of a Town Panchayat, Municipality, Corporation as the case maybe.

(e) 'Examining Authority' means; Veterinary Surgeon of the Animal Husbandry Department of the respective Municipal area or a Veterinary Surgeon authorised by the respective Municipality.]

(f) 'Inspecting Authority' means the Public Health Officer or the Health Inspector of a Municipality or in the absence of such officer, the Public Health Officer or the Health Inspector of the neighbouring Municipality or any other officer of the Health Services or Animal Husbandry Department authorised by the Government in this behalf.

(g) 'Form' means form appended to these rules;

(h) Words and expressions used and not defined in these rules but defined in the Act shall have the meaning respectively assigned to them in the Act.

3. The prohibition of slaughtering of animals except in a public or licenced slaughter house. —No person shall slaughter within a Municipal area except in a public or licenced slaughter house any cattle, goat, sheep or pig for sale as food or to skin or cut up any carcass without or otherwise than in conformity with a licence from the Municipality or dry or permit to be dried any skin in such a manner as to cause nuisance.

4. Separate slaughter house for slaughter of pigs. — There shall be separate unit/ building for slaughtering pigs and such unit/ building shall be away from other buildings in the slaughter house as per building rules.

5.The slaughter houses to be away from dwelling places and public road. — A slaughter house shall not be within 25 meters of any dwelling house or within 100 meters from Hospitals with inpatients treatment or Public Educational institutions or places of worship and 10 meters from the public road. No door of any slaughter house shall open directly into any street or lane or other public place and no such door shall be situated that the slaughtering of animals can be seen from any public place, public street or from any adjacent dwelling house. A sign

board marked 'public slaughter house' or 'licenced slaughter house' shall be exhibited in front of the building used for slaughtering.

6. Licencing of butchers. — No person shall be permitted for slaughtering animals in the slaughter houses except with a licence in Form I issued by the Secretary or an officer authorised by the Secretary. The fee for grant of licence shall be Rs. 500.[The applicant shall, furnish along with the application for obtaining a licence of butchers, a certificate obtained from an Allopathy Doctor not below the rank of Assistant Surgeon, to prove that he is not a person infected with any contagious diseases or having any health problems warranting refusal of licence for slaughtering animals] .The applicant should undergo butchers training in any of the slaughter houses and should possess a certificate of experience/training undergone (format of certificate appended)

7. Admission to slaughter house at the time of slaughtering to be restricted. — No person other than a licenced butcher shall be allowed to enter a slaughter house at the time of slaughtering except with a permit obtained from the Secretary or any other officer authorised by him in this behalf. There is nothing in this rule that prevents butchers for admitting any person for his assistance.

8. Stamping of animals. — No animal shall be admitted into a slaughter house for slaughter unless it is examined, certified and stamped by the Examining Authority that the animal is free from contagious diseases and other diseases. Such certificate shall contain the time and date of the examination of the animal and it shall be valid for 48 hours only. The person in charge of the slaughter house shall maintain register in Form II showing the particulars of animals thus examined and stamped.

9. Issuance of Certificate. — Before issuing certificate regarding the animals like cow,heifer, and she-buffalo under rule 8, the examining authority shall make sure that such animal is—

(i)over ten years of age or unfit for breeding

(ii)or permanently incapacitated for breeding due to injury or deformity.

10. Diseased, dead or dying animal to be destroyed. — If an animal having contagious diseases or other diseases or dead or dying brought to the slaughter house shall be seized by the Examining authority or the person authorised by the Municipality and destroyed and disposed of scientifically. Provided that animals which have met with accident or unfit to do work permanently may brought to the slaughter house and slaughter them after obtaining certificate under rule 8.

11. Meat to be sent to the meat stalls. — After slaughtering the animals in slaughterhouses, the meat/carcasses may be sent to the meat stalls wherever available. Meat shall be sent as per the guidelines issued by the Central or State Government.

12. Meat entrails and offal. — Meat entrails and offal shall be removed in covered or closed carts or baskets. The officer- in-charge of slaughter house shall inspect daily all such carts and baskets and see that they are clean and suitable. The bones shall be collected in places set apart for the purpose.

13. The animals brought for slaughter should be clean. — The person who brings animals for slaughter shall keep the animals clean and shall see that they are kept in-charge of a keeper and secured by ropes to prevent them from injuring one another and shall provide them with 12 hours rest and water prior to their being led to slaughter. There shall be waiting sheds near the slaughter house for different kinds of animals where they could be tethered and **[plenty of water shall be given] for 12 hours. **[They shall not be fed during the above said 12 hours.]

14. Number of animals slaughtered at slaughter houses— it shall be based on the capacity of the slaughter house for which approval is obtained from the authorities concerned. Approved Capacity should be exhibited at the premises of the slaughter houses.

15. Slaughtering to be done only at places specially allotted. — Animals shall be slaughtered only in places specially allotted for them in the slaughter house.

16**. Meat of animals slaughtered to be inspected and stamped.**- The Examining Authority, shall inspect whether the meat of the slaughtered animal is fit for sale for human consumption, and if he finds it fit, stamp it thereof accordingly. No one shall sell or keep for sale meat without such a stamp. Salary /honorarium to the veterinarian will be fixed by the municipality

17. Destruction of meat unfit for use.-The Examining Authority may at any time inspect the meat of a slaughtered animal and if find the same as diseased or unfit for human consumption, it shall not be allowed to be removed by the owner or the person who runs meat stall or slaughter house and shall be seized and destroyed scientifically by the Municipality or the competent authority . The Municipality shall have the right to cancel the licence of the person who sells or stores such meat unfit for consumption.

18. Inflation or blowing of carcasses prohibited. — The inflation or blowing of carcasses shall not be done in the slaughter houses.

19. Custom slaughtering.

Those who requires the facilities of the slaughter house to do custom slaughtering should inform the person who runs the slaughterhouse, minimum of 24 hrs prior to slaughter. Rate for the custom slaughter will be fixed by bilateral discussion with the person who runs the slaughterhouse and the municipality. Once the animals are unloaded at the lairage, the whole responsibility of the animals will be on the person who runs the slaughterhouse. During ante mortem inspection, if animals are found unfit for slaughter the same will be returned to the person who brings the animal for custom slaughter or will be kept at isolation area of the slaughter house. This isolated animals will be slaughtered later if found fit. Management cost during isolation period has to be paid by the person who brings the animal for custom slaughter.

No persons shall be allowed to bring cattle/ sheep/ buffalo/ goat/ pigs in the slaughter house without the payment of slaughtering fee.

20. Time of slaughtering. — Slaughtering of animals shall be done at any time.

21.Slaughtering knife to be sharp and clean. — No person shall use a slaughtering knife unless it has been thoroughly cleaned and sharpened before slaughtering. In order to reduce pain of animal being slaughtered any modern mechanism recommended by Government of from time to time may be adopted**.** Knocking section in slaughter house may be so planned as to suit the animal and particularly the ritual slaughter; if any and such knocking section and dry landing area associated with it shall be so built that escape from this section can be easily carried out by an operator without allowing the animal to pass the escape barrier.

22. Supply of water in the slaughter house to be abundant. — Provision shall be made for an abundant supply of water to keep the slaughter house clean.

23. Spittoons to be provided in the slaughter house. —Necessary spittoons shall be provided in suitable places in the slaughter house and no person shall spit in the slaughter house except in spittoons so provided.

24. Children less than ten years of age not to be admitted in the slaughter house. — No person shall take or admit any child below ten years of age into the slaughter house.

25. No dogs, crows etc. to be allowed in slaughter house. — No person shall be allowed to bring dogs in the slaughter house. Crows and other birds shall not be allowed to get into the slaughter house.

26. Eviction of undesirables from the slaughter house. — In the slaughter houses owned by municipality, the Secretary or other officer authorised by him in this behalf may evict or caused to be evicted from the slaughter house premises, any person who is found drunk, begging, loitering or misconducting himself or who is a lunatic or who in and way infringes any of these rules or obstructs any officer in the performance of his official duties or disobeys his lawful orders and prevent such persons from re-entering the slaughter house premises.

27.Selection of the contractor for running the slaughter house-In the slaughter houses constructed by the municipality, the slaughter house should be given to a contractor who has the expertise in running the slaughter house. He should be selected through a tender or public auction procedure or any other competitive method. It is the responsibility of the contractor to do the annual maintenance work of the slaughter house, waste management systems or any other works as and when required or demanded by the Municipality.

28. Responsibility of persons causing damage to slaughter house. — Contractor using the slaughter house owned by municipality shall be responsible for any damage caused in the slaughter house or article therein and the loss caused by the damage shall be recoverable from him as an arrear of Municipal tax.

29. Procedure for opening and closing of slaughter house. — Statutory approvals from concerned departments, agencies, boards, MUNICIPALITY shall be obtained before starting a slaughter house both in private and public sector.

30.Using private slaughter houses-In municipalities, not having land for establishing slaughter houses can utilize the service of private slaughter houses existing in the municipal area or nearby area. Meat from such slaughter houses can be allowed to sell in the municipality with terms and conditions agreed jointly. Custom slaughtering can also be done based on an agreement with such private slaughter houses.

31.Construction of slaughter houses in PPP model.

For the municipalities does not have enough fund for construction of modern slaughter houses, can construct it in PPP model as per government guidelines

32. Leasing out collection of rent and fee. — (1) The Municipality may lease out the public slaughter houses for a period not exceeding three years to the bidder subject to conditions laid down from time to time by the municipality.

33. Application for private slaughter houses.— Application in the format appended with copies of approvals obtained from statutory bodies.

34. Licence to be issued on payment of fees. —The applicant shall pay the amount of licence fee of not less than Rs500 /-and not more than 5000/- as fixed by the Municipality based on the capacity of the slaughter house, to the Secretary and on receipt of such fees, a licence in Form No. IV shall be issued by the Secretary.

35. Period of Licence. — Every licence granted under these rules shall expire at the end of the financial year in which the licence has been granted unless the period of licence is specified in the licence as expiring on a date earlier than the end of the financial year in which case the period of the licence shall expire accordingly.

36. Maintenance of account by the licensee. — In the municipality owned slaughter houses, for every amount received by licensee in the slaughter house, receipts shall be given and proper accounts and registers shall be maintained. Such receipt books and registers shall be open for inspection by the Secretary or other officer authorised by him. A statement showing receipts and charges relating to the slaughter house for the previous year (or for the period of full twelve months preceding the date of application of licence) shall accompany every application for renewal of licence.

37.Licensee to obey all lawful orders. — (1) The licensee of the slaughter house shall obey all orders issued to him in writing by the Municipality or the Secretary of the Municipality or other officer authorised by him.

(2) The licensee of a slaughter house shall hold himself responsible for any act of omission or commission or violation of the conditions of licence on the part of his agents, lessees or servants.

38. Location of meat stalls. — A stall to vend meat of bird or animal in a Municipal area shall be located in a place approved by the Municipality. Meat stall shall be one covered with glass or any other materials, inaccessible to insects like houseflies and also having abundant air circulation and meat shall be kept in a manner not visible to the public and the License of the stall shall be exhibited in front of the stall visible to others, specifying his name number of the stall and price chart. Meat stall must be designed as per the Rules issued by the Government from time to time.

39. Power to inspect meat stalls. — The Inspecting Authority or any officer authorised by the Municipality or Government shall have power to inspect the meat kept for sale and to seize and destroy the meat which is seen as disease caused or unfit for consumption. The amount required for such destruction shall be levied from the stall owner

40. Conditions to be observed by meat stall holders.— (1) The meat offered for sale shall be of animals slaughtered in a licensed slaughter house only.

(2)The stamped portion of animals slaughtered under Rule 8 shall be preserved until all the meat is sold out. Otherwise, the meat found in the stall shall be treated as that of unstamped animals or unwholesome meat and shall be liable for seizure and destruction by the Examining Authority or Secretary or such other officer as may be authorised by him in this behalf.

(3)Offal, skin, horn, entrails, etc. for which provision is made for sale in the slaughter house shall not be brought to the stall or kept in for sale.

(4)The unwholesome meat, skin, entrails etc. found in the stall shall be seized and destroyed by the Secretary or such other officer authorised by him in this behalf. The amount for such destruction shall be levied from the stall owner

(5)The meat shall not be soaked in water .

(6)The meat shall be suspended by means of hooks in such a way that they do not come into contact with the roofs, walls or pillars of the stalls.

(7)The balance of meat taken for weighing shall be suspended and not placed on the table.

(9)The balance weights and hooks and other articles used in the meat stall shall always be kept clean. All unclean articles found shall be removed by the Secretary or such other officer as may be authorised by him in this behalf.

(10)Bones and refuses shall not be thrown out but shall be put in a receptacle kept for the purpose and should be processed in rendering plants or by any other scientific method.

(11)When not in use, the blocks and table should be kept covered so that they may not be dirtied by animals and birds.

(12)Meat in the stall shall not be exhibited or shown causing disturbance to the public.
(13)meat stall should be designed as per rules issued by the State or Central Government.
41. Prohibition on throwing away of debris and wastes.- No Owner or License of a slaughter house or meat stall or a butcher shall deposit our bury or cause it to flow the waste, meat, etc. of animals or birds in a place and such waste should be processed in nearest rendering plants or by any other scientific method.
42. Cancellation of licence.- The Municipality/Municipal Corporation may after giving prior notice cancel the licence of any person who violates any of the provisions of these rules.]
43 Penalty— Any person who violates any of the provisions contained in the Rules shall be liable for a fine which may extend to rupees ten thousand

FORM I

(See Rule 6)

.....Municipality/Municipal Corporation

Licence No .....

Subject to the provisions of the Kerala Municipality Act, 1994 and the Kerala Municipality (Slaughter houses and Meat Stalls) Rules,..... (Name and address) is hereby permitted to slaughter any of the cattle, horses, goats, sheep or pigs for sale as food or to skin or to cut up any carcass in Survey No ..... of the ..... Village.....Taluk in consideration of fee of rupees ..... payable in advance.

2. The licence should be in possession of the licensee who shall produce it whenever required by the Chairman/Mayor or Secretary or the Examining Authority.

Place: Secretary,

Date: ..... Municipality/Municipal Corporation.

FORM II

(See Rule 8)

REGISTER OF ANIMALS EXAMINED AND STAMPED FOR SLAUGHTER AT THE SLAUGHTER HOUSE

Type of animal examined and stamped for slaughter	Time and date of examination and stamping of the animal	Name and designation of the Officer who has examined and stamped the animal	The number and date of the certificate of examination	Time and date on which animal in brought to the slaughter house for slaughter	Time and date on which animal slaughtered	State whether the animal is slaughtered within the prescribed hours after its examination	If the animal is not slaughtered within the prescribed hours state reasons for the same and state whether the animal is returned.	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

FORM III

(See Rule 32)

APPLICATION FOR LICENCE/RENEWAL OF LICENCES OF SLAUGHTERHOUSE

.....Municipality/Municipal Corporation .....Taluk .....District

1. Name and age of the applicant :
2. Occupation and address :
3. Name and address of the owner of the premises :
4. Whether to open a new slaughter house or to continue the existing one :
5. Whether he is sole owner, lessee or tenant or whether jointly interested with any person or persons and if so with whom :
6. Particulars of site:
   (a) Survey No.
   (b) Area
   (c) Boundaries
   (d) Description of the site
7. Description of the structure erected or to be erected on the site

(a) Nature, position and form of the stall or of any one of the rooms of the existing structure

(b) Extent of paved area and materials to be used in paving such area

(c) The details of availability of water, if water is not available, explain the method by which water is to be made available

(d) Explain the mode of construction/to be constructed of internal surface of the wall and what materials are to be used for such construction

(e) Details of drainage facilities

(f) Means of lighting and ventilation

(g) Means of access to bring cattle from the nearest cattle market or nearest area

(h) Details of lairages

(i) Number of animals for which accommodation will be provided in such stables and pounds, indicate, item wise

(j)capacity of the slaughter house per day of 8hrs shift

(1)Ox .....

(2)Buffalo .....

(3)Calf .....

(4)Sheep.....

(5) pigs.....

(poultry).....

8. The days of the week in which slaughter is to be done :
9. Place where the existing slaughter house is held and the distance between the two :
10. If for the renewal of existing slaughter house, the period from which it is used as slaughter house : (When applied for renewal licence, the licence received in the preceding year of the year renewal shall be enclosed along with the application) :
11. Date of application :
12. Signature and name of applicant :

FORM IV

(See Rule 33)

..... Municipality/Municipal Corporation Licence No.....of.....

Subject to Section 453 of the Kerala Municipality Act, 1994 (20 of 1994) and the Kerala Municipality (Slaughter houses and Meat stalls) Rules, ...Shri ..... (Name and address) hereby permitted to conduct a slaughter house in Survey No ..... of ..... Village.....Taluk for the period from ..... to..... in consideration of a fee of Rs.....payable in advance.

2. This licence shall be in the possession of the licensee who shall produce it whenever required by the Chairman/Mayor, Vice Chairman/Deputy Mayor, Councillor of Municipality/Corporation or Secretary or officer authorised by a Magistrate.

3.The slaughter house shall always be open for inspection by the officers mentioned in para 2 above.

4. On breach of any of the rules relating to slaughter house and bye-laws, the Municipality have vested with power for forfeiture of the licence and evict the licensee from there.

Place: Secretary,

Date : ..... Municipality/Municipal Corporation

4.THE KERALA MUNICIPLITY (AREARS OF TAX AND OTHER SUMS RECOVERY) RULES

S.R.O. No. …… — In exercise of the powers conferred by Section 230,231 and 233 of the Kerala Municipality Act, 1994 (20 of 1994) read with Section 565 thereof, the Government of Kerala hereby make the following rules, namely:-

RULES

1 Short title and commencement. — (1) These rules may be called the Kerala Municipality (Tax Recovery) Rules, 2022.

(2) They shall come into force at once.

2. Definitions. — In these rules, unless the context otherwise requires,-

(a) 'Act' means the Kerala Municipality Act, 1994 (20 of 1994);

(b) ' Municipality ' means a Town Panchayat, Municipality, or Corporation constituted under sub-section (1) of Section 4 as the case may be;

(c) Words and expressions used and not defined in these rules but defined in the Act shall have the meanings respectively assigned to them in the Act.

(d) Other sums includes rent, user fees, any other sum due to Municipality which are duly demanded thereon.

1. Issuance of receipt. — (1) The Secretary shall, to every person making payment of

tax, issue a receipt signed by him or by any other person duly authorised by him for that purpose.

(2) Such receipts shall specify the following matters, -

(a) the date of issue;

(b) name of the person to whom it is issued;

(c) the tax in respect of which remittance has been made;

(d) the period for which payment has been made; and

(e) the amount paid in (in figures and words).

2. Notice to be served before enforcing provisions of distraint. — (1) The Secretary shall, where any tax due from any person has not been remitted on or before the due date, serve upon such person a demand notice requiring him to pay the tax together with notice fee of one hundred rupee and the cost of service of the notice if sent by registered post, within fifteen days from the date of service of notice, before taking the proceedings under Rule19 of Kerala Municipality (property Tax, Service Cess and Surcharge) Rules 2011;

(2) Notice under sub-rule (1) shall be signed by the Secretary and shall contain the following matters,-

(a) a statement regarding the period for which the tax is imposed, and description regarding the occupation, property or institution on which the tax is imposed;

(b) the amount of tax, fee of demand notice and cost of notice is sent by registered post;

(c) the date from which tax is due; and

(d) statement of the liability incurred on account of the default in remitting money.

3. Recovery by distraint.— If the amount due on account of any tax together with the fee of demand notice and the cost of service of the notice is not paid within fifteen days from the date of service of the notice and if the person from whom the tax is due has not shown cause to the satisfaction of the Secretary as to why it should not be remitted, the Secretary may, by distraint under warrant and by sale of the movable property of the defaulter, recover the amount due on account of the tax together with demand notice fee, cost of service of notice, warrant fee including the distraint fee together with such further sum that is sufficient for a meeting the actual expenses for the safe custody and sale of the property so distrained;

Provided that movable property described in the proviso to Section 60 of the Code of Civil Procedure, 1908, shall not be distrained.

(2) The warrant under sub-rule (1) shall be in Form No. 1 appended to these rules and for each such warrant a fee of five hundred rupees shall be levied.

4. Civil suit for recovery of arrears.— Nothing contained herein shall bar the Municipality from filing suit in a civil court for the recovery of any tax due to the Municipality under the Act.

5. Power of the officer conferred with duty to execute warrant. —

Any officer conferred with the duty to execute a warrant of distress under a special order of the Secretary in writing, it has reason to believe that any building contains property which is liable to be seized, may, in case it is not possible to obtain entry otherwise even after informing his authority and purpose and making a proper request for entry to execute distress, open or break open any outer or inner door or window or other obstruction in such building or cause the same to be done between sunrise and sunset:

Provided that such officer shall not enter or break open the door of any room apportioned for the use of women until three hours, notice of his intention has been given and an opportunity has been given to such women to withdraw.

6. Procedure for seizure of property.— The officer conferred with the duty to execute a warrant shall, before making the distraint, demand the remittance of the tax due and the warrant fee. If the tax and fee are remitted no distraint shall be made, but where the tax or fee is not remitted, the officer shall, -

(a) seize the movable property of the defaulter as he may think necessary;

(b) make an inventory of the property seized in the presence of two witnesses; and

(c) give to the person in possession of the property seized, at the time of the seizure, a copy of the inventory and sale notice in Form No.2 appended to these rules;

Provided that a period of seven days shall be allowed for remitting the amount due and redeeming the property seized.

7. Distress not to be excessive. — The cost of the properties distrained shall, as far as possible, be equal to the sum total amount of the tax due from the defaulter together with all expenses that may be incurred on account of the warrant, distraint, keeping in safe custody and sale.

8. Sale of property distrained. — (1) If the amount due from the defaulter on account of tax, warrant fee, distraint fee and the expenses incurred on account of the safe custody of properties are not remitted within the period of seven days mentioned in the notice given under Rule 6 and if the distraint warrant is not suspended by the Secretary, the properties seized or a sufficient portion thereof

shall be sold by public auction under the orders of the Secretary who shall apply the proceeds of the sale for the payment of the amount due on account of the tax, the warrant fee, the distraint fee and the expenses incurred on account of the detention and sale of property and shall return any property or sum which remains after the application of the sale proceeds as aforesaid to the person in whose possession the property was at the time of seizure.

If the proceeds of the sale are insufficient for the payment of the amount due on account of the tax, the warrant fee and distraint fee and the expenses incurred on account of the detention and sale of the property, the Secretary may again proceed under Rule 3 in respect of the sum remaining unpaid.

(2) The Secretary may sell the properties seized at any time before the expiry of the said period of seven days if the properties seized are subject to speedy and natural decay and the amount due is not paid soon.

(3) The distrainor shall, if the defaulter agrees to remit the arrears for the realisation of which the property has been distrained, together with incidental expenses, before the date of sale, receive the amount, issue receipt and release the property forthwith.

9. Secretary to consider objections. — The Secretary shall consider any objection submitted within the said period of seven days regarding the distraint made and may postpone the sale pending investigation thereof. If the Secretary decides that the property attached should not have been distrained, he shall return it or if it has already been sold out, give the amount obtained out of the sale to the person found to be entitled thereto. The Secretary may, if he is convinced that the first defaulter wilfully permitted the distraint of the property when it was not liable to such distraint to his knowledge again take the proceedings under Rule 3 and shall recover from the defaulter all fees and expenses connected with the first distraint and sale.

10. Power of Government to call for records. — The Government or any officer authorised by the Government in this behalf may, call for the records relating to any distraint of any property made under these rules and after conducting such inquiry as they or he may deem fit, pass such orders as are found necessary. The Secretary shall enforce such orders.

11. **Levy of fees on distraint. —** (1) There shall be levied fees on distraints made under these rules according to the value of the property distrained and the rates specified below:

The Sum distrained for Fees	
Rupees	
Upto rupees 5000	200
Above rupees 5000 and up to rupees 25000	500
Above rupees 25000 and up to rupees 100000	1000
Above rupees 100000	5000

(2) The above rates shall include all expenses to keep the property distrained.

(3) The fees levied under this rule shall not include the cost of maintenance of any livestock distrained.

12. Distraint to be confined to properties within the Municipal **area. —**The property of a person who is in default under Rule 3 may be distrained wherever it may be found within the Municipality area.

13. Distraint of property belonging to occupier of a building.— If the tax due on account of any building remains unpaid in whole or in part at the end of the period specified in Rule 3, the Secretary may require the occupier of the building for the time being , to pay the amount within a specified period not less than fifteen days and if the occupier fails to comply with such requisition, the Secretary may distrain and sell any movable property found in that building and the provisions in the foregoing rules shall mutatis mutandis apply to all distraints and sales effected under this rule. No such occupier shall be subjected to prosecution or civil proceedings in respect of any sum that is recoverable from him under this rule unless he has wilful prevented the distraint or sufficient distraint.

14. Realisation of tax, from a person who has left the State or cannot be found. — If any tax due from any person remains unpaid in whole or in part at the end of the period specified in Rule 3 and if such person has left the State or cannot be found, the said tax or such part thereof as remains unpaid together with all sums payable in connection therewith shall be recoverable as if it were an arrears of land revenue.

15. Magistrate to recover tax, warrant fee etc.— (1) Any person subjected to prosecution under Rule19 of Kerala Municipality (property Tax, Service Cess and Surcharge) Rules 2011, if proved to the satisfaction of the Magistrate
to have wilfully defaulted payment of the amount due or have wilfully obstructed the distraint or sufficient distraint, shall be liable to pay,-

(a) the tax and warrant fee if any; and

(b) the distraint fee, if distraint has taken place, the expenses, if any, incurred on account
of the detention and sale of the property distrained and fine not exceeding twice the amount that is due from him.

(2) Whenever any person is convicted of an offence under sub-rule (1), the Magistrate
shall, in addition to any fine which may be imposed, by summary disposal recover amounts, if any, due under the items specified in clauses (a) and (b) of sub-rule (1) and also recover such amounts as may be fixed by him, if any, as costs of the prosecution proceedings and pay the same to the Municipality.

16. The Secretary, Municipal **Employees and the Councillors not to purchase any property directly or indirectly. —**
The Secretary, any Municipal employee or any Councillor shall not directly or indirectly purchase any property at any sale of distrained property held under these rules.

17. Revenue Recovery Act to apply in certain cases. Notwithstanding anything contained in any law for the time being in force, the recovery of dues beyond the municipal limits shall be recovered through Revenue Recovery Act.

FORM 1

[See sub-rule (2) of Rule 3]

Warrant No.....

To

..... (Here enter the name of the officer

..... charged with execution of warrant)

……

……

(Specify the tax or taxes due and if any, in respect of which the tax or taxes are due).

WHEREAS.....(Here enter the name of the defaulter)

of ..... (Here enter the address) has not paid or shown sufficient cause for the

non-payment of the sum of Rs..... due from him as tax or taxes including penalty and

expenses as detailed above for the..... (state the assessment year) ending.....

(state the last month of the assessment year) although the said .....(state the sum) has

been duly demanded from the said..... (state the name).

AND WHEREAS fifteen days have elapsed since such demand was made;

NOW, THEREFORE, you are commanded to demand the said sum of Rs ..... together with Rupees five as warrant fee , failing payment of which you are to distrain the movable properties of the said..... (state the name) to the amount of the said sum of Rs ..... together with Rs..... for warrant fee and distraint fee, making together a sum of Rs ..... and such further sum as may be sufficient to defray the charges of keeping such distraint in custody and sale and failing payment of the amount due on account of the said tax or taxes and fee together with such further sum as may be sufficient to defray the charges of keeping such distraint in custody and sale within seven days next after such distraint you are to sell the said movable properties under orders to be hereafter issued by me and to remit to the Municipal office the sale proceeds of the distrained property out of which the amount remaining after deduction of the amount due on account of the said taxes, fines and fees, viz. Rs..... and the charges of keeping and selling such distrained property shall be credited to the Municipality fund and the amount, if any, yet remaining, shall be refunded to the owner of the movable properties distrained. If it becomes impossible to effect the distraint or sufficient distraint of the movable properties of the said ..... (state the name) you are to submit a certificate stating the same along with the warrant.

Place: (Signature)

Date: *Secretary.*

FORM 2
FORM OF INVENTORY AND NOTICE
(See Rule 6)

[..... (state the particulars of the movable properties seized)]
Take notice that I have this day seized the movable properties specified in the above inventory for the sum of Rs .....Ps..... due as tax or taxes mentioned in the margin for the ..... (state the assessment year) ending..... (state the last month of the assessment year) ; and that unless you remit in the office of ..... Municipality the above said amount together with the warrant fee, the distraint fee and the cost for keeping the goods and chattels, within seven days from the date of this notice, the above said movable properties will be sold on ..... day of .....at the Municipal Office or at such other place as the Secretary may direct and that the goods and chattels may be sold at any previous date, if they are liable to speedy and natural decay.

Place: Signature of Officer
Date : Executing distress warrant

Explanatory Note
(This does not form part of the Notification but is intended to indicate its general purpose.)
Government have decided to make rules for the tax assessments tax levy appeal, distraint proceedings for the
recovery of tax, etc., as per sub-section (1) of Section 254 of the Kerala Municipality Act, 1994 (20 of 1994). Hence this Notification.

ANNEXES

Annexe 1.1.1 Powers, Functions, Rights and Responsibilities of Gram Sabha

Extract from Section 3 A and 3 B of the Kerala Panchayat Raj Act 1994

[3 A Powers, function and rights of the Grama Sabha. –

(1) Grama Sabha shall, in such manner and subject to such procedure, as may be prescribed, perform the following powers and functions, namely: -

- To render assistance in the collection and compilation of details required to formulate development plans of the panchayat;
- To formulate the proposals and fixing of priority of schemes and development programmes to be implemented in the area of village panchayat;
- To prepare and submit to the village panchayat a final list of eligible beneficiaries in the order of priority relating to the beneficiary oriented Schemes on the basic of the criteria fixed;
- To render assistance to effectively implement the development schemes by providing facilities locally required;
- To provide and mobilize voluntary service and contribution in cash or in kind necessary for the development plans;
- Suggesting the location of street lights, street or community water taps, public wells, public sanitation units, irrigation facilities and such other public utility schemes
- To formulate schemes to impart awareness on matters of public interest like cleanliness, environmental protection, pollution control and to give protection against social evils like corruption, illicit and clandestine transactions;
- To promote harmony and unity among various groups of people within the area of the grama Sabha and to organize arts and sports festivals to develop goodwill among the people of that locality;

- To monitor and render assistance to the beneficiary communities engaged in the developmental activities within the area of the village panchayat.
- To verify the eligibility of persons getting various kinds of welfare assistance from the government such as pensions and subsidies;
- To collect information regarding the detailed estimates of works proposed to be implemented in the area of the grama Sabha;
- To make available details regarding the services to the rendered and the activities proposed to be done by the concerned officials in the succeeding three months;
- To know the rationale behind every decision taken by the panchayat regarding the area of the grama Sabha;
- To know the follow up action taken on the decisions of the grama Sabha and the detailed reasons for not implementing any of the decisions;
- To co-operate with the employees of the village panchayats in the sanitation processes and rendering voluntary service for the removal of garbage;
- To find out the deficiencies in the arrangements for water supply, street
- lighting etc. within the area of the grama Sabha and to suggest remedial measures;

  To assist the activities of parent-teacher associations of the schools within the Area of the grama Sabha;
- To assist the public health activities especially prevention of diseases and Family welfare, within the area of the grama Sabha.(inserted by act 13 of 1999).
- To perform such other functions as may be prescribed from time to time.

(2) The Grama Sabha shall, in its ordinary meeting or in the special meeting convened for the purpose; discuss the report referred to in sub-section (6) of section 3 and it shall have the right to known about the budgetary provisions, the details of plan outlay, item wise allocation of funds and details of the estimates and cost of materials of works executed or proposed to be executed within the area of the Grama Sabha.

(3) The Audit report of the performance audit report placed for the consideration of the Grama Sabha shall be discussed in the meeting and its views, recommendations and suggestions shall be communicated to the concerned village panchayat.

(4) The quorum of the Grama Sabha shall be ten per cent of the number of voters of its area and the procedure for convening and conducting meetings of the Grama Sabha shall be such as may be prescribed provided that the quorum of the meeting of a Grama Sabha which was adjourned earlier for want of quorum shall be fifty when convened again.

(5) The Officers of the Village Panchayats shall attend the meetings of the Grama Sabhas may be required by the President and an officer nominated by the Village Panchayat as the coordinator of the Grama Sabha shall assist the convenor in convening and conducting the meetings of the Grama Sabha and in recording its decisions in the Minutes Book and also in taking up follow up action thereon.

(6) The Grama Sabha may appoint, elect or constitute, general or special sub-committees for the detailed discussions on any issues or programmes and for the effective implementation of the schemes and the decisions and in furtherance of its rights and responsibilities provided that such committees shall consist of not less than ten members of whom, not less than half shall be women.

(7) Resolutions may be passed on majority basis, in the meetings of the Grama Sabha in respect of any issue within its jurisdiction, however, effort should be made to take decision on the basis of general consensus as far as possible.

(8) When beneficiaries are to be selected according to any scheme, project or plan, the criticism for eligibility and order of priority shall be fixed by the panchayat subject to the terms and conditions prescribed in the scheme, project or plan and such criterion shall be published in the manner prescribed and intimated to the Grama Sabha.

(9) The priority list prepared by Grama Panchayat after inviting applications for the selection of beneficiaries and conducting enquiries on the application received, shall be scrutinized at the meeting of the Grama Sabha in which the applicants are also invited and a final list of the deserving beneficiaries, in the order of priority, shall be prepared and sent for the approval of the Grama Panchayats. provided that the Village Panchayat shall not change the order of priority in the list sent by the Grama Sabha for approval:

3. B. Responsibilities of Grama Sabha. –

1) The Grama Sabha shall have the following responsibilities namely: -

- dissemination of information regarding developmental and welfare activities;
- participating in and canvassing of programmes of Health and Literacy and such other time bound developmental programmes;
- collecting essential socio-economic data;
- providing feedback on the performance of development programmes;
- resort to moral sanction to pay taxes, repayment of loans promote
- environmental cleanliness and to maintain social harmony;
- mobilize local resources to augment resources of the panchayat;
- supervising development activities as volunteer teams and
- make arrangements for reporting urgently incidence of epidemics, natural calamities, etc.

(2) The Grama Sabha shall make periodical reports to the village panchayats in respect of matters specified in a section 3 A.]

Annexe 1.1.2 Powers, Functions, Duties and Rights Of Ward Committees and Ward Sabhas

Extract from Sections 44, 45 and 46 of the Kerala Municipality Act 1994

Ward Committee or Ward Sabha shall subject to such manner and procedure as may be prescribed, exercise and perform the following powers and functions, namely;—

- Assist the collection and consolidation of details necessary for the formulation of development schemes for the Municipality;
- Formulate proposals on development schemes to be implemented in the Municipal area, determine the priority and make available information regarding the functional schemes for the next three months;
- Prepare the final list of eligible beneficiaries in the order of priority by finding out eligible applicants from the Ward area based on the criterion prescribed in respect of the beneficiary oriented schemes and to submit the same to the Municipality;
- Render necessary assistance for the effective implementation of development schemes providing necessary local facilities;
- Seek and obtain detailed information regarding the development programmes implementing in the Ward and observe its implementation in accordance with the directions;
- Provide and mobilize voluntary service and assistance in cash or kind for social welfare programmes;
- Prepare the order of priority as to the location of street lights, water taps etc. And of public sanitation units in the street or at other public places, irrigation facilities and other public utility schemes;
- Discuss and formulate literacy programmes necessary for the ward area, formulate schemes for imparting awareness regarding matters of public interest like sanitation, environment protection, pollution control etc" and to give protection from social evils like corruption, false and fabricated transactions etc;
- To promote harmony and unity among the people belonging to different sections in the ward area and to organize arts and sports festivals for promoting goodwill among the people of that area;
- To observe and assist the beneficiary committees which are conducting developmental programmes in the ward;
- To verify the eligibility of persons getting various kinds of welfare assistance from government such as pension and subsidy etc.;
- To make aware the people for the prompt payment of taxes, fees, rents and other sums due to the municipality;
- To co-operate with the employees of ward area in the sanitation arrangements of the area and rendering voluntary service in the removal of garbage;

- To encourage the residents of the ward area to plant kitchen gardens and to engage in horticulture activities;
- To identify the deficiencies in the systems of water supply, street lighting etc. In the ward area and to suggest remedial measures;
- To identify the lacunae and lapses in following the building rules and in Implementing spatial planning;
- To assist the activities of the parent-teacher associations in the schools in the Ward
- To assist the functioning of public health centres in the ward area; (s) to perform other functions as may be prescribed.
- The Ward committee or the Ward Sabha as the case may be, may in its ordinary meeting or in a special meeting convened for the purpose, discuss the development programmes of the previous year and it is entitled to know the amount earmarked in the budget, the details about the plan out-lay and the object-wise allocation of funds and also the details of the estimates and cost of materials of the works executed or proposed to be executed in the Ward.
- The audit report or performance audit report coming for the consideration of the Ward Committee or Ward Sabha shall be discussed in its meeting and its opinion, recommendations, and suggestions be communicated to the council concerned.

Duties and rights of Ward Committees and Ward Sabhas.—

The Ward Committees and Ward Sabhas shall have the following duties, namely:—

- Disseminate information regarding the development and welfare activities;
- Participate and propagate the programmes regarding health and literacy and other similar time-bound development, programmes;
- Collect essential socio-economic basic data;
- Provide information by collecting the progress regarding development activities;
- Adopt moral means for payment of taxes, repayment of loans, improvement of environmental cleanliness and maintenance of social harmony;
- Mobilize, resources locally to augment the financial sources of the municipality; (vii) supervise development activities as voluntary groups;
- Make arrangements to report immediately the occurrence of
- Epidemics, natural calamities etc.;
- Co-ordinate and implement the activities for the protection of
- Nature to import knowledge to the people on environmental problem.

The Ward Committee and the Ward Sabha shall have the following rights, namely:—

- To get information regarding the services to be rendered and
- The activities proposed to be carried by the officers concerned during the next three months;
- To get information on the detailed estimate regarding the
- Works proposed to be undertaken;
- To know whether each decision of the council of the ward area is logical;
- To know about the follow up actions taken, decision of the ward Sabha and the ward committee, as the case may be, and about the detailed reasons for not implementing any decision;
- To get information regarding detailed town planning schemes , building construction permits etc. In the ward.

Annex 1.4.1 Right to Services- Notification of Panchayat Directorate

Directorate of Panchayats

NOTIFICATION

No. PAN/14633/2020-G2 *Thiruvananthapuram, 2020 December 21*

In exercise of the powers conferred under Section 3 of the Kerala Right to Service Act, 2012 (Act 18 of 2012), the Director of Panchayats hereby supersede the Notification No. 1169 dated. 26th April 2013 (Vol. II) published in the Kerala Extra Ordinary Gazette regarding the services rendered to the public, the stipulated time limits, designated officers, the First Appellate Authority, the Second Appellate Authority for the purpose of the Section 3 of the Kerala Right to Service Act, 2012 and hereby notifying for the purpose of the section 3 of the Kerala Right to Service Act, 2012, services rendered to the public, the stipulated time limit, designated officers, the First Appellate Authority, the Second Appellate Authority from the Office of the Director of Panchayats, Office of the Deputy Director of Panchayats in district level and office of the Grama Panchayats.

(1) The time limit prescribed will commence only after the submission of all the necessary documents and details, if required for providing a service.
(2) Supporting documents and fees for services will be as per the conditions and provisions elucidated in the Citizen Charter concerned and as per the Acts and Rules.
(3) The time limit for services in the case of application which needs Sanction/NOC from other offices will commence only on the date of receipt of the same in the Grama Panchayat.

Dr. P.K. JAYASREE I.A.S
DIRECTOR OF PANCHAYATS

I Directorate of Panchayats

Sl.no	Name of Service	Time limit	Designated Officer	First Appellate Authority	Second Appellate Authority
1.	Sanction for inclusion of name in the Birth Registration (in the case of birth occurred before 01-04-1970)	15 working days	Chief Registrar of Births and Deaths	Secretary, Local Self Government Department	-
2.	Sanction for making correction in the Birth and Death Registration (Birth or Death occurred before 01-04- 1970)	15 working days	Chief Registrar of births and Deaths	Secretary, Local Self Government Department.	-
3.	Application for making factual corrections in the Hindu Marriage Registration	15 working days	The Registrar General of Hindu Marriages/ Director of Panchayats	Secretary, Local Self Government Department.	-

II Office of the Deputy Director of Panchayats

Sl.no	Name of Service	Time limit	Designated Officer	First Appellate Authority	Second Appellate Authority
1.	Sanction for Registration of Birth (Any birth of which information is given to the registrar after 30 days but within one year of its occurrence). (The Kerala Registration of Births and Deaths Rules, 1999)	15 working days	District Registrar of Births and Deaths/ Deputy Director of Panchayats	Chief Registrar of Births and Deaths	Secretary, Local Self Government Department.

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2.	Sanction for inclusion of name in the Birth Registration (cases in which the difference in date of birth in Birth Register and School Records exceeds 10 months)	15 working days	District Registrar of Births and Deaths/ Deputy Director of Panchayats	Chief Registrar of Births and Deaths	Secretary, Local Self Government Department.
3.	Sanction for Death Registration (Any death of which information is given to the Registrar after 30 days but within one year of its occurrence). (The Kerala Registration of Births and Deaths Rules, 1999)	15 working days	District Registrar of Births and Deaths/ Deputy Director of Panchayats	Chief Registrar of Births and Deaths	Secretary, Local Self Government Department
4.	Sanction for Hindu Marriage Registration (cases were marriages could not be registered within 30 days from the date of marriage) (The Kerala Hindu Marriage Registration Rules, 1957)	15 working days	District Registrar / Deputy Director of Panchayats	Registrar General of Hindu Marriages/ Director of Panchayats	Secretary, Local Self Government Department
5.	Sanction for Registration of Marriages(Common) (cases were memorandum has not been filed within 5 years) (The Kerala Registration of Marriage (Common) Rules 2008)	15 working days	Registrar General of Marriages (common)/Deputy Director of Panchayats)	Chief Registrar General of Marriages(Common)/ Director of Panchayats	Secretary, Local Self Government Department
6.	Sanction for making correction in the Marriage(Common) Registration (factual corrections in the	15 working days	Registrar General of Marriages (common)/Deputy	Chief Registrar General of Marriages(Common)/	Secretary, Local Self Government Department

	entry on name, age, date etc) (The Kerala Registration of Marriage (Common) Rules 2008)		Director of Panchayats	Director of Panchayats	
7.	Appeal against the decision of the Local Registrar of Marriages (Common) (The Kerala Registration of Marriage (Common) Rules 2008)	15 working days	Registrar General of Marriages (common)/Deputy Director of Panchayats)	Chief Registrar General of Marriages(Common)/ Director of Panchayats	Secretary, Local Self Government Department

III Office Of Grama Panchayats

Sl.no	Name of Service	Time limit	Designated Officer	First Appellate Authority	Second Appellate Authority
1.	Registration of Birth (The Registration of Births and Deaths Act, 1969, The Kerala Registration of Births and Deaths Rules, 1999)	(1) On the same day of receipt of the report, If the birth occurs in hospital (This service is applicable for hospitals having births and deaths registration kiosk) (2) In other cases 7 working days	Local Registrar(Births and Deaths) /Secretary Grama Panchayat	District Registrar (Births and Deaths)/Deputy Director of Panchayats	Chief Registrar (Births and Deaths)
2.	Inclusion of name in the Birth Registration (If the name is not included at the time of registration). (The Registration of Births and Deaths Act, 1969, The Kerala Registration of Births and Deaths Rules, 1999)	(1) 7 working days (2) Within 7 days consequent on the approval of the Chief Registrar/ District Registrar	Local Registrar (Births and Deaths) /Secretary Grama Panchayat	District Registrar (Births and Deaths)/Deputy Director of Panchayats	Chief Registrar (Births and Deaths)
3.	Registration of Death (The Registration of	(1) On the same day of obtaining the report, If the	Local Registrar (Births and	District Registrar (Births and	Chief Registrar (Births and

	Births and Deaths Act, 1969) (The Kerala Registration of Births and Deaths Rules, 1999)	death occurs in hospital (This service is applicable for hospitals having births and deaths registration kiosk) (2) In other cases 7 working days	Deaths) /Secretary Grama Panchayat	Deaths)/Deputy Director of Panchayats	Deaths)
4.	Sanction for late Registration of Births and Deaths (The Registration of Births and Deaths Act, 1969)	7 working days after getting sanction	Local Registrar(Births and Deaths)/Secretary Grama Panchayat	District Registrar (Births and Deaths)/Deputy Director of Panchayats	Chief Registrar (Births and Deaths)/
5.	Birth and Death Certificate (The Registration of Births and Deaths Act, 1969)	(1) On the same day of registration under section 12 (2) Others 3 working days	Local Registrar(Births and Deaths) /Secretary Grama Panchayat	District Registrar (Births and Deaths)/Deputy Director of Panchayats	Chief Registrar (Births and Deaths)
6.	Birth Registration of adopted children	10 working days	Local Registrar(Births and Deaths)/Secretary Grama Panchayat	District Registrar (Births and Deaths)/Deputy Director of Panchayats	Chief Registrar (Births and Deaths)
7.	Registration of Births occurred in foreign countries (As per relevant Acts and Rules)	30 working days	Local Registrar(Births and Deaths)/Secretary Grama Panchayat	District Registrar (Births and Deaths)/Deputy Director of Panchayats	Chief Registrar (Births and Deaths)
8.	Registration of marriages with in 30 days (The Hindu Marriage Act, 1955 / The Kerala Hindu Marriage Registration Rules, 1957)	15 working days	Local Registrar/Secretary Grama Panchayat	District Registrar/Deputy Director of Panchayats	Registrar General (Hindu Marriages)/ Director of Panchayats

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9.	Late Registration of Marriages (After 30 days of marriage) (The Hindu Marriage Act, 1955 /The Kerala Hindu Marriage Registration Rules, 1957)	15 working days after getting sanction	Local Registrar/Secretary Grama Panchayat	District Registrar /Deputy Director of Panchayats	Registrar General (Hindu Marriages)/ Director of Panchayats
10.	Certificate of Marriage (Registration under the Hindu Marriage Act, 1955)	7 working days	Local Registrar/Secretary Grama Panchayat	District Registrar /Deputy Director of Panchayats	Registrar General (Hindu Marriages)/ Director of Panchayats
11.	Registration of Marriage (common) (cases in which memorandum has been filed within 45 days) (The Kerala Marriage (common) Registration Rules, 2008)	7 working days	Local Registrar of Marriages (common) /Secretary, Grama Panchayat	Registrar General of Marriages (common)/ Deputy Director of Panchayats	Chief Registrar General of Marriages (common)/ Director of Panchayats
12.	Registration of Marriages (common) (cases in which memorandum has been filed within 5 years) (The Kerala Marriage (common) Registration Rules, 2008)	10 working days	Local Registrar of Marriages (common) /Secretary, Grama Panchayat	Registrar General of Marriages (common)/ Deputy Director of Panchayats	Chief Registrar General of Marriages (common)/ Director of Panchayats
13.	Registration of Marriages (common) (cases in which memorandum has not been filed within 5 years) (The Kerala Marriage (common) Registration Rules, 2008)	7 working days after getting sanction	Local Registrar of Marriages (common) /Secretary, Grama Panchayat	Registrar General of Marriages (common)/ Deputy Director of Panchayats	Chief Registrar General of Marriages (common)/ Director of Panchayats

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14.	Marriage certificate (Common) (Marriage certificate as per The Kerala Marriage(Common) Registration Rules, 2008)	7 working days	Local Registrar of Marriages (common) /Secretary, Grama Panchayat	Registrar General of Marriages (common)/ Deputy Director of Panchayats	Chief Registrar General of Marriages (common) Director of Panchayats
15.	Change of Ownership of building	45 days	Secretary, Grama Panchayat	Deputy Director of Panchayats	Director of Panchayats
16.	Ownership Certificate of buildings	3 days	Secretary, Grama Panchayat	Deputy Director of Panchayats	Director of Panchayats
17.	Residential Certificate	7 working days	Secretary, Grama Panchayat	Deputy Director of Panchayats	Director of Panchayats
18.	Issue of License to Industries, factories, Trades, Entrepreneurship activities and other services	30 days	Secretary, Grama Panchayat	Deputy Director of Panchayats	Director of Panchayats
19.	Building Permit/Developmental Permit (including Compound wall, well and Telecommunication Tower)	30 days	Secretary, Grama Panchayat	Deputy Director of Panchayats	Director of Panchayats
20.	Remittance of Profession Tax (as per demand notice in form no.III) (The Kerala Panchayat Raj (Profession Tax) Rules, 1996)	On the same day (Provided Income details should have submitted in form no. II)	Secretary, Grama Panchayat	Deputy Director of Panchayats	Director of Panchayats

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Explanatory Note

(This does not form part of notification, but is intended to indicate its general purpose)

In exercise of the powers conferred under Section 3 of the Kerala Right to Service Act, 2012 (Act 18 of 2012), the Director of Panchayats notified the services that will be rendered by the Directorate of Panchayats, Office of the Deputy Director of Panchayats in district level and Office of the Grama Panchayats as per Kerala Extra Ordinary Gazette Notification No. 1169 dated. 26th April 2013 (Vol. II). Thereafter various amendments were carried out in the Kerala Panchayat Raj Act, 1994 and Rules and various other Acts and Rules in relation to the services to be rendered by this department. In these circumstances, it was found that a fresh notification in consonance with the above amendments is inevitable. Hence the Gazette notification No. 1169 dated. 26th April 2013 (Vol. II) issued by the Director of Panchayats was superseded and re-notified the services that will be rendered by the Office of the Director of Panchayats, Office of the Deputy Director of Panchayats, Office of the Grama Panchayats, the designated officers, the First Appellate Authority, the Second Appellate Authority and the stipulated time limits for the purpose of the Section 3 of the Kerala Right to Service Act, 2012. This certification is intended to achieve the above object.

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Annex 1.4.2 Right to Services Notification-Directorate of Urban Affairs

OFFICE OF THE DIRECTOR OF URBAN AFFAIRS

Thiruvananthapuram

NOTIFICATION

No. G3-294/2021/DUA. *Thiruvananthapuram, 21st January 2021.*

In exercise of the powers conferred under section 3 of the Kerala State Right to Service Act, 2012 (Act No. 18 of 2012) and G. O. (P) No 14/2013/P & ARD dated 20th April, 2013 and after superseding the notification published as E.O.G. No. 1190 dated 27th April, 2013 in Kerala Extraordinary Gazette (Vol. 2), the Director of Urban Affairs hereby issue the notification regarding the Services, Stipulated time limit, Designated officers, First Appellate Authority and the Second Appellate Authority for the services rendered to public from 3 Regional Joint Director's Offices (Kollam, Kochi, Kozhikode), 6 Municipal Corporations (Thiruvananthapuram, Kollam, Kochi, Thrissur, Kozhikode, Kannur) and 87 Municipalities for the purpose of the Kerala Right to Service Act, 2012.

1. The time limit prescribed will commence only after the submission of the application along with all the necessary documents and details.
2. The Secretary of the Corporation/Municipality shall issue a separate order regarding the names of the designated officers responsible for the time bound delivery of each service. This order should be displayed on the office notice board, other important centres in the municipal/corporation area and on the official Website.
3. The documents/fees to be submitted along with the application for each service will be as stated in the Citizen Charter of the Municipality/Corporation or as prescribed in the concerned Acts & Rules.
4. In case of Municipalities and Corporations, the designated officer shall be the officer, who is assigned by the Secretary of the Municipality/Corporation as stated in column 4.
5. The time limit for services in case of applications which needs prior sanction/NOC from other offices will commence only on the date of receipt of the same in the Municipality/Corporation Office. Such applications to other offices for sanction/NOC must be sent within 5 days of receipt of application at the Municipal/Corporation Office (by registered post or if send directly the receipt must be obtained).

DR. RENU RAJ, IAS,
Director of Urban Affairs.

DETAILS OF THE PUBLIC SERVICES RENDERED FROM 3 REGIONAL JOINT DIRECTOR'S OFFICES AT KOLLAM, KOCHI, KOZHIKODE						
Sl. No.	*Services*	*Time limit*	*Essential Documents to be submitted along with the application for services*	*Responsible Officer*	*First Appellate Authority*	*Second Appellate Authority*
1	**2**	**3**	**4**	**5**	**6**	**7**
1	**Registration** 1. Architect (Institution) 2. Civil Engineering (Institution) 3. Architect 4. Building Designer A&B 5. Engineer A & B 6. Structural Engineer 7. Town Planner A & B 8. Senior Supervisor 9. Supervisor A & B	Within 30 days after the interview, on payment of prescribed fee	Application (Court fee stamp affixed) in Annexure H1 A or Annexure H1 B under rule 99 along with the certified copies of eligibility certificates mentioned in Annexure H2 (Column 2) under Rule 100 of The Kerala Municipality Building Rules, 2019	Regional Joint Directors concerned	Director of Urban Affairs	Secretary to Local Self Government Department
2	License Renewal	15 days	Court fee stamp affixed application with prescribed fee	Regional Joint Directors concerned	Director of Urban Affairs	Secretary to Local Self Government Department
3	Duplicate License	15 days	Court fee stamp affixed application with Notary attested affidavit	Regional Joint Directors concerned	Director of Urban Affairs	Secretary to Local Self Government Department

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SERVICES PROVIDED BY THE MUNICIPAL CORPORATIONS					
Sl. No.	*Services*	*Time Limit*	*Responsible Officer*	*First appellate authority*	*Second appellate authority*
1	**2**	**3**	**4**	**5**	**6**
1.	**Civil Registration (Birth, Death, Adoption, Marriage)**				
1.1	Birth-Death-Still Birth Registration	Through Hospital kiosk - 1 working day Others - 5 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.2	Name Inclusion into Birth and Death Register	7 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.3	Corrections in Birth and Death Register	15 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.4	Issuance of Birth and Death Certificate	Online - 2 working days Offline - 3 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.5	Birth Certificate under Section 12 of the Births and Deaths Registration Act	On the same day of Registration	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.6	Birth Registration - Registration of Overseas Births	15 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.7	Birth registration of Adopted children	7 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary
1.8	Birth and Death Registration - Non-Availability Certificate (NAC)	7 working days	Health Inspector designated as Sub-Registrar/Registrar	Health Officer	Secretary

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1.9	Marriage registration and Issuance of certificate, according to the Hindu Marriage Act 1955	7 working days	Secretary	Regional Joint Director	Director of Urban Affairs
1.10	Marriage registration and Issuance of certificate, 1. As per Kerala Registration of Marriages (Common) Rules, 2008 2.Anand Marriage Registration	7 working days	Health Inspector/Health Officer	Secretary	Regional Joint Director
2.	**Buildings**				
2.1	Development Permit/Building Permit	30 working days	On the basis of Building Plinth area Assistant Engineer /Assistant Executive Engineer/Executive Engineer/ Superintending Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.2	Hut construction permit	14 working days	Assistant Engineer /Assistant Executive Engineer/Executive Engineer/ Superintending Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.3	Telecommunication Tower, Wells and Wall - Permit	15 working days	Assistant Engineer/ Assistant Executive Engineer/Executive Engineer/ Superintendent Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.4	Building Permit Renewal	15 working days	Assistant Engineer / Assistant Executive Engineer/Executive Engineer/ Superintendent Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.5	Development Certificate/ Completion Certificate/Occupancy Certificate)	15 working days	Assistant Engineer/ Assistant Executive Enginee /Executive Engineer/ Superintendent Engineer/Secretary	Regional Joint Director	Director of Urban Affairs

2.6	Numbering and Taxing of New Buildings (In case of Application along with Occupancy Certificate)	10 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.7	Certificate of Ownership	3 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.8	Residential Certificate/ Occupancy Certificate (Occupancy)	5 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.9	Transfer of ownership	15 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.10	Age Certificate of Building	7 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
3.	**License/Registration/Permission**				
3.1	IFTES License for Industries and Businesses (Issuance and Renewal)	5 working days	Health Inspector/ Health Supervisor/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs
3.2	Permit to construct or establish Powered (Including Steam Power) Factory, Workshop or Workplace	30 working days	Health Inspector/ Health supervisor/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs
3.3	Private Markets - License (Issuance and Renewal)	30 working days	Health Inspector/ Health supervisor/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs
3.4	Private Slaughter houses - License (Issuance and Renewal)	30 working days	Health Inspector/ Health supervisor/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs
3.5	License for Private parking lots and Vehicle Stands (Issuance and Renewal)	30 working days	Assistant Engineer/ Assistant Executive Engineer/Executive Engineer/ Superintendent Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
3.6	Movie Theatre license (Issuance and Renewal)	14 working days	Revenue Officer/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs

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3.7	PPR License (Issuance and Renewal) 1. License 2. Temporary License	21 working days 7 working days	Revenue Officer/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.8	Registration of Private hospital/ Paramedical institutions (Issuance and Renewal)	On the same day	Health Inspector/ Health Supervisor/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs
3.9	Tutorial Institutions 1. Registration 2. Renewal of Registration	15 working days 7 working days	Health Inspector/ Health Supervisor/ Health Officer/ Secretary	Regional Joint Director	Director of Urban Affairs
3.10	Permit for Advertisement boards	30 working days	Engineer/Revenue Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.1	Permit for Road Cutting 1. Water connection 2. Pipeline/Electricity/ Telecom cable (TSP/IP/ISP/KWA/KSEB) etc.	10 working days 30 working days	Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
4.	**Welfare Services**				
4.1	BPL Certificate	3 working days	Revenue Officer/ Superintendent/ Secretary	Regional Joint Director	Director of Urban Affairs
4.2	Welfare Pension (Old age, Differently Abled, Widow, Un married women aged 50 years above, Agriculture Labours)	40 working days	Revenue Officer/ Superintendent/ Deputy Secretary	Secretary	Regional Joint Director
4.3	Inquiry Report on Marriage Grants Application for Widows	30 working days	Revenue Officer/ Superintendent/ Deputy Secretary	Secretary	Regional Joint Director
4.4	Unemployment Wage	45 working days	Revenue Officer/ Superintendent/ Deputy Secretary	Secretary	Regional Joint Director

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4.5	Ayyankali Urban Employment Guarantee Scheme - Issuance of Jobcard, Provision of Employment	15 working days	Health Supervisor/ UPA Project Officer/ Additional Secretary	Regional Joint Director	Director of Urban Affairs
4.6	Ambulance Services (depending on availability)	Instantly (Application/ Telephone request)	Health Inspector/ Health Officer	Secretary	Regional Joint Director
5.	**Services for Tax Payers**				
5.1	Profession Tax Payment	Same day	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
5.2	Appeals Property/Profession Tax	15 working days	Secretary	Regional Joint Director	Director of Urban Affairs

SERVICES PROVIDED BY THE MUNICIPALITIES					
Sl. No.	*Services*	*Time Limit*	*Responsible Officer*	*First Appellate Authority*	*Second Appellate Authority*
1	**2**	**3**	**4**	**5**	**6**
1.	**Civil Registration (Birth, Death, Adoption, Marriage)**				
1.1	Birth-Death-Still Birth Registration	Through Hospital kiosk - 1 working Day Others - 5 working days	Health Inspector designated as Sub-Registrar/ Registrar	Secretary	Regional Joint Director
1.2	Name Inclusion into Birth and Death Register	7 working days	Health Inspector designated as Sub-Registrar/ Registrar	Secretary	Regional Joint Director
1.3	Corrections in Birth and Death Register	15 working days	Health Inspector designated as Sub-Registrar/ Registrar	Secretary	Regional Joint Director

1.4	Issuance of Birth and Death Certificate	Online - 2 working days Offline - 3 working days	Health Inspector designated as Sub-Registrar/Registrar	Secretary	Regional Joint Director
1.5	Birth Certificate under Section 12 of the Births and Deaths Registration Act	On the same day of Registration	Health Inspector designated as Sub-Registrar/Registrar	Secretary	Regional Joint Director
1.6	Birth Registration - Registration of Overseas Births	15 working days	Health Inspector designated as Sub-Registrar/Registrar	Secretary	Regional Joint Director
1.7	Birth registration of Adopted children	7 working days	Health Inspector designated as Sub-Registrar/Registrar	Secretary	Regional Joint Director
1.8	Birth and Death Registration - Non-Availability Certificate (NAC)	7 working days	Health Inspector designated as Sub-Registrar/Registrar	Secretary	Regional Joint Director
1.9	Marriage registration and Issuance of certificate, according to the Hindu Marriage Act 1955	7 working days	Secretary	Regional Joint Director	Director of Urban Affairs
1.10	Marriage registration and Issuance of certificate, 1. As per Kerala Registration of Marriages (Common) Rules, 2008 2. Anand Marriage Registration	7 working days	Health Inspector/Health Officer	Secretary	Regional Joint Director
2.	**Buildings**				
2.1	Development Permit/Building Permit	30 working days	On the basis of Building Plinth area Assistant Engineer /Assistant Executive Engineer/Executive Engineer/Secretary	Regional Joint Director	Director of Urban Affairs

2.2	Hut Construction Permit	14 working days	Assistant Engineer /Assistant Executive Engineer/Executive Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.3	Telecommunication Tower, Wells and Wall - Permit	15 working days	Assistant Engineer / Assistant Executive Engineer / Executive Engineer / Secretary	Regional Joint Director	Director of Urban Affairs
2.4	Building Permit renewal	15 working days	Assistant Engineer / Assistant Executive Engineer/Executive Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.5	Development Certificate / Completion Certificate/Occupancy Certificate)	15 working days	Assistant Engineer/ Assistant Executive Engineer/Executive Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
2.6	Numbering and Taxing of New Buildings (In case of Application along with Occupancy Certificate)	10 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.7	Certificate of Ownership	3 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.8	Residential Certificate / Occupancy Certificate (Occupancy)	5 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.9	Transfer of ownership	15 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
2.1	Age Certificate of Building	7 working days	Revenue Officer/ Superintendent	Secretary	Regional Joint Director

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3.	**License/Registration/Permission**				
3.1	IFTES License for Industries and Businesses (Issuance and Renewal)	5 working days	Health Inspector/Health Supervisor/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.2	Permit to construct or establish Powered (Including Steam Power) Factory, Workshop or Workplace.	30 working days	Health Inspector/Health Supervisor/Health Officer/Secretary	Regional joint Director	Director of Urban Affairs
3.3	Private Markets - License (Issuance and Renewal)	30 working days	Health Inspector/Health Supervisor/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.4	Private Slaughter houses - License (Issuance and Renewal)	30 working days	Health Inspector/Health Supervisor/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.5	License for Private parking lots and Vehicle Stands (Issuance and Renewal)	30 working days	Assistant Engineer/ Assistant Executive Engineer/Executive Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
3.6	Movie Theatre license (Issuance and Renewal)	14 working days	Revenue Officer/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.7	PPR License (Issuance and Renewal) 1. License 2. Temporary License	21 working days 7 working days	Revenue Officer/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.8	Registration of Private hospital/Paramedical institutions (Issuance and Renewal)	On the same day	Health Inspector/Health Supervisor/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs

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3.9	Tutorial Institutions 1. Registration 2. Renewal of Registration	15 working days 7 working days	Health Inspector/Health Supervisor/Health Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.10	Permit for Advertisement boards	30 working days	Engineer/Revenue Officer/Secretary	Regional Joint Director	Director of Urban Affairs
3.11	Permit for Road Cutting 1. Water connection 2. Pipeline/Electricity /Telecom cable (TSP/IP/ISP/ KWA/KSEB) etc.	10 Working days 30 Working days	Engineer/Secretary	Regional Joint Director	Director of Urban Affairs
4.	**Welfare Services**				
4.1	BPL Certificate	3 Working days	Revenue Officer/ Superintendent/ Secretary	Regional Joint Director	Director of Urban Affairs
4.2	Welfare Pension (Old age, Differently abled, Widow, Un married women aged 50 years above, Agriculture Labours)	40 working days	Revenue Officer/ Superintendent/ Secretary	Regional Joint Director	Director of Urban Affairs
4.3	Inquiry Report on Marriage Grants Application for Widows	30 working days	Revenue Officer/ Superintendent/ Secretary	Regional Joint Director	Director of Urban Affairs
4.4	Unemployment Wage	45 working days	Revenue Officer/ Superintendent/ Secretary	Regional Joint Director	Director of Urban Affairs
4.5	Ayyankali Urban Employment Guarantee Scheme - Issuance of Job Card, Provision of Employment	15 Working days	Health Supervisor/ UPA Project Officer/ Secretary	Regional Joint Director	Director of Urban Affairs

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4.6	Ambulance Services (depending on availability)	Instantly (Application/Tele phone request)	Health Inspector/ Health Officer	Secretary	Regional Joint Director
5.	**Services to Tax Payers**				
5.1	Profession Tax Payment	Same Day	Revenue Officer/ Superintendent	Secretary	Regional Joint Director
5.2	Appeals Property/Profession Tax	15 working days	Secretary	Regional Joint Director	Director of Urban Affairs

Explanatory Note

(This is not a part of the notification but meant to reveal its general intent).

Section 3 of the Kerala State Right to Service Act, 2012 (Act No. 18 of 2012) mandates each Government Department, Head of Department, Local Self Government Institution and Statutory Body to notify in the Gazette, the services that will be rendered by each of them, stipulated time limit, designated officers, the first appellate authority and the second appellate authority for each of this service for the purposes of this Act. Further through G. O. (P) No. 14/2013/P & ARD. dated 20th April, 2013 the Director of Urban Affairs was authorized to notify the same for Urban Local Self Govt Institutions as it is practically difficult for each of them to notify separately.

Hence, in exercise of the powers conferred under section 3 of the Kerala State Right to Service Act, 2012 (Act No. 18 of 2012) and G. O. (P) No. 14/2013/P & ARD dated 20th April, 2013 the Director of Urban Affairs had earlier published the Notification regarding the Services, Stipulated time limit, Designated officers, First appellate authority and the Second appellate authority for the services rendered to the public from 3 Regional Joint Director's Offices (Kollam, Kochi, Kozhikode), 6 Municipal Corporations (Thiruvananthapuram, Kollam, Kochi, Thrissur, Kozhikode, Kannur) and 87 Municipalities for the purpose of the Kerala Right to Service Act, 2012 through E.O.G. No. 1190 dated 27th April, 2013 in Kerala Extraordinary Gazette (Vol. 2).

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Since it has been 7 years after the last notification and the amendments in related Acts/Rules necessitated the issuance of fresh notification in accordance with the changes incorporated to the Kerala Municipality Act and Rules. In the above circumstances, by surpassing the Notification No. 1190 issued in the Kerala Extraordinary Gazette dated 27th April, 2013 (Volume 2) and exercising the powers under Section 3 of the Kerala Right to Service Act, 2012 (No. 18 of 2012) the Director of Urban Affairs has to issue fresh notification regarding the Services rendered to the public from 3 Regional Joint Director's Offices (Kollam, Kochi, Kozhikode), 6 Municipal Corporations (Thiruvananthapuram, Kollam, Kochi, Thrissur, Kozhikode, Kannur) and 87 Municipalities and to specify Time Limit, Designated Officer, First Appellate Authority, Second Appeal.

This notification is intended to meet the above objective.

PUBLISHED BY THE SUPERINTENDENT OF GOVERNMENT PRESSES
AT THE GOVERNMENT CENTRAL PRESS, THIRUVANANTHAPURAM, 2021

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Annexe 2.1.1 Tariff Levied on Various Types of Street Lighting

Composite Tariff for Unmetered Street Lights (burning hours - 4 & 6 hours)		
Type of Lamp	**Watts(W)**	**Existing Tariff Rs. per lamp/per month**
Ordinary	40	24
Ordinary	60	36
Ordinary	100	61
Fluo tube	40	24
Fluo tube	80	48
Floodlight	1000	615
MV Lamp	80	56
MV Lamp	125	83
MV Lamp	160	106
MV Lamp	250	164
MV Lamp	400	263
SV Lamp	70	46
SV Lamp	80	53
SV Lamp	100	65
SV Lamp	125	83
SV Lamp	150	98
SV Lamp	250	164
CFL	11	6
CFL (NEW)	14	
CFL	15	8
CFL	18	10
CFL	22	12
CFL	30	17
CFL	36	19
CFL	44	23
CFL	72	39
CFL	144	77
LED (NEW)	9	
LED	12	3
LED (NEW)	15	
LED	18	4
LED	20	6
LED	24	7
LED (NEW)	25	
LED	30	8
LED(NILAVU)	35	10

Composite Tariff for Unmetered Street Lights (burning hours - 4 & 6 hours)		
Type of Lamp	**Watts(W)**	**Existing Tariff Rs. per lamp/per month**
LED	40	11
LED	45	12
LED(NILAVU)	70	19
LED (NEW)	80	
LED (NILAVU)	110	30
LED(NEW)	150	

Composite Tariff for Unmetered Street Lights (burning hours -12 hours)		
Type of Lamp	**Watts (W)**	**Existing Tariff Rs. per Lamp per Month**
Ordinary	40	73
Ordinary	60	112
Ordinary	100	184
Fluo tube	40	73
Fluo tube	80	147
Floodlight	1000	1845
MV Lamp	80	157
MV Lamp	125	244
MV Lamp	160	315
MV Lamp	250	492
MV Lamp	400	785
SV Lamp	70	138
SV Lamp	80	157
SV Lamp	100	196
SV Lamp	125	244
SV Lamp	150	294
SV Lamp	250	492
CFL	11	18
CFL (NEW)	14	
CFL	15	24
CFL	18	29
CFL	22	35
CFL	30	48
CFL	36	58
CFL	44	70
CFL	72	116
CFL	144	231
LED (NEW)	9	

Composite Tariff for Unmetered Street Lights (burning hours -12 hours)		
Type of Lamp	**Watts (W)**	**Existing Tariff Rs. per Lamp per Month**
LED	12	10
LED (NEW)	15	
LED	18	15
LED	20	17
LED	24	22
LED (NEW)	25	
LED	30	28
LED(NILAVU)	35	29
LED	40	33
LED	45	39
LED(NILAVU)	70	58
LED (NEW)	80	
LED (NILAVU)	110	91
LED(NEW)	150	
MV Lamp on semi high mast only for 12 hrs burning per day	1200	2376
SV Lamp on semi high mast only for 12 hrs burning per day	250	495
MV Lamp on semi high mast only for 12 hrs burning per day	1200	2376

Metered Street Lights and Traffic Signal Lights -Present Tariff	
Fixed Charge in *(Rs. per Connection per month)*	
Energy Charge	**Demand/ Fixed charge**
4.30	**50.00**

DISPLAY LIGHTING AND HOARDINGS

Sl No	Particulars	Existing tariff
	(a) Fixed Charge (Rs. per Connection per month)	**550.00**
	(b) Energy Charge **(Rs per unit)**	**12.50**

Source : Kerala State Electricity Board Ltd, 2022

Annexe 2.1.2 Details of Deposit Works that are incomplete as on 30 October 2021 (in Crores)

Year	VP			BP			DP			MLTY			CORP		
	Deposit Amount	Expenditure incurred so far	%	Deposit Amount	Expenditure incurred so far	%	Deposit Amount	Expenditure incurred so far	%	Deposit Amount	Expenditure incurred so far	%	Deposit Amount	Expenditure incurred so far	%
2012	0.12	0.05	40.4	0.19	0.10	51.1									
2013	0.06	0.01	21.9	0.21	0.06	28.6				0.19	0.08	41.1			
2014	0.51	0.09	17.9	0.17						1.55	1.44	93.0			
2015	0.20	0.12	61.8	0.22	0.11	50.1				0.93	0.87	93.6			
2016	1.44	0.26	18.2	0.25	0.09	38.0				0.18	0.17	95.1			
2017	8.52	4.35	51.1	1.01	0.22	22.1	0.03	-	-	2.59	1.00	38.7			
2018	18.30	6.93	37.9	6.65	0.67	10.1	4.46	2.50	56.1	4.89	1.79	36.6	0.64	0.06	9.2
2019	25.23	13.66	54.1	2.59	0.55	21.2	4.83	2.29	47.5	7.62	4.73	62.1	3.08	1.18	38.3
2020	8.02	3.71	46.2	1.31	0.15	11.2	4.34	3.32	76.4	2.24	1.17	52.2	0.10	0.01	12.7
Total	**62.42**	**29.19**	**46.8**	**12.60**	**1.95**	**15.5**	**13.66**	**8.11**	**59.4**	**20.47**	**11.54**	**56.4**	**4.52**	**1.94**	**43.0**

Source: Data Collected and Compiled by the SSFC from 1200 Local Governments

Annexe 2.1.3 Sanitation and Solid Waste Management Services in Local Governments (District-wise)

Table 1: District wise Status of Solid Waste Management Services and Facilities as of July 2021

Sl. No.	Name of the District	No. of Local Governments who attained Suchitwa Padavi as on July 2021	No. of Local Governments who formed Haritha Karma Sena	Households from where non-biodegradable waste is collected (%)	No. of LSGs where door to door collection is as per the calendar	Households paying user fee for collection of non-biodegradable waste	Number of Functional Mini MCFs	Number of MCFs installed	Number of RRFs with waste segregation facility
1	Thiruvananthapuram	75	75	27	10	24.95	377	20	20
2	Kollam	73	73	64	3	34.13	930	17	17
3	Pathanamthitta	44	57	63	31	22.09	312	6	6
4	Alappuzha	64	76	44	4	46.53	153	24	24
5	Kottayam	75	77	43	4	22.63	1216	62	62
6	Idukki	41	50	51	13	51.51	145	11	11
7	Ernakulam	54	90	38	12	34.10	285	17	17
8	Thrissur	52	87	35	17	48.09	88	57	57
9	Palakkad	71	95	55	30	34.07	204	31	31
10	Malappuram	64	99	39	14	24.95	57	6	6

Sl. No.	Name of the District	No. of Local Governments who attained Suchitwa Padavi as on July 2021	No. of Local Governments who formed Haritha Karma Sena	Households from where non-biodegradable waste is collected (%)	No. of LSGs where door to door collection is as per the calendar	Households paying user fee for collection of non-biodegradable waste	Number of Functional Mini MCFs	Number of MCFs installed	Number of RRFs with waste segregation facility
11	Kozhikode	52	77	60	30	34.13	309	17	17
12	Wayanad	24	26	54	5	22.09	124	0	0
13	Kannur	73	80	70	20	46.53	340	21	21
14	Kasaragod	32	41	48	5	22.63	168	6	6
Total		**794**	**1003**	**-**	**198**		**4708**	**1108**	**295**

Source: Suchitwa Mission, Government of Kerala 2021

Table 2 : Sewage/Waste water Treatment and Disposal Facilities

City	Status of STPs	Installed Capacity of STP (in MLD)	Actual Utilization of Installed Capacity(in MLD)	Technology
Thiruvananthapuram	Operational	107	44	ASP
Pathanamthitta		5	3.5	Coagulation and setting
Alappuzha		0.18	0.18	Electrolytic oxidation
Kottayam		0.09	0.09	ASP
Ernakulam	Operational	4.5	3.5	ASP
Thrissur	Operational	3	3	Aerobic Biological Process
Kannur		0.5	0.5	ASP+MBBR
State Level	3 out of 7 STPs operational	120	114	

Source: National Inventory of Sewage Treatment Plants, Central Pollution Control Board 2021

2.1.4 Government Order on Parking Policy for Towns and Cities in the State of Kerala, 2011

Sectt 3/45/2010/5 lakhs GPM © Govt. of Kerala

GOVERNMENT OF KERALA

Abstract

Local Self Government Department - JNNURM - Automobile Parking Policy for the towns and Cities in the State of Kerala - orders issued.

==========

LOCAL SELF GOVERNMENT (DC) DEPARTMENT

G.O.(MS.)No.62 /2011/LSGD. Dated, Thiruvananthapuram, 26-2-2011.

==========

ORDER

Government are pleased to approve the Automobile Parking Policy for the towns and cities in the State of Kerala appended herewith as envisaged in the Reforms under JNNURM.

By order of the Governor,

M.Unnikrishnan,
Addl. Secretary to Government.

To

All Mayors, Corporation of Thiruvananthapuram/Kollam/Kochi/ Thrissur/Kozhikode.
The Director of Urban affairs, Thiruvananthapuram.
The Project Director, Kerala Sustainable Urban development Project.
All Secretaries, Corporation of Thiruvananthapuram/Kollam/Kochi/ Thrissur/Kozhikode.
All Chairmen of Municipalities (Through Director of Urban Affairs)
All Secretaries of Municipalities (Through Director of Urban Affairs).
The Secretary, Ministry of Urban Development, Government of India (with C/L)
PWD/Transport/Finance Department.
The Chief Engineer, Local self Government Department
The Chief Town Planner, Thiruvananthapuram.
The Principal Accountant General (Audit) Kerala, Thiruvananthapuram.
The Accountant General (A&E) Kerala, Thiruvananthapuram.
The Director, Information and Public Relations Department
Stock File/Office Copy.

Copy to:- PS to Minister (LSGD).
PA to Addl. Chief Secretary, LSGD.
PA to Secretary, LSGD.

Forwarded/By order.

Section Officer

VEHICLE PARKING POLICY FOR THE TOWNS AND CITIES IN THE STATE OF KERALA

Introduction

The State of Kerala has been experiencing astounding annual growth in the number of vehicles during the last two decades. Such increase in the number of vehicles (passenger and goods vehicles) increase the traffic volume much beyond the capacity of the roads in the State. Though all the motorable roads, irrespective of urban or rural, are affected by this increasing traffic volume, the urban roads suffer most due to the convergence of traffic. The State has been spending substantial funds on widening and improvement of the roads for increasing the carrying capacity of the roads; though the expected benefits do not result. Urban Planning practices prove that widening of the roads in proportion to the increasing traffic volume is not the only option in traffic planning. However, it is seen that even when roads are widened, the expected reduction of traffic congestion does not happen. Traffic Studies in some of our towns show that one of the major factors contributing to traffic congestion is on-street parking of vehicles. Precious carriage way is used for parking vehicles, which reduces the width of the motorable way. 4 lane roads behave as two lane roads since outer lanes on either side are used for parking. Traffic movement on 2 lane roads are blocked /slowed down when vehicles are parked on the side of the carriage way. This private enjoyment of the public road is discouraged in traffic planning.

Urban Traffic has become a very important aspect in urban planning and development. The State hitherto did not have any policy on parking. Study by experts point out serious issues with regard to parking of vehicles in the towns and cities of the State. A number of agencies/stakeholders are responsible for construction and maintenance of roads and for traffic management. The State Public Works Department (Roads & Bridges and National Highways), the Urban Local Bodies and the State Police have direct roles and responsibilities as far as roads in the urban areas are concerned. It is necessary to coordinate these agencies and their actions. Considering these the State finds it necessary to bring out a Parking Policy for towns and cities in the State of Kerala.

Parking Issues

1. Roads are meant to be used for movement of people and goods. Roads are the main intra-city connecting links between various activity areas. Such connectivity upholds the economy of the urban area and facilitates better quality of life in that urban area. No action from any public agency or any private interest shall be allowed to obstruct movement of pedestrian and vehicular traffic on the roads.

2. The State/any responsible agency of Government or any ULB has not yet prepared Parking Plan for the city/town, which designates road margin or areas where vehicle parking can be allowed, road stretches which can be allowed for orderly on-street parking of vehicles, designation of bus bays off the carriageway, provision for off street parking facilities etc. Whatever action in this regard taken in any city/town is only based on ad-hoc arrangements.

3. Since on-street parking arrangements are made in a planned manner, vehicles are parked perpendicular to the road (at right angles to the carriageway), diagonally (angular parking at 45 or 60 degrees), parallel parking (parallel to the carriageway) or haphazardly. In all such cases (except in the case of parallel parking) the vehicles are reversed into the carriage way to drive into the moving stream. Such parking not only eats into the precious road space, but such parking also affects the traffic movement - often blocking the traffic when reversing the vehicles (often causing accidents).

4. It is seen that in some road stretches especially in busy commercial streets/market roads vehicles are 'double parked' (two vehicles are parked side by side parallel to the road) when more than two third of the road width is occupied by parking vehicles. (Ex: Chalai Bazaar in Thiruvananthapuram). Hardly one lane width of road space is left free for vehicular movements and pedestrian movements. It is seen that at the cost of road usage such practices escape enforcement.

5. Mass transport and intermediate public transport modes (buses, mini passenger & goods carriages-vans, trucks, and three wheelers) make intermediate halts for alighting or boarding of passengers or for loading /unloading of goods by stopping the vehicles right in the middle of the carriageway without caring for the movement of other vehicles. Bus bays and lay-bys are not provided by any conscious efforts, though any available road margin may at times be used for the purpose (mostly hindering pedestrian movement).

6. Many drivers of vehicles consider it a right for parking on the carriageway – unmindful of the traffic problems they cause.

7. Even when 'No-Parking' signs are put up (though based on ad-hoc decisions) at specified locations/stretches of roads, in the absence of enforcement people (sometimes even the enforcement officers) ignore such mandatory signs.

8. No city/town has taken any conscious effort to designate places / locations for stationing hired vehicles (taxis/auto-rickshaws-three wheelers /vans /small goods

vehicles/omnibuses etc.). As a result of this drivers of these vehicles themselves designate locations – many often at road junctions – causing road /traffic blocks, hindering vision lines (visibility) at junctions etc.

9. Movement of incoming and outgoing goods is essential for the economic life of any town/city. Many of the towns and cities in the State have active market/bazaar areas and industrial areas. But towns/cities have most often failed to provide designated areas for truck parking with ancillary facilities. As a result of this, trucks are parked right on the roads hindering traffic movements (*the resultant sanitation problems etc. are not discussed here*). Even National Highways near the industrial cities /towns are choked by parking of trucks. This situation is caused by the inaction of the local governments in these areas to provide parking facilities for trucks.

10. Many of the towns and cities have omni buses operating to major cities within the State and in other states. Without designated bus parking and boarding facilities, these buses are parked on the roads causing traffic blocks. Master Plans of these cities and towns have to address these issues to designate locations where such operations can be accommodated.

11. Regular bus terminals of the KSRTC and private buses in many towns and cities are also located on the roads without terminals located off the road spaces. Traffic congestion in locations like East Fort area in Thiruvananthapuram is mainly attributed to bus terminals on the road.

12. Though stipulations exist in the Kerala Municipal Building Rules for providing parking spaces for vehicles for buildings requiring parking spaces, unauthorized conversion of such plot level parking spaces in full or in part and/or inaccessible & inadequate parking spaces provided in the plans and/or non-provision of parking spaces for the number of vehicles reaching the building, result in parking on the roads. Though the KMBR stipulates only the minimum required parking facility it is for the owners/designers of such buildings to estimate the anticipated parking requirements and to provide for that requirement, this is often not adhered to. They get away with meager provisions resulting in road side parking unmindful of the traffic problems they cause.

13. Major cities in other States have adopted the policy of 'pay and park' even for on-street parking. The revenue earned is used for creating parking facilities for vehicles. This system of pay to park is yet to take off in Kerala, though it is high time that we think on those lines in view of the fact that

i. The State has great difficulty in acquiring land for widening of the roads, so that the existing road space has to be optimally utilised for movement of vehicles and pedestrians,

ii. The ULBs are not financially sound to acquire and develop land for creating off street parking facilities,

iii. Paid parking facilities may result in designation of parking spaces, designation of no-parking areas and result in road discipline

iv. Revenue generated from the paid parking facilities can be ploughed back to maintain (and sometimes) develop parking areas.

14. Roads within the town /cities are constructed and maintained by the State PWD (MDRs and ODRs) or the National Highway Department (Highways) or the ULB (ODRs and Local Roads). Traffic signs are provided by the respective agency, but traffic management is enforced through the police. Therefore not much attention is given for coordinated road network planning, except in cases where Master Plans are prepared, which partially address this issue. Because many agencies are responsible for different roads, no single agency has attempted to prepare city/town level parking plans, designate parking areas and impose 'pay and park' facilities. A single agency responsibility for this task is required.

Legal Provisions

The First Schedule of the Kerala Municipality Act which lists the Functions of the Municipality includes "Providing parking spaces for vehicles" as one of the Mandatory Functions of the Municipality. Section 472 of the Kerala Municipality Act, 1994 provides for establishment of public cart stands etc. It says that a Municipality may subject to such guidelines as the Government may issue in this behalf, construct or provide public landing places, halting places and cart stands and may levy fee for the use of the same. A Cart Stand include a Bus Stand, Taxi Stand, Auto-rickshaw Stand, Lorry Stand and Stand for other vehicles.

It is noticed that in many States in India, provision of parking spaces is provided as a Municipal function. Bihar Municipality Act, 2007 not only makes 'provision of parking spaces' as a responsibility of the Municipalities, but also provides in Sn. 128 of the Act that " The Municipality may levy user charges for ..... parking of different types of vehicles in different areas and for different periods..."

It is the duty of every Urban Local Body to establish parking areas at appropriate locations within the town /city. Establishment and/or maintenance expenses of such public vehicle

parking arrangements may be met by levying differential charges under the practice of 'Pay and Park'. Alternatively, the ULB may also rope in a private partner for establishing and maintaining public vehicle parking facilities under suitable Public Private Partnership (PPP) arrangements.

Recommended Policies

1. The State of Kerala decides that cities and towns should address the issue of 'Traffic in Towns' as a major subject in urban planning and management. Though every city or town should go for adoption of Master Plan, whether a Master Plan is in place or not, traffic management shall be discussed at the town level with the participation of all the stakeholders and traffic management policies shall be arrived at for implementation. The ULB shall coordinate such activities.

2. Vehicle parking facilities in the town/city shall be a priority in urban traffic management. Even before the urban traffic management policies are finalized, it is imperative to adopt strategies to mitigate vehicle parking problems.

3. Though different agencies are responsible for construction and maintenance of different categories of urban roads, the State considers it necessary to entrust the responsibility for implementation of vehicle parking policies at the town/city level to a single agency. This responsibility is assigned to the Municipality/Municipal Corporation, as the case may be. The Municipality/Municipal Corporation shall plan for it and implement the proposals by coordinating with the other stakeholders.

4. The Standing Committee dealing with Town Planning in the Municipality/Municipal Corporation shall also be responsible for developing vehicle parking proposals in the town/city in consultation with the Department of Town and Country Planning, NATPAC or experts in the field and for initiating actions for participatory implementation.

5. For the purpose of Property Tax assessment the towns/cities are identifying and declaring 'primary and secondary zones'. Based on the same, every town/city shall in the first phase subject

   (i) The declared 'primary zone (zones)'
   (ii) Major market areas and/or
   (iii) Major institution areas for parking studies, to plan for vehicle parking facilities and to adopt parking are development strategies and for parking area regulations. Awaiting detailed studies and finalization of proposals with regard to vehicle

parking, the Municipality/Municipal Corporation shall review the parking issues along with the officers of the Department of Town and Country Planning, State PWD and the NH Department having jurisdiction in the town/city, prepare an interim plan and adopt the Plan for implementation.

6. The State feels that use of public land (roads, road margins or public vacant land) for private facility of parking of vehicles shall be on 'pay and park' principle. The methods, the parking charges, the methods for developing parking facilities and the operation & maintenance parts may be worked out as part of the Parking Plan adopted by the Municipality/Municipal Corporation.

7. Differential parking charges at the rates adopted by the Council differently for short duration parking and long duration parking shall be prescribed and notified. The parking fee collected by the ULB shall be separately accounted for and shall be ploughed back together additional ULB level funding for developing parking facilities at more locations in the town/city.

8. Management including maintenance and fee collection can be arranged through private operators under the general supervision of a Municipal level Committee.

9. The Municipality shall also identify and designate parking areas for taxis and auto rickshaws. Such locations shall be notified and boards to that effect shall be erected at such locations. Such parking stands for taxi cars/vans, commercial light goods carriage vehicles, auto rickshaws etc. shall not be located at road junctions and shall be off the carriageway at a minimum distance of 75 metres.

10. Towns and Cities shall assess requirement of truck parking facilities in their respective areas and shall provide for truck parking facilities on pay & park basis (together with facilities for truck drivers and helpers) preferably in the peripheral areas of the towns/ cities.

11. Locations of the existing taxi stands, auto rickshaw stands, lorry /van stands, stands for omnibuses etc. shall be reviewed and re-designated and notified with the consent of the Regional Transport Authority, if required. Such locations shall be in conformity with accepted norms and standards. The number of vehicles allowed to be parked in each of the designated stands shall also be stipulated. Overspill into the roads shall be regulated.

12. Automobile workshops which function utilizing the adjacent roads for parking and repairing of vehicles shall be prohibited from doing so, with due notices to shift such

parking on roads and to provide parking within the premises or to shift to new locations. Such notices shall specify time allowed to carry out implementation of the directions given in the orders/notice.

13. Vehicle parking facilities may be provided through the following methods based on the gravity of problem, width of carriageway and right of way of roads, land availability, project feasibility etc.

(i) **On street parking facilities for small vehicles**: On-street parking facility shall be resorted to only when there are no other options. On street parking can be provided only on selected road stretches provided the on street parking facility shall not obstruct traffic movement along the road. On street parking areas may be identified and provided for separately for two wheelers and four wheelers (small vehicles).

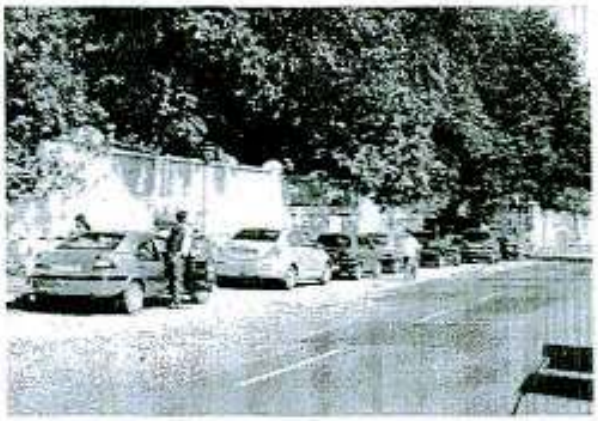
Specific site studies shall be carried out before deciding to use any road side margin for parking of vehicles to ensure that the proposed parking provision would not obstruct pedestrian and vehicular traffic. Large off street parking lots shall preferably be installed with surveillance cameras.

On-street vehicle parking arrangement may be designed subject to the width of land available at the specific location as:

- Diagonal parking facility;



- Parallel parking facility;



- Perpendicular (right angle) parking facility

Parking bays (separately for 2 wheelers and 4 wheelers) shall be marked with road marking lines and parking shall be regulated (restricted) only within the designated areas.

(ii) **Off street parking areas for small vehicles:**

Off-street parking facility means parking area not within the 'right of way' (land area within the confines of the side boundaries) of roads. Off street vehicle parking facility is an ideal solution since traffic on the roads would not be disturbed due to parking of vehicles. Such off street parking facilities shall have to be developed at such selected locations where due to congregation of people in large numbers for shopping, to avail services from various institutions and/or to participate in various events, vehicles get regularly parked on the roads causing hindrances to regular /routine traffic movement. The Municipality shall identify such locations and decide on off street vehicle parking facility based on the severity of issue.





Off- street vehicle parking facility can be developed in public land and also in private land, based on some benefit sharing arrangement and agreement with the private land owner.

Off- street vehicle parking facility can be developed in one of the two methods:

(a) At grade – at the ground level only; or

(b) At more than one level – (multi-grade) parking arrangement in more than one floor level: though the multi level parking plaza can accommodate more number of vehicles in a unit area of land, the cost is high in developing such an arrangement. This higher cost of parking area development may reflect in the parking fee that would be proposed. However, in city locations where land cost is high and the parking demand is high, it is recommended that multi-level parking arrangement may be developed since the economics of the scheme may make the scheme viable. Multilevel parking arrangement is also suitable when the terrain of the land justifies such an arrangement. When the available land is at a lower level than the road, one level of parking can be brought to the access level from the road and the lower level at the level of the ground can be accessed through a drive down ramp.

(c) At locations where parking demand is very high and where the land value is at a premium, a three level ramp up solution may be a good option. However, such options may be adopted only after a model study. Such a techno-economic feasibility study would reveal: (i) whether it is technically feasible to construct a multi level parking arrangement with driving ramp within the available piece of land (after leaving necessary/mandatory open spaces around and providing parking bays and maneuvering spaces as per KMBR) ; (ii) whether the cost of investment would justify such a development; (iii) whether the expected returns from the parking fee (either run directly by the Municipality or contracted out to agencies) would be sufficient to meet operation and maintenance (O&M) expenses and/or would recover capital expenditure at least partly.

(d) At major city locations where parking demand is very high (Especially short duration parking) as in central city commercial areas where it is difficult to procure land for providing 'at grade' parking spaces, it is also possible to provide multi level parking arrangement in small parcels of land with vertical lift with parking attendants or through computer controlled systems. However, such facility has three major defects (i) capital cost of such

development is high, which would be justified only by a higher rate of parking fee and high parking demand; (ii) O&M Cost is very high (also to be supported by standby power generator to work when electrical supply fails); and (iii) due to the employment of sophisticated electrically operated equipments, skilled manpower is required to operate the system.

Public Private Partnership (PPP) Programmes for Developing and Operating Parking Arrangements

It is not always easy for Municipal Councils to develop on-street and off-street parking facilities due to various reasons. A few of the reasons are noted below:

- When on-street parking spaces are designated, wherever adequate road margins are available, the action has to be necessarily followed up with 'no parking' regulation on the road (carriage way) stretch. But enforcement of this can be effected only with the help of police force.

- When on-street parking is provided with parking lane markings, sign boards etc., this has to be continuously maintained and disciplined parking within the designated bay has to be ensured. Once the facility is created, Municipal Councils fail to follow up with further actions, with the result that the facility is rendered useless and/or the land is encroached upon by unauthorized bunks.

- In case public land is available beyond the carriageway to provide for off-street parking spaces, Municipal Councils are not able to decide to use the land for off-street parking facility considering the commercial potential of the high value property.

- The Municipal Councils are not able to pool in technical expertise to develop a feasible parking facility proposal or structure the proposal to exploit commercial returns.

- In view of high land value in the towns and cities, Municipal Councils are not able to acquire land to be utilized for vehicle parking facilities

In view of the above, it is necessary for the Municipal Councils to adopt solutions to the parking problems appropriate to each of the locations. One of the solutions is to rope in partnership with the private sector. Many options for partnership with private sector can be worked out to suit specific needs. A few of them are indicated below.

(1) When wide public land is available by the road side in possession of the Municipality depending on the demand for parking at that part of the town/city, this land can be developed as vehicle parking facility (for two wheeler or four wheeler, based on demand and availability of width). This 'pay & park' facility can be developed by the Municipality and entrusted through auction / public tender to a private agency for collecting parking fee and to maintain the facility in good condition for a specified number of years. (Occasional verification by the Standing Committee on Town Planning is necessary to see that the operator does not charge more than the specified amount and that the premises are maintained in good condition.

(2) In the above case, the traders' association can be permitted to operate and maintain.

(3) A few cities have also permitted the traders' associations to develop such parking facility in the road side public land close to the commercial centres and to operate and maintain the facility for a specified number of years, subject to conditions stated in the PPP agreement.

(4) Municipality may also move the Department of Revenue to entrust development right on available revenue puramboke land at specific locations to the Municipality to develop parking centres

(5) Similarly, the Municipality may give develop right of a Municipal land to a private agency/individual through duly approved processes to develop and operate vehicle parking facility through a clearly drawn up agreement, specifying all necessary conditions.

(6) A private land owner can be allowed by the Municipality to develop public parking facility (only vehicle parking facility or public parking facility in combination with commercial spaces) and operate the same based on mutual agreement and subject to verification by the Municipality to ascertain that such facility is continually made available for public parking as per agreed terms. *(It may be noted that in such cases relaxed conditions are permissible in the KMBR 1999)*

It may be noted that many such options for PPP can be worked out depending on the situation. However, it is to be borne in mind that Private participation with the Municipality for providing public parking facility does not mean 'no role' for Municipalities, but that the private sector would take care of everything. The Municipalities have to lay down ground rules for the same, facilitate such partnership and development, draft the TOR (terms of reference) and Agreement, grant necessary approvals and monitor implementation.

Related Actions to be taken by the Municipal Councils

(1) Once parking development plan is prepared for any location, necessary consent from the stakeholder agencies should be obtained. If on-street parking arrangement is proposed on a road being maintained by the PWD, consent of the Executive Engineer having jurisdiction over the road should be obtained. The Revenue and Police authorities shall be informed of such a proposals and once the facility is established and comes into operation, the Police and PWD shall be informed and the road stretch shall be declared as 'no parking zone'. The police shall be requested to enforce the regulation.

(2) Establishment of parking space and rates of parking fees shall be notified by the Urban Local Body as per the provisions contained in Section 524 of the Kerala Municipality Act, 1994. Wide publicity must be given regarding the provision for parking spaces and information boards shall be fixed.

(3) After the identification of parking areas, Urban Local Bodies shall fix the fees to be charged. A variable pricing based on the location of the parking - parking in the centre of the city will be costlier than parking in the periphery. Variable pricing based on hourly basis during peak hours and lower prices during the off peak periods can be considered. Variable pricing can be fixed on size and type of vehicle also. Adequate Council Resolution shall be taken for the establishment of parking areas and fixing the parking fees. Urban Local Bodies can engage the collection of fees on contract basis.

(4) Urban Local Bodies shall prohibit footpath parking and encroachments especially by Street Vendors.

(5) Urban Local Bodies shall prohibit the parking of vehicles by workshops on roadsides and public land.

(6) Conversion of parking areas to commercial and other uses, by the building owners should be prevented. Basement floor, which are meant for parking, are put to other use and the shopkeepers and customers are forced to park vehicles on roads. Strict monitoring and actions should be taken from the part of Urban Local Bodies for preventing the conversion of parking areas for other uses.

(7) Urban Local Bodies can promote PPP initiatives for establishing public parking facility. Unused land can be converted for parking on interim parking location until the desired development. Urban Local Bodies can take these lands on lease for a specific period.

Annexe 3.1.1 Unused Buildings and Equipment in Village Panchayats

Table 1. Total expenditure on purchase of discarded agricultural equipment in Village Panchayats

Agricultural equipment not useable	Purchase Amount (in Rs)
Harvesting machine	1,91,15,262
Tractor	1,08,63,517
Tiller	36,78,112
Sprayer	29,68,355
Transplanter	22,91,935
Threshing machine	14,76,033
Triller	2,50,429
Weeder	2,38,941
Vehicle Agri use	2,00,000
Digger	1,64,404
Reaper	1,49,940
Brush cutter	1,39,000
Tool for climbing coconut tree	61,000
Driller	50,000
Machines dual barrow	47,380
Pump set	30,000
Grass cutter	24,500
Thresher	4,500
Shovel	1,500
Total	**4,17,54,808**

Source : Data Collected and Compiled by the Sixth SFC from 1200 Local Governments

Table 2: Unoccupied Buildings and Equipment in Village Panchayats

Building/ Equipment	Expenditure (in Rs)
Krishi Bhavan	30,00,000
Canteen Room	1,50,000
Destitute -building	4,90,596
Computer	14,22,210
Building	61,74,493
Material Collection Facilities	6,17,000
Vanitha Press	5,00,000
Community Hall	7,50,000
PHC sub centre	2,00,000
Pakalveedu	7,08,520
Equipment's at Printing Press	4,50,000
Public comfort station	2,88,000
PHC building	2,90,000
Modernised Fish Market	10,25,000
Ayurveda Hospital	7,00,000
Ayurveda Dispensary	38,00,000
Vanitha work shed	5,00,000
Town hall	15,04,054
Old age home	12,82,280
Fax Machine	85,000
Photocopier	3,90,744
Furniture	18,000
Printer	25,200
Plastic shredding machine	11,83,844
Bio gas plant	6,90,000
Old age home equipment	1,25,300

Building/ Equipment	Expenditure (in Rs)
Vet. Dispensary	4,80,000
Crematorium	4,95,094
Crematorium furnace	7,87,434
Sickle Cell anaemia affected community hall	17,61,208
Cement Block Manufacturing unit	1,40,000
Total	**3,00,33,977**

Source : Data Collected and Compiled by the Sixth SFC from 1200 Local Governments

Annexe 4.1.1 Functional Guidelines on Transferred Institutions

Key Excerpts from 'Functional Guidelines for Transferred Institutions' at the Grama Panchayat

The Functional Guidelines for Transferred Institutions 'at the Grama Panchayat level was prepared by the Grameena Patana Kendram, for the Sixth State Finance Commission.

The Transferred Institutions that are covered in the functional guidelines are , the Agricultural Office, Anganwadis, Primary School, Primary Health Centre, Ayurveda Hospital, Homeo Dispensary and the Veterinary hospital. Guidelines for each Transferred Institution includes roles and responsibilities of the Panchayat and the Transferred Institution, official structure, roles and responsibilities of employees, office management, process of planning , complaint redressal system , community based organizational system, audits, documentation, disaster management, transparency, accountability, and coordination as can be seen in the section on the Agricultural Office. With reference to Anganwadis, Primary Health Centre, Ayurveda Hospital, Homeo Dispensary and Veterinary Hospital excerpts presented here relate to roles and responsibilities, official structure, roles and responsibilities of employees and community based organizational system.

AGRICULTURE OFFICE

Services and Responsibilities

1.1 Responsibilities of Grama Panchayat

The responsibilities of Grama Panchayat in respect of Agricultural sector are cultivation of fallow land, ensuring maximum use of land, conservation of soil, production of organic manure, establishment of cooperatives, promotion of cooperative and collective farming, formation of self-help group among farmers, promotion of horticulture and vegetable cultivation, fodder crop development, plant protection, seed production, mechanization of farms, management of Krishi Bhavan, animal husbandry and milk production, poultry-cattle development programmes, milk production, bee keeping, breeding of animals etc.

1.2 Services by Krishi Bhavan

The specific services rendered by Krishi Bhavan as a technical institution in agriculturesector are:

- Providing scientific information regarding the method of planting, fertilizer application, and disease / pest control measures to farmers

  The Agricultural Officer or the Agricultural Assistant should provide expert advice regarding seed / fertilizer application, method of planting and disease / pest control measures to farmers. The officials may use the books, magazines,pamphlets or leaflets for the same.
- Provide information through functioning of Agro Clinics during clinic timings

  For transferring the information on seed/fertilizer application, method of planting disease / pest control measures and methods of nurturing, the farmers gathering is to be held at Agro Clinics during Agro Clinic timings. For this, seminars, discussions, classes and exhibition can be conducted
- Special campaigns Activities

  Special campaigns are held through Agro Clinic to prevent spread of infection during times of disease / pest infection through notices, pamphlets, leaflets etc.which can give publicity to the farmers
- Providing advice on necessary fertilizer application based on soil testing

  The Agricultural Assistant in charge shall collect the soil sample from the farmers, send the samples collected for testing to the test labs and provide test results to the farmers. The Agricultural Officer or Agricultural Assistant

  should explain the results of soil testing in a simple but detailed manner and advice the farmers on the application of fertilizers based on test results
- Ensure compensation for crop loss due to natural calamities

  The Krishi Bhavan should adopt measures for providing monetary compensation to farmers whose agricultural crops face losses due to natural disasters like drought, flood, landslide etc.

- Ensure monetary aid for felling infected coconut trees

  As part of department level project and Grama Panchayat project, financial assistance is to be provided to the farmers for felling the infected coconut trees.

- Provide training on latest technologies

  Activities for providing information regarding agricultural technologies which are prevalent at each time and most innovative agricultural methods should be organized through Agro Clinics

- Recommend licence for fertilizer depots

  It is the responsibility of Agricultural Officer to recommend to higher officialsfor giving licence for the fertilizer and pesticide depots in the Grama Panchayat area and also for renewing licence for the existing institutions.

- Take necessary steps to enable granting of agricultural loan

  Technical assistance is to be provided based on merit to farmers for facilitatingagricultural loans to the farmers. Certificate containing details of subsidies to farmers who are beneficiaries of various schemes are to be provided forenabling them for taking bank loans

- Take steps to enable Kisan Credit Card (KCC)

  Kisan Credit Card is the system of recognizing a person as a farmer, facilitating to obtain timely and adequate loan to farmers. For this the Agricultural Officer has to provide the list of farmers in the Grama Panchayat area to the bank. Also, dissemination of information to farmers for availing Kisan Credit Card system through various methods also is required.

- Obtaining insurance cover for agricultural crops and making available compensation in case of damage of insured crops

  The Krishi Bhavan should disseminate required information regarding agricultural insurance by Agro Clinics through classes, discussions and

  personal talks, so that the farmers are safeguarded from the unexpected damage of crops due to various reasons and subsequent loss.

- Taking steps to provide free electricity for agricultural purpose

  Technical measures are to be adopted for exempting the electricity charge of pump house used for agricultural irrigation purpose.

- Functioning of Agro Clinics

  The responsibility of managing Agro Clinics is vested with Agricultural Assistants in charge of each clinic. The activities include comprehensive data collection regarding the farmers in the Grama Panchayat, measures for carrying out cultivation in barren land, provide information regarding seed/fertilizer application, methods of planting and nurturing, marketing etc., soil and water conservation activities, promote production of organic

fertilizers, facilitate soil testing etc.

- Knowledge dissemination activities in the clinics

  Classes, discussions and seminars on seed / fertilizer application, methods of planting, crop nurturing, integrated pest control measures, innovative technologies, soil and water conservation methods, rain water storage, watershed based agricultural activities, advantages of organic fertilizers, marketing opportunities, loan prospects, importance of soil testing, agricultural insurance, government benefits and assistances etc.

1.3 Responsibilities of Krishi Bhavan

Krishi Bhavan is carrying out various activities with an objective of protecting the agricultural sector in Grama Panchayat. Krishi Bhavan also carries out its own activities like providing scientific knowledge to farmers on seeds, fertilizers and planting methods, motivate farmers to adopt scientific measures in fertilizer application on the basis of the soil quality, provide compensation for crop damage due to natural calamities, providing quality seedlings, providing crop insurance, encourage application of organic fertilizers, training farmers in modern farming techniques etc.

3.3.1 Carryout cultivation in Barren and Marginal Lands

- Barren Land – Barren land means that a land area devoid of trees or agricultural crops, which could be under the possession of an individual or without possession, puramboke or public place. It can be land area, water streams or marsh land, which are lying uncultivated for three consecutive years.
- Locating Barren Land – The Ward Level Agricultural Development Committee (WLADC), which also include representatives from various samithies (Padasekhara Samities, Farmers Interest Groups, Kera Samities, Vegetable Clusters), working in association with Krishi Bhavan in that particular ward is to identify the barren lands and it is to be confirmed by field verification.
- Taking possession of Barren Land - A report is to be prepared specifically mentioningthe list of land owners unwilling to cultivate even after providing adequate support, whether paddy lands are reclaimed or used for any other purposes, reason for non- cultivation, location of the land, farm plan to be implemented etc. The Agricultural Officer after collecting all information from ward level committees and classifying them have to submit to the Panchayat Committee. Panchayat Level Agricultural Development Committee with the technical advice of Agricultural Officer shall recommend to the Panchayat Committee and notify the details of barren land for the purpose of taking over the land for agricultural purpose.
- Fixing Priority – The priority is to be fixed based on agricultural experience, main livelihood, financial situation and likelihood of success and the activities of collectives is to be given preference. The Agricultural Officer should take the responsibility of signing up the agreement regarding remuneration fixed and period for which land has been temporarily taken over and legal action to be taken up for breach of agreement. The Grama Panchayat have to adopt measures for providing monetary aid in the form of revolving fund and other agricultural benefits when the barren land is taken up for cultivation.

3.3.2 Ensure maximum utilization of land

- Comprehensive data collection – a comprehensive data collection is to be conductedat Agro Clinic level, which should provide access to information regarding farmers of the area, types of farmers, farm lands, land utilization, location of the land, the crop ratio in farm land etc.
- Activity Planning – Planning of activities is to be carried out based on thorough study at Agro Clinic level by forming groups of farmers, planning classes, preparation of farm plans etc. The technical services of officials of Animal Husbandry sector may also be utilized for effective execution of Farm Plans. The Agricultural Officer and the working group of this sector is to prepare projects for optimum utilization of land for increased productivity of crops.

3.3.3 Adopt soil and water conservation measures

Soil and water conservation is the foundation of any agricultural activity. The following activities can be incorporated for this.

- Watershed Based Activities – An established scientific mode of soil and water conservation is watershed based agricultural planning. For effective implementationof this Watershed Master Plan is to be prepared and soil and water conservation activities are to be planned. Micro level watershed plans are to be prepared by dividing Grama Panchayat area into micro watersheds for planning and implementing effective water and soil conservation activities. The Agricultural Officer have to mark and fix the boundaries of micro watersheds using available resource maps and mark the localities where soil and water conservation activities are to be carried out. The Agricultural Officer, as a technical expert should recommend required water conservation measures and activities for each area, based on the studies. Along with suggesting soil and water conservation measures, a comprehensive watershed master plan for each area is to be prepared. This watershed master plan is to be updated every three years.
- Methods of Soil and Water Conservation – The Agricultural Officer / Officials shoulddetermine the methods for soil and water conservation activities giving emphasis to agronomic measures and considering the possibility and requirement at each area. The service of the officials of Engineering Wing of the Grama Panchayat can be utilized for technical activities like preparation of estimate and supervising executionof activities.
- Water Conservation Activities – The water conservation activities that can be carried out includes removal of mud and increasing the depth of the public ponds and streams, motivating individuals to remove mud from their wells and ponds, thereby increasing water storage capacity, construction of rain pits in maximum areas etc. The responsibility for this lies with officials of Krishi Bhavan and Engineering Wingof the Grama Panchayat and field staff of the Primary Health Centre.

3.3.4 Production of organic fertilizers

For protecting the natural fertility and organic structure of the soil, the Grama

Panchayat is duty bound to reduce the use of chemical fertilizers and encouragethe production and use of organic fertilizers. The important sources of wastes in the Grama Panchayat are household waste, market waste, waste from trading centres, hotel waste, road waste etc., which can be converted to organic manures. Apart from this fodder and poultry crop are also used as manures.

- Household wastes – The Grama Panchayat can recommend various methods for the production of organic manure from house hold wastes by promoting the use of compost units like vermi compost, pipe compost, kitchen bin, biogas plants etc. Technical advice is to be provided to the household regarding the use of compost units and production of manure.
- Hotel / Market wastes – The Grama Panchayat should provide technical advice and ensure the installation of adequate water treatment plants at places like hotels,markets, marriage halls etc. were large quantities of waste is generated. Biogas plantcan be highly recommended at these places since it can meet the requirement for fuelalso. Large scale vermi compost and natural compost can also be recommended.
- Waste from Trading Centres / Public / Roads – The Grama Panchayat should promotethe production of organic fertilizers from the trading centres, public places and roads by utilizing the service of Kudumbashree units, farmers self-help groups, individuals etc. by collecting and transporting wastes generated to institutions which produce organic fertilizers industrially.
- Promoting biogas plants – The Grama Panchayat shall promote the installation of biogas plants in the households, hotels, markets and marriage halls in the Panchayat area. Adequate technical support and legally applicable monetary aid to individuals and institutions which are willing to install biogas plant is to be provided by Krishi Bhavan. The gas available from the bio gas plant at public places may be supplied to nearby hotels charging a fixed amount. A moderate price can be fixed for the organic manures produced and supplied to farmers.

3.3.5 Promote collective farming

Promoting collective farming and farmer's organized efforts are vital for making agriculture a profitable profession. For this formation of Self Help Group of Farmers and institutionalising a system for marketing can be adopted.

- Forming Self Help Group of Farmers – Measures for formation of self-help groups based on crops in each area, promotion of cooperative collective farming by the existing self-help groups in each area, taking possession of barren land located, ensuring release of revolving fund and additional fund in coordination with Grama Panchayat level banking panel etc. are to be adopted. Steps are also to be taken to assess the functioning of self-help groups and should ensure prompt repayment of loans.
- Marketing system – The biggest threat faced by the farmers is the exploitation by the middleman and as a consequence, often farmers do not get a fair price for their products. For avoiding this forming of self-reliant groups of farmers,

providing agrolevel collection centres, arrangements for collection of products, establishment of Grama Panchayat level Swasraya Vipani etc. can be initiated. Forming of self-reliantgroups of farmers, taking their produce to collection centres considering the transportation facility and convenience of the farmers, collecting the products from the collection centres to reach the Panchayat level Swasraya Vipani before the dayof trade etc. are to be managed.

The Panchayat level Swasraya Vipani can be established as an apex system of farmers local self-help groups and agro clinic level committees. The members of this Swasraya Vipani will be representatives of self-help groups in various wards, members of agro clinic level committees, members of Panchayat level Agricultural Development Committee, representatives of cooperatives in Grama Panchayat area, representatives of the traders and industrialists, and Panchayat Committee members.

An executive committee (not more than 21 persons) is to be constituted for managing this system consisting of Panchayat President, Development Standing Committee Chairperson, a women member of the Standing Committee, three representatives of agro clinic level committee secretaries, two representatives of CDS in the Grama Panchayat, two representatives of Director Board of agricultural cooperatives, two agricultural marketing experts, two representatives of theorganization of traders and industrialists etc.

3.3.6 Horticulture including vegetable cultivation

- Floriculture – Floriculture has got huge potential for marketing and cultivation of bush jasmine, orchid, anthurium, vadamulla, sunflower, and ferns are to be promoted through Kudumbashree units, self-help groups of farmers, and interested individuals. Information regarding methods of farming, nurturing and marketing system can be provided through classes, seminars and visits to model gardens.
- Vegetable cultivation – The Grama Panchayat is liable to plan production activities of vegetables to achieve self-reliance in production of vegetables. The vegetables may be classified into leafy vegetables, vegetables and tuber crops, which have different nutritional functions and therefore separate strategies and care is necessary for increasing its production. The Grama Panchayat have to adoptdifferent measures for promoting kitchen garden / cultivation on homestead, smallscale vegetable production and large scale cultivation.

3.3.7 Fodder crop development

- The combined effort of Grama Panchayat and Krishi Bhavan (as a technical institution in agriculture sector) is required for the widespread promotion of fodders crops among dairy farmers. The Krishi Bhavan should ensure availability of seed for fodder grass cultivation, and provide information regarding where the seeds are available, sowing and methods of nurturing

and should also adoptvarious measures for ensuring monetary aid to farmers engaged in fodder grass cultivation and also ensure financial assistance to them.

3.3.8 Plant Protection

- It is the responsibility of Krishi Bhavan, as an institution accountable for the development of agricultural sector, to guard the agricultural crops from possible infection of pests and diseases and adopt adequate measures to prevent the spread of the infection if and when the crops are affected. The germs affecting and likely to affect each crop are to be identified and reported by the field officials in each locality to Krishi Bhavan. Pest / disease control measures are to be implemented and if demand higher financial expenditure, it should be included in the next annual plan of the Grama Panchayat. The Grama Panchayat should also take measures like felling of trees and plants for shielding the spread of infection.

3.3.9 Promote integrated Disease / Pest control measures

- The Grama Panchayat is to adopt awareness among the farmers on integrated pest / disease control measures which are more appropriate for the control of spread of infection by organizing campaigns and trainings on pest/ disease control methods through seminars, classes, discussions, displays and field visits. Adequate measures are to be adopted for preventing the spread of the disease / pest by felling the trees, adopting organic control measures and also by use of chemical pesticides.
- Promote the use of pesticides and fungicides produced from natural substances
- Render training to farmers on producing and using natural pesticides and fungicides
- Ensure that the use of chemical pesticides is in minimum quantity, with required intensity and only on emergence of contingencies.
- Convincing the farmers on the ill effects of spraying pesticide in large quantity and intensity

3.3.10 Mechanization of Farm Land

- In the present situation of rising agricultural expenditure and the non-availability of agriculture labour, it has become imperative to mechanise the agricultural activities. The mechanisation should be carried out in such a way that it does not reject human labour completely but reduce labour effort and agricultural expenses.
- Arrangements are to be made so as to provide implements like tillers, weeders andmachine for coconut climbing at subsidized rates to the farmers.

2. Official Structure

2.1 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for Krishi Bhavan. The details of the facilities and requirements necessary for a model Krishi Bhavan as a technical institution in agricultural sector are listed below:

Facilities	Requirements
Place	• To be in a place which is accessible to public • Should have a minimum of 50 cents which can accommodate building, well, toilet facility, model agriculture garden etc.
Building	• The building is to be in accordance with the existing staff pattern with a separate room for Agricultural Officer, seating facility for Agricultural Assistants, Conference Hall, Record Room, Living Stock Room, Agricultural information exchange facility, room for storing agricultural equipment and other products, adequate space for seating public, veranda etc.
Exhibition Place	• Facility for model garden of various crops
Water facility/ irrigation system	• Well, Motor and ancillary facilities

3. Responsibilities and Duties of Employees

The official structure of Krishi Bhavan consists of one Agricultural Officer, three Agricultural Assistants and a Part Time Sweeper (PTS) and it is imperative that each of these employees perform their responsibilities accurately and completely.

The responsibilities to be fulfilled by the employees in order to achieve the functional goalare detailed below:

Designation	Responsibilities
Agricultural Officer	• Administrative and technical accountability for the day to day functioning of Krishi Bhavan • Provide scientific information and develop knowledge among people regarding seeds, fertiliser application anddisease / pest control • Leading scheduled visits related to Agro Clinics and required field inspections • Adopt wartime measures to combat and control infectious diseases and pests • Taking adequate measures for soil testing, recommending fertilizer based on the results, making available the service of mobile soil testing lab • In case of Natural Disasters, visit the location and submit preliminary report. Upon receipt of application forcompensation, visit the site within 10 days, assess the damage and make a claim for compensation. • Register farmers for crop insurance • Give notices and announcements for accepting applicationsfor various schemes and projects on a time bound manner • Based on the application of the farmers, take adequatemeasures for providing compensation • Provide benefits as part of government schemes and Grama Panchayat projects to the beneficiaries based on eligibility after adequate publicity • Empower farmers to promote organic cultivation methods, organize model demonstration gardens, and offer information to the farmers regarding production of organic fertilizers and pesticides • Recommend regular licenses to set up fertilizer / pesticide depots, visit depots and take steps to check the quality of fertilizers and pesticides, and take action against depots which do not comply with the instructions and prescribed rules.

	• Assist farmers in obtaining bank loans and Kisan Credit Cards • Issue certificates for availing agricultural loans • Issue certificates for acquiring electricity connections for agricultural purpose • Convene Panchayat level Agricultural Development Committee meetings • Convene meetings of the Agricultural Assistants of Krishi Bhavan and evaluate their functions and give necessary instructions • Give technical and administrative leadership to the comprehensive agricultural data gathering held at Agro Clinic level and take adequate measures to update the collected data periodically • Take all possible steps to make Grama Panchayat a barren land free and give technical assistance to farmers for cultivating barren land • Prepare master plan for comprehensive paddy development, prepare farm plans and assist farmers to make agriculture scientific • Prepare a watershed master plan and based on that prepare land use maps and intervention maps. Based on the findings, make proper plans with the Engineering wing of the Grama Panchayat • Execute watershed projects in coordination with the departmental level soil and water conservation activities • Formulate integrated schemes with the Employment Guarantee Division for utilizing Employment GuaranteeSchemes on farms • Take adequate measures to obtain government approval for the organic fertilizers produced on large scale by the farmers Self Help Groups and Kudumbashree units in the Grama Panchayat area • Scrutinize the functioning of the Grama Panchayat level "Swasraya Vipani" periodically and give necessary suggestions • Take sufficient steps for the expansion of vegetable cultivation • Provide necessary technical advice to the agricultural clubs and health clubs in the school of the Grama Panchayat • Provide necessary advice in matters related to spatial planning, agriculture and forestation activities in the GramaPanchayat • Ensure that the attendance of employees is markedpromptly in the Attendance Board.

	• Ensure that the news related to agriculture, schemes, benefits and other agricultural activities are displayed onthe notice board • Participate in standing committee meetings as Department Secretary as per the direction of the Standing Committee Chairperson and prepare minutes. Attend Panchayat Committee as per the direction of the Panchayat President.
Agricultural Assistants	• Assist the Agricultural Officer in all type of works and work according to instruction. • Lead the activities of Agro Clinics and conduct field visits proper schedule • Receive applications for benefits through Agro Clinics and submit them to Krishi Bhavan • Read out the list of farmers selected for benefits in the Grama Sabha, publish the same in the notice boards of the Grama Panchayat institutions and Agro Clinics • Take adequate knowledge dissemination activities required to bring innovative technologies and farming methods tothe farmers • Take initiative in comprehensive agricultural data collection at the Agro Clinic level and appropriate measures to update this information periodically • Take efforts to locate barren land in Grama Panchayat area and report it to Krishi Bhavan. Take measures to carry out cultivation in these barren lands • Take necessary steps for achieving the goal of Barren Free Panchayat, accept applications from interested farmers, Self-Help Groups, Kudumbashree groups etc. and provide necessary assistance for cultivation in this barren land • Grouping farmers based on crops and encourage group farming • Organize classes for farmers to impart knowledge on preparation of land, harvesting and production of valueadded products • Take initiative for the formulation of Farm Plans, Watershed based development Master Plan, Interventionmaps, Resource maps, and comprehensive paddy development master plan • Visit vermi compost unit, biogas plant, organic manureproduction units, bio-pesticide, manufacturing units etc. at regular intervals and give necessary intervals • Promote vegetable cultivation, kitchen garden and other trade based crop cultivation, give necessary instructionsand technical support • Take initiative to conduct campaign activities during outbreak of disease / pests infections • Inform the farmers regarding the benefits, seeds, planting materials and seeds type provided through government.

	• Visit nurseries in the Grama Panchayat area and provide necessary instructions. • Provide information regarding loan availability to the farmers and render technical support for availing loan • Provide assistance for soil testing, recommending solutions based on the results, providing the service of mobile soil testing lab • Provide suggestions and instructions to the schools / clubs / health clubs etc. • Take part in the disaster management activities as per direction from superior officers
Part Time Sweeper	• Clean the Krishi Bhavan and premises • Mark attendance of the Employees in the Attendance Board • Clean agricultural equipment • Ensure the availability of drinking water, water availabilityin toilets and washbasins • Arrange adequate seats for the visitors • Carryout other duties assigned by the Agricultural Officer • Take part in the disaster management activities as perdirection from superior officers

4. Office Management

General and specific execution rules exist for the Local Self Government Institutions and the Institutions transferred to it.

4.1 Public Information System

6.1.1 Exhibiting Institutional Information (Institution Board)

A wall board is to be fitted in front of each institution for displaying brief and clear information about each institution.

Information to be included in the Board:

Name of the Institution:

Name of the Grama Panchayat:

(if the institution is in ward level, it should contain the name and number of the ward)Name of the Post Office:

Pincode:

6.1.2 Service Board

For displaying the details of all services available from the Institution

6.1.3 Attendance Board

To record the attendance and the time of arrival at office of all employees, temporary employees, part time employees, trainees and apprentices. The duties assigned to the above mentioned employees on that day should also be recorded.
Model of Attendance Board

	Name of the Employee	Official Designation	Status of Attendance	Time of marking attendance	Information on leaving office for official purpose

6.1.4 Fees / Rates Board

For recording the services provided by the Institution and the fees fixed (wherever applicable) for the services. Details of various items and exemptions may also be displayed.

6.1.5 Notice Board

To record details of services related to the institution, information related to the project, time bound public notices, news related to the agricultural sector and details of meetings. It should be noted that it is an offense to post other advertisements and notices on this board.

6.1.6 Name Board

The name, designation and the services being provided by the officer / employee is to be provided in the seat of the officer / employee.

6.1.7 Suggestion / Complaint Box

A box is to be installed for general public and service owners for depositing suggestions/recommendations for improvement, complaints and grievances. This boxis to be opened once in a week, in the presence of the head of the institution and the complaints / suggestions are to be sorted and recorded. Necessary action is to be taken on these complaints / suggestions and information passed on to the concerned person who has given suggestions, complaints etc.

4.2 Front Office Management

A front office is to be set up in every institution for ensuring access to relevant information related to the institution. The responsibility is on the employee assigned by the head of the institution.

6.2.1 Responsibilities

- Receive application, complaint, grievance etc.
- Providing acknowledgement receipt
- Classification and entry in primary register
- Item-wise numbering of the application/complaint/grievance
- Transferring the application/complaint/grievance to the concerned official

- Intimate on time schedule required for providing service to service seekers
- Collect time bound action taken status from employees
- On submission of written request, provide available information ensuring priority status. If there is prescribed fees / rate for the service requested, charge it and provideacknowledgement receipt to the service recipient.
- It is the responsibility of all the other officers to pass on all the information related to the work of the Institution to the officer in charge of the front office. All the inward- outward correspondences should be through the front office system.
- Registering of applications / complaints
- Numbering, entrusting and recording
- Entry of acknowledgement for the receipt of the numbered document by the concerned employees
- Preparation of inward-outward register
- Filing of counter foil of receipt
- Documents regarding Right to Information
- Handing over of copy of the decision taken / settlement to all concerned persons

It is the responsibility of the officer in charge of this section to provide services to the service seekers without giving chance for any complaint on the above mentioned matters. Applications requiring the approval of Panchayat President are to be submitted by the Head of the Institution for consideration in legal format. On matters regarding Panchayat Committee approval, the head of the institution will be responsible for obtaining approval before the Committee meetings.

4.3 Settlement Process

- The assigned employee is to study the subject matter after numbering, filing and marking primary assumptions. This is to be submitted to the immediate superior and then to higher officials with signature, ensuring necessary follow ups.
- If the subject matter is simple and could be settled following normal procedures, the staff could take decision. This is to be entered in the register, signed and the file is to be settled. The settlement may be taken directly to the enquiry wing and the file returned to the concerned employee.
- In case elaborate examination, investigation or trial is required, officials may be entrusted with and the file returned for following appropriate procedure.

- The enquiry / information / communication wing is to provide the details in the settledfile to the service holders, either as an order or in other forms,
- The issues which could be settled through Grama Panchayat or Department is to be sent to them and after waiting for 15 days, if the reply is received it should be handed over to the service seekers. If no reply is received within that period, it may be treated as declared settlement and intimated as such.
- It is to be ensured that the primary action on any file is finalized only through at least three officials
- There should be a mechanism to inform the settlement decision directly, avoiding the practice of transferring information only when the settled file has returned through thesame channel. The settled file should be kept as a public document by the concerned official.
- The information / enquiry wing should ensure that the summary or copies of the documents is provided to the required persons.
- Applications / grievances which are received in Grama Panchayat office / other offices should be finalised according to the time schedule provided and hand over the settlement.
- The related files should also be settled following the above procedure.

4.4 Procedures for Resolutions

The Panchayat Secretary / head of the institutions who were handed over the post of ex-officio secretary would be liable to execute various resolutions of the Panchayat Committee.It is the responsibility of the officials to follow the related procedure. In case any lapse or faux pas occurs, which causes loss to the Grama Panchayat, the concerned official will be liable to take up the responsibility of the damage thus caused.

- As implementing officials of the Grama Panchayat, the officials should mark their opinion on anything coming for the consideration of the Grama Panchayat on related files.
- The secretary should submit each item before the panchayat with clear opinions marked.
- The secretary / ex-officio secretary has the duty to refer, if necessary, any resolution approved by the Grama Panchayat, for the clarification of the Government.
- The Grama Panchayat secretary / ex-officio secretary may demand for reconsiderationof the resolution, if he/she feels that the resolution is either illegal or it breaches legally valid limits of power or there is a threat to human life, health or public safety, if the resolution is implemented.
- The Panchayat Secretary / ex-officio secretary should be present in person and mark the opinion, on the occasion of the reconsideration of the resolution
- If the Grama Panchayat revised the earlier decision, it should be informed to the president and referred to the Government for clarification.
- After waiting for 15 days, if the clarification is received, it should be implemented after intimating the Grama Panchayat and if the clarification is not received

with inthe period, it may be treated as declared clarification and the Grama Panchayat decision can be implemented.

- The information should be reported to the Government.

4.5 Accountability on Action

The concerned officer will be held liable for any loss incurred by the Grama Panchayat due tonon-compliance of due process. The solution is to contribute 12% interest to the Grama Panchayat through revenue recovery system. The President will be held liable for the loss incurred even after discharging the duties following due procedures. (Section 182(4)(iii)). If the loss occurs to the Grama Panchayat due to the lapse of taking timely action, required enquiry is to be conducted and if the accountability of the respective official is convinced, theloss could be accrued to the Grama Panchayat with 12% in the revenue recovery system (Section 243 (3)).

4.6 Disciplinary Action

In case the Grama Panchayat has to take disciplinary action against any employee, the President can conduct enquiry and take simple action against the erring official. If severe action has to be taken against any official, the same has to be reported to the appointing authority of the said employee with the approval of the Grama Panchayat. The concerned official should take necessary action on the receipt of the report and the action taken shouldbe reported to the Grama Panchayat (Section 180(14)).

If disciplinary action is to be taken against the Secretary / Gazetted Officer, further investigation may be conducted and reported to the appointing authority of the Secretary / Officer for taking further action, with the approval of the Grama Panchayat. Appropriate action should be taken as soon as the appointing authority receives the report and the finaldecision should be communicated to the President (Section 179(10)).

If there is dispute over the final statement, the affected parties may approach judicial systemfor seeking solution. Constitutional redressal method shall be utilized.

5. Process of Planning

Planning is a process in public governance that analyses the situation, identifies the needs, sets the priorities, allocates the resources and fixes the targets for achieving the pre-determined objectives.

5.1 Procedures for Grama Panchayat - Plan formulation andimplementation

The Agricultural Officer as the head of Krishi Bhavan, has the responsibility to function asthe Convenor of the working group of Grama Panchayat for plan formulation.

5.2 Plan formulation

The following is the procedure to be followed in the preparation of plan

7.2.1 Formation of Working Groups - Working groups have a crucial role to play in theformulation of plan under participatory planning. Working Groups are

to be formed for each sector, and in this case a Working Group for Agriculture is to be formed.

7.2.2 Preparation of Status Reports - In order to formulate plans, analyse the status of all sectors, and prepare Status Reports accordingly. It is the responsibility of the Agricultural Officer as the Coordinator of the working group to prepare status reports. Along with the preparation of Status Reports, the working group shall decide the requisites of the agricultural sector and propose draft project proposals.Before presenting the draft project proposals and status reports in the Grama Sabha, discussion with Stakeholders are to be convened.

7.2.3 Grama Sabha

At the Grama Sabha, the people can raise suggestions, raise their needs and alsopoint out the issues and defects of the projects implemented. On the basis of thediscussion, the priorities are to be fixed.

7.2.4 Plan Document

The Status Report presented in the Grama Sabha is to be finalized by including thesuggestions raised. The Status Report is finalized and consolidated to form draft development report and plan document.

7.2.5 Development Seminar

Development seminar is conducted at the local government level to receivesuggestions and ideas from the discussion in the seminar.

7.2.6 Plan Finalization

The Finance Standing Committee takes decision on the outlay to be earmarked foragriculture sector, compensatory outlay, expected source of fund, and total plan outlay. In the Steering Committee meeting, the plan is finalized. The Panchayat Committee takes the final decision on the total plan outlay.

7.2.7 Preparation of Projects

The Standing Committee convenes the meeting of the working groups and directthem to prepare detailed projects, on the basis of the decision taken in the local body meeting. The project proposals recommended by the Grama Sabha will be considered.

7.2.8 Project Approval

The Local Body is to give approval to the projects and also the plan document, taking a maximum of 3 days after these documents are presented in the local body committee meeting. The plan approved by the local body shall be submitted to District Planning Committee (DPC) for scrutiny. The DPC will give approval for the plan after ensuring that the plan and projects are prepared in accordance with the plan guidelines and rules.

5.3 Plan Implementation

1. As per the decision of the Grama Panchayat Committee, the Agricultural Officer

is to function as implementing officer of projects implemented in Agricultural sector

2. After the approval of the scheme, the Agricultural Officer should give letter to the Panchayat President requesting sanction of the necessary amount for the implementation of the project.
3. The secretary shall release the statutory amount for the implementation of the scheme to the Implementing Officer.
4. The implementing officer shall submit a report regarding the expenditure of the allotted amount to the secretary every month

5.4 Explanations to the Audit

The agricultural officer is liable to provide required documents and explanations during the auditing of project, for which he/she is the implementing officer. If the agricultural officer is unable to attend in person, subordinate staff should be assigned for providing with adequate information.

5.5 Monitoring

Monitoring is a continuous process from the start to the end of the project, by combined effort of the decision makers, executors and beneficiaries. It examines whether a project has potential benefits as envisaged during the formulation, whether unexpected problems are encountered during the implementation phase, or whether any innovative steps are required tomake the proposed activities more effective etc.

5.6 Objectives of Monitoring

1. Examine whether the intended benefits of each activity has been achieved upon thecompletion of that project
2. Examine whether changes in activities are required to achieve project objectives
3. Ensuring that the project is being implemented so as to achieve the goals
4. Identifying problems that could not be anticipated during project formation that aroseduring the execution phase and required changes to address them
5. Recommend to concerned officials for legalizing the additional activities, if and whenrequired and make the decisions taken, as part of project documentation
6. Prepare and get approval for the project completion report

5.7 Performance Evaluation

1. Grama Panchayat projects are evaluated at the Grama Panchayat level review meeting, standing committee and steering committee. Monitoring committee should evaluate project activities
2. Department level projects are to be evaluated by the Assistant Director level officers of Agricultural Department.

6. Complaint Redressal System (CRS)

6.1 Suggestion / Complaint Box

A system has been developed in the Grama Panchayat for the public for submitting complaints and suggestions regarding the functioning of the transferred institutions. This system has been envisaged as a system for settling the disputes and complaints between people.

8.1.1 Components and Methods of Managing Suggestion / Complaint Box

- The complaint / suggestion box is system installed in all transferred institutions forthe public to drop complaints and suggestions in writing to improve the functioning of the institutions or any other government institutions.
- The public may utilize this as a system for depositing complaints to the local dispute settlement forum formed to settle disputes and complaints among the public.

8.1.2 Why this system?

- The activities of all institutions transferred to the panchayat have to be made transparent and dedicated to the people
- As an institution of the society, the people of the panchayat have the right and responsibility to evaluate the activities of the Krishi Bhavan and point out the lapses in the service and also provide suggestions for improvement.
- This system will ensure that complaints that are received from the public on any matter relating not only to that of Krishi Bhavan, but also to local self-governance,will be considered and resolved accordingly.

8.1.3 Implementing System

- The suggestion / complaint box should be installed on the outer wall of the KrishiBhavan (without getting wet in rain), visible to the public
- The suggestion / complaint box should be kept locked and its key should be kept withthe Agricultural Officer

8.1.4 Opening the Box / Entering the Complaints

- Every Friday at 2 pm the head of the institution should open this box and take out thecomplaints in it
- All suggestions / complaints taken out should be categorised first. The categorization should be grounded on complaints about Krishi Bhavan, complaints against other institutions of the panchayat, complaints / suggestions about other government offices in the panchayat, complaints about the panchayat, personal complaints, grievances / public interest suggestions, etc.
- Suggestion / Complaint Register – A complaint / suggestion register is to be maintained in Krishi Bhavan. The details of suggestions / complaints taken out of the suggestion / complaint box should be entered into the register. The complaint / suggestion register should have the following columns for entry

Sl. No.	Name and Address of the Complainant	Date of Submission	Nature of Suggestion / Complaint	Action Taken	Date of Completion of File / Summary of Decision

- The first three columns should be entered at the time of receipt of the complaint/suggestion. In the column Nature of Suggestion / Complaint, the nature of the complaint and the Institution which is mentioned in the suggestion / complaint should also be entered.
- The action taken column is to be entered after taking the required action by Krishi Bhavan / Panchayat
- In the last column, a summary of the decision, solution, action taken, etc. should be recorded along with the date of completion of the complaint / suggestion file.

8.1.5 Complaints / Suggestions relating to Krishi Bhavan

➢ The complaints / suggestions related to Krishi Bhavan should be presented by the Agricultural Officer. The issues on which immediate steps are to be taken are as follows:

- Regarding lapses on the functioning of the office staff
- Complaints / Suggestions regarding behaviour of the staff
- Complaints / suggestions related to field activities & Managing of Agro Clinics – necessary steps are to be adopted after deciding in the meeting onthe above mentioned issues Other complaints / suggestions which require further investigation should be presented in the next staff meeting and management committee meeting at the beginning of the month.
- Complaints / suggestion relating to physical infrastructure
- Complaints / suggestions that require support from public

The Agricultural Officer should present all complaints / suggestions related to the Institution as an agenda at the staff meeting in the presence of standing committee and the subsequent management committee. The Agricultural Officer should communicate to thecomplainant regarding the action taken within seven days of the committee meeting in which the decision has been taken.

8.1.6 Handing Over to Panchayat

Other complaints / suggestions not related to Krishi Bhavan, complaints which could be solved only at the Panchayat level, and public interest suggestions are to be send to Panchayat Office, once in two weeks, after entering in the register

8.1.7 Panchayat Committee Action

- The complaints / suggestions received at the Panchayat Office are to be entered in the complaint / suggestion register, either by the Secretary of any other employee authorised by the Secretary in the following manner:

Date of receipt of Complaint/Suggestion	Name and address of Petitioner	Contents of suggestion/ complaint	Action Taken

- At the monthly meeting of the Head of the Institutions, the Secretary shall give a report on the action taken on the complaint / suggestion received from each office,in writing to the head of the respective institutions.
- The disputes and complaints of individual nature, which have to be settled in the panchayat dispute settlement forum, will be considered in that forum. The disputecan be resolved by calling the parties directly or by communicating to them in writing.

The details of the settled disputes should be pasted on the panchayat Notice Board

7. Community Based Organisational System

The guideline sets out to propose three people's committees relating to Agricultural Sector.

1. Panchayat level Agricultural Development Committee
2. Krishi Bhavan Management Committee
3. Agro clinic level Committee

7.1 Panchayat level Agricultural Development Committee

The Panchayat level Agricultural Development Committee is a body formed by coordinating various sections of people at the Panchayat level with an objective ofensuring overall agricultural production, quality of production and dynamic development of agricultural sector in the Grama Panchayat by coordinating Agriculture and Animal Husbandry sectors.

The structure of the Committee is as below:

Total Members	:	21
Chairperson	:	President
Vice Chairperson	:	Chairperson, Development Standing Committee
Convenor	:	Agricultural Officer

Joint Convenor	:	Voluntary activist
Members	:	• Chairperson, Finance / Development Standing Committee • Panchayat Members (Nominated by Panchayats) • Representatives of Ela Samithi / Farmer's Organization (Nominated by Panchayat) • Representatives of Self Help Groups (Nominated by Panchayat) • Representatives of Cooperative societies (Nominatedby Panchayat) • Lead Bank Representative (Electricity / Irrigation Engineer, Veterinary Doctor

The representatives of Farmer's Organization who are nominated by panchayat should be working in the agricultural sector and should have orientation towards agriculture and experience in agriculture.

9.1.1 Meetings – Intimation and Conduct

This committee should convene meetings at least once in two months. The Agricultural Officer will convene the meeting as per the instruction of President. The communication regarding the meeting should reach the members at least three days before the meeting. The meeting should be presided over by the President

The matters to be considered in the meetings are:

- Functioning of Krishi Bhavan, Veterinary Hospitals and Agro Clinics
- Functioning of banks in case of providing agricultural loans
- Functioning of Panchayat Level Banking Committees (PLBC)
- Implementation of projects in agricultural and animal husbandrysectors
- Evaluation of progress
- Distribution of agricultural benefits
- Formulation of suggestion for new projects
- Evaluation about the natural disaster and relief mechanism
- Evaluation regarding agricultural irrigation projects and

availability ofwater

- Evaluation of watershed, soil and water conservation measures,

The Convenor should prepare the minutes of meeting and is to be distributed to all memberswithin seven days of the meeting with the signature of the President.

7.2 Management Committee

The aim of the Management Committee is to increase people's participation or active intervention by the local community and people's representatives in the management of the institution, taking decisions regarding the Institution and evaluating the activities of the Institution.

9.2.1 Duties and Responsibilities Management Committees

- Management of Krishi Bhavan

  - Plan the activities of the Krishi Bhavan according to the service requirements of the local community
  - Function as the support system for providing necessary support for the officials in the activities of Krishi Bhavan
  - Provide necessary coordination for ensuring people's participation in various activities as part of managing Krishi Bhavan
  - Provide assistance for conducting field activities of the agro clinics effectively
  - Formulate system for developing, protecting and maintaining the physical infrastructure facilities of Krishi Bhavan. Formulate suggestions for infrastructure development and helping to implement them with the support of people.
  - Resolve grievances regarding service quality and availability of Krishi Bhavan and act as a local body to ensure smooth functioning of the Institution.
  - Conduct public awareness campaigns on services and benefits provided byGovernment and Local Bodies.
  - Ensuring the participation and responsibility of all those interested in the management of Krishi Bhavan, including the people's representatives, officials and beneficiaries, and creating community ownership.
  - Convince the community of the existing rules and regulations in the relevant fields

- Evaluation

  - Evaluate the activities of the Krishi Bhavan constantly
  - Evaluate the specific services, Central and State projects, Panchayat projects, field activities of agro clinics and knowledge dissemination activities in the monthly meetings
  - Ensure that the services are provided to the people according to the

time schedule fixed by the Citizen's Charter

- Scrutinize complaints / suggestions (received through complaint / suggestion boxes or otherwise) related to Krishi Bhavan in monthly meetings
- Provide appropriate solutions to complaints and grievances that can be resolved at Krishi Bhavan
- Hand over other complaints to higher officials for ensuring settlement. The disputes between individuals are to be send for settlement under the guidance of the local dispute settlement forum
- Evaluate the action taken on complaints by Krishi Bhavan, take decisions on issues which require further interventions-
- Provide information to the concerned regarding each action taken
- Ensure that the announcements and details to be provided periodically to the public regarding the activities of the Krishi Bhavan are either written or pasted on the notice board. Make sure that such details are put on the notice boards of other institutions as well.
- Ensure that the attendance board of staff are updated promptly.
- Ensure that the service rendered by the institution are accessible to the public any time during working hours
- Ensure direct redressal in institution centred grievance relating to employees, received regarding the functioning of Krishi Bhavan. Make certain the redressal of complaints by referring either to the panchayat or concerned authority

Planning

- Hold weekly meetings on the last working day and carry out individual / institutional evaluation of the previous week. Prepare work schedule for next week, travel note and field activity cycle.
- Open the suggestion / complaint box at 2 pm on the day before last working day, examine the content and take necessary action.
- The activities for the succeeding month should be planned in the management committee meeting held each month.
- Plan possible activities where mass participation and support is essential for the institutional functioning or field activities

➢ Structure of Krishi Bhavan Management Committee

The Krishi Bhavan Management Committee should be comprised of 15 members

Chairperson	:	President
Vice Chairperson	:	Chairperson, Development Standing Committee
Convenor	:	Agricultural Officer
Members	:	• Grama panchayat Vice President • Development Standing Committee Members • Member of the ward where the Institution is located • 2 voluntary activist (nominated by panchayat) – 1 voluntary activist may be appointed as the unofficial / informal coordinator • 2 representatives of agricultural cooperatives (nominated by panchayat) • 2 representatives of farmers (nominated by panchayat) • 1 representative of Bank / Financial Institution • 3 representatives of Kudumbashree Units

Of the total members in the committee one-third should be women

7.3 Agro Clinic level Committees

Agro Clinic level committees are formed at the agro clinic level to ensure the management of public organization and for efficient execution and managementof the agro clinics.

8. Audits

8.1 Various Audits of Local Bodies

The major audit systems in the local bodies are as follows:

1. Local Fund Audit
2. Performance Audit
3. Audit of the Accountant General
4. Social Audit

8.2 Social Audit

10.2.1 Local Self Government Institutions and Social Audit

Social audit is an integral part of any activity, be it individual, social or an organized one.The review or audit of the activities of the LSGIs is mandatory under the Panchayat Raj Act (PRA) itself. In addition to the statutory audit, special audit, department audit and performance audit, the Accountant General may also audit the activities of the local bodies at any instance. In any of the above mentioned audit systems, there are a number of shortcomings that can be pointed out individually or generally. These shortcomings often make auditing weak and inadequate. Therefore, an audit system that is beneficial to the people has become essential.

Social audit can ensure ownership of the public on the institutions and the services provided through them and enable the general public to involve in the activities of the institution and their service process. Social audit will help in fostering mutual understanding among the people and the bureaucracy and in maintaining a people-friendly, socially responsible and efficient civil service system.

10.2.2 What is Social Audit?

Social audit generally means the social evaluation of governance by those who are being governed, that is the general public. Social Audit is an official, legal and practical organized evaluation of the administrative, developmental and welfare activities, by general public. It isthe evaluation at various levels and types by the people.

The uniqueness of social audit is that the governance can be made effective, people-friendly and transparent through a time bound assessment with the coordination of government bodies and those who are being governed. Social auditing should be seen as a form of evaluation that is formal but quite popular and is constantly expanding and strengthened through practice. The concept is that different communities should be able to make social assessments using indigenous tools and methodologies. However, it is seen that such evaluation committees are not being naturally formed. Therefore, a social auditing system needs to be carried out through the conscious intervention of the local self-governing bodies.

10.2.3 Components that can be subjected to Social Audit

1. Democratic nature of the governing body
2. Accountability towards people in governance
3. Maintenance of Public Institutions
4. Duties of political and executive authorities
5. Formulation and implementation of developmental plans
6. Maintenance and utilization of public properties
7. Raising and utilization of public funds
8. Implementation of welfare activities
9. Beneficiary selection and prioritization
10. Activities and outcomes of Grama Sabha
11. Activities of standing committees, general committees, executive committees etc.
12. Public participation and involvement in governance
13. The logic, causation and fairness of decisions
14. Availability and quality of services and enforcement of Citizens Charter
15. Attempts to eradicate corruption and maladministration
16. Efficiency of debugging system
17. Distribution and sustainability of the achievements in governance
18. Preservation and accuracy of records, accounts and the reasons

Apart from this, any action taken by the local government and which is considered to be beneficial to the community can also be reviewed.

11. Documentation

11.1 Office Records

Institutional Records to be kept generally inOffice	• Attendance Register • Movement Register • Salary Register • Treasury Bill Book • Service Book • Service Book Register • Office Order Book • Inspection Register • Leave Register • P.D Account Register • T.P Account Register
Service Related Records	• Registers • Records • Lists • Receipts • Consolidated Information • Reports • Minutes of various meetings • Stock Register • T.R – 5 Receipt Book • T.R-5 Receipt Register • Dead Stock Register • Scheme Register • Crop Insurance Register • Storage Register • CDB Register • F-7 Bill Register • ADC Meeting Register

	• Kerala Development Project SchemeRegister • Biogas Development SchemeRegister • Kisan Kerala Project Register • Agro Clinic Register

It is the duty of the staff in charge to keep accurate, clear and timely records of service duties.The head of the institution will be jointly responsible for ensuring that the superior officer is carrying out the duty of monitoring, evaluation, correction and revision of the work. The power to examine such matters shall be vested in the Chairperson of the concerned Standing Committee.

12. Disaster Management System

In Kerala, where natural calamities and climate change are increasing day by day, natural disasters like floods, droughts, landslides and tidal surges are posing great challenges. In this context, it is imperative that local and community based disaster management activities be initiated in the local bodies to mitigate the effects of such disasters (G.O (MS)/156/2019/LSGD dated 04/12/2019)

Based on this, disaster prevention activities and disaster mitigation activities need to be implemented at the local government level with public participation. For this, each local body should prepare a disaster management plan and the plan should include disaster preparedness, mitigation activities, construction and other activities.

The Disaster Management Plan (DMP) should include the following key components:

- General information of the local body
- Hazard and Vulnerability Profile
- Capacity and Resources
- Response Plan
- Preparedness, Mitigation and Community Resilience Plan

Kerala is moving towards a situation where the disaster potential of the area has to be taken into consideration while preparing the development plans of the local bodies and the transferred institutions. Only by considering such possibilities can Kerala attain people-friendly and sustainable development.

In the event of a disaster, the steering committee of the local body will be responsible for coordinating the entire operation. The committee may be expanded to include executive officers and other invitees, depending on the scope of work. The steering committee will be responsible for the preparation and implementation of the disaster relief plan. Details of the committee are given below:

Members will be the President / Chairperson / Mayor, Standing Committee Chairperson and the Secretary . Invitees will be the Ward Member Assistant Secretary CDS Chairperson Agricultural Officer Veterinary Doctor, Fisheries Implementing Officer, Medical Officer (Allopathy, Ayurveda, Homoeo), Education (Principal/HM), PTA President, SC Implementing Officer, ST Implementing Officer, AE Local Body, Village Extension Officer, Representative of Janamaithri Police, LSG Youth Coordinator, Saksharatha Prerak , SC/ST Promoters.

13. Transparency and Accountability

13.1 Legal Systems

As a local body, it is vital to ensure the transparency and accountability of the activities of the Grama panchayat and its transferred institutions, as it plays an enormous role for attaining public trust and cooperation. For ensuring transparency and accountability, there are legal systems in place which include, Right to Information Act, Citizens Charter, the Kerala State Right to Service Act, the Ombudsman and the Tribunal for Local Governments.

13.1.1 Right to Information (RTI) Act

The Right to Information Act was passed by the Indian Parliament in 2005. This Act gives every citizen the right to be informed about the workings of governments. The RTI Act passed by the Lok Sabha on May 11, 2005, was approved by the President on June 15 and the Right to Information Act came into force on October 12, 2005. As per this Act, the Indian Citizen has the right to get information about the documents, notes, circulars, orders, logbooks, contracts, reports, papers, emails, samples etc. in the possession or control of any public authority in India. The following are the 4 rights in connection with Right to Information:

1. The right to inspect information and documents
2. The right to take notes and excerpts from documents
3. The right to take certified samples of any substance
4. The right to copy or take print of information stored electronically

The requested information must be provided within 30 days from the receipt of the application. Therefore, the usual practice of submitting to the superior officer for obtaining permission should be avoided.

13.1.2 Citizens Charter

The Zen Committee appointed in 1997 submitted to the Government a number of recommendations for the functioning of the Local Governments. Accommodating these recommendations, the key provisions like Right to Information, Citizens Charter, Ombudsman, Appellate tribunal etc. were appended to the Kerala Panchayat Raj Act and the Kerala Municipality Act. With the amendment of this law in 1999, the publication of Citizens Charter became an essential responsibility of every local body and its transferred institutions.

Sample of Citizens Charter

Name of Panchayat / Municipality / Corporation:

Name of Head of Institution

Services to be provided bythe Institution	Terms and conditions foreach service,Documents to be produced	Time limit forthe service	Time limit that can be includedin the Citizens Charter

13.1.3 Right to Services Act

The Right to Service Act is a law enacted as a rejoinder to the Right to Information Act of 2005. This law was enacted by the states and the union government has not enacted this law. The law was first introduced on August 18, 2010, at Madhya Pradesh. This was later enacted at Bihar and later in several other states including Kerala. This is as important as the Right to Information Act. The law aims to eliminate corruption, increase transparency in governance, and thereby ensuring that the services are reachable to the public. In Kerala, this Act came into force on August 6, 2012. Subsequently, each department issuedorders incorporating a fixed number of their services under this Act. The procedures are almost similar to that of Right to Information Act.

Differences between Right to Information Act and Right to Services Act	
Right to Information Act	**Right to Services Act**
Union Law	State Law
Anyone can apply for the information	Only those who are eligible for the service can apply
The application should state that it is under the Right to Information Act	The application need not state that it is under the Right to Services Act
If the application is received at thewrong office, it should be forwarded to the correct office	There is no such provision
There is a unified application fee	There is no unified application fee

Differences between Right to Information Act and Right to Services Act	
Right to Information Act	**Right to Services Act**
Can apply at any office for information	Application to be submitted to the concerned institution itself
Holidays are not excluded from the time limit	Holidays are excluded from the time limit
Maximum Fine is Rs. 25000	Maximum fine is Rs. 5000
Applicant is entitled to compensation	No compensation will be awarded
The PIO can legally seek the help of other employees	No such provision
There is no provision to impose fine on the first appellate authority	There is a provision to impose fine against the first appellate authority
The second appellate authority is a commission outside the department	The second appellate authority is the senior officer in the department
There are provisions to exclude certain institutions	No such provision
Other existing rules do not apply while settling applications	The service must be provided without violating existing laws

14. Co-ordination

Krishi Bhavan is the Institution under Panchayat to plan, coordinate and implement the activities in Agriculture sector. The Panchayat is executing its activities in this sector through Krishi Bhavan. As an institution working under the Grama Panchayat, the functioning of the Krishi Bhavan has to be coordinated with other development sectors. Coordination with institutions in agriculture sector and other sectors is necessary for planningvarious activities in the agricultural sector. The agricultural sector will have to coordinate activities with various other departments like Electricity, Minor Irrigation, AnimalHusbandry, Health, Schools, Financial Institutions, Engineering wing, Rural Developmentetc.

So, the representatives of these institutions are to be included in the Panchayat level Agricultural Development Committee

14.1 Activities Requiring Coordination

1. The working coordination between national, scheduled and cooperative banks in the Grama Panchayat area is necessary for making available loan in sufficient

quantum to the farmers. For this Panchayat Level Banking Committee should be formed by including the Agricultural Officer.

2. The coordination of the Agriculture and Electricity Departments are vital for arranging free electricity for agricultural purpose and irrigation facility. For this, the representatives of these departments are to be included in the Panchayat Level Agricultural Development Committee. The Agricultural Officer should be present in the higher level meetings when the services of these sectors are required.
3. The coordination between Agriculture and Animal Husbandry Departments are inevitable in the planning of comprehensive watershed plans and production of organic fertilizers. Their combined thinking and interventions are essential at the Grama Panchayat and Agro Clinic level.
4. Coordinated activity between the Engineering Wing of the Grama Panchayat and Krishi Bhavan is a must in issues like construction of rain water storage tanks, structures related to the soil and water conservation activities, arranging irrigation facilities, preparation of watershed master plan etc.
5. The coordinated activities between Krishi Bhavan and Health officials in the Grama Panchayat are vital in rain pit construction, waste disposal and organic fertilizer production.
6. For the effective functioning of agricultural clubs and health clubs in schools, coordinated effort is obligatory. For this, the presence of Agricultural Officer in the Panchayat Level Education Committee (PLEC) and the presence of school representatives in the Agricultural Development Committee essential.
7. For formulating appropriate projects for waste disposal in the Grama Panchayat, the combined thinking and effort of Krishi Bhavan, Primary Health Centre and Engineering wing are required.
8. Comprehensive and coordinated functioning of Krishi Bhavan and Engineering wing is inevitable in the case of land, water management in the Grama Panchayat.
9. Coordination between Krishi Bhavan, Veterinary Hospital, Engineering Wing and Health system is very important for preparing Farm Plans for the Agricultural Areasin the Grama Panchayat.
10. Coordinated interventions should be made between Veterinary Hospital, Krishi Bhavan and Health system for preparing comprehensive projects for waste treatment, biogas production and composting.
11. Coordination between Krishi Bhavan, Village Office and Panchayat system is necessary for carrying out cultivation in barren land, prepare projects for land and water management etc.
12. For the cultivation of green manure crops and planting trees in the puramboke, the coordinated effort of Krishi Bhavan, Village Office and Ayurveda Dispensary is required.

ANGANWADI

Services and Responsibilities

3.1 Responsibilities by Anganwadi

Responsibility	Target Group
Supplementary Nutrition	Children below 6 years: Pregnant & Lactating Mother (P&LM) and Adolescent Girls
Pre-School Education	Children 3-6 years
Immunization	Children below 6 years: Pregnant & Lactating Mother(P&LM)
Health Check-up	Children below 6 years: Pregnant & Lactating Mother(P&LM)
Referral Services	Children below 6 years: Pregnant & Lactating Mother(P&LM)
Nutrition & Health Education	Women (15-45 years)

3.2 Services by Anganwadi

3.2.1 Services for children

- Pre-School Non-Formal Education - It is the duty of the Anganwadi to prepare the children physically and mentally to enter the school. Therefore, pre-school education is being imparted under the leadership of Anganwadi Workers

- Supplementary Nutrition programme - Anganwadi provides nutritional support tochildren up to the age of 6 years. In addition, special attention is given to children with anaemia.

- Monitoring the growth of children - Under the leadership of Anganwadi Workers, the growth of children is recorded at regular intervals and special attention is given to children with anaemia.

- Referral system- Referral services to access curative health services for the children suffering from various diseases

- Early detection of disabilities in children - Early detection and treatment of physical and mental disabilities in children

3.2.2 Services for Adolescent Girls

Anganwadi is currently implementing two schemes for adolescent girls

3.2.2.1 SABLA Scheme [Rajiv Gandhi Scheme for Empowerment of AdolescentGirls (RGSEAG)]

This scheme is implemented using the platform of ICDS schemes through Anganwadicentres. The main objectives include:

- Enabling self-development and empowerment of Adolescent Girls
- Improving nutrition and health status of adolescent girls
- Spreading awareness among them about health, hygiene, nutrition, AdolescentReproductive and Sexual Health (ARSH), family and child care
- Upgrading home-based skills, life skills and vocational skills of adolescent girls
- Mainstream out-of-school adolescent girls into formal/non formal-education
- Informing and guiding adolescent girls about existing public services, such as PHC,CHC, Post Office, Bank, Police Station, etc.

Major components of this Scheme

a. Nutrition Component (600 calories and 18-20 grams of protein)

   - Take Home Ration or Hot Cooked Meal
   - Ages 11 to 14 – for out of school girls only
   - Ages 15 to 18 – for both out of school and in school girls

b. Non Nutrition Component11-16 years (girls)
   - Iron and Folic Acid (IFA) supplementation
   - Health check-up and Referral services
   - Nutrition & Health Education (NHE) Counselling / Guidance on familywelfare, ARSH, child care practices
   - Life Skill Education and accessing public services16-18 years (girls)
   - Vocational training under National Skill Development Programme for Inschool Adolescent Girls (twice a month)

3.2.2.2 Kishori Sakthi Yojana – KSY

Kishori Shakti Yojana (KSY) is a project implemented by Ministry of Women and Child

Development in India, with a goal to empower adolescent girls, to motivate them to be self- reliant, to assist them in education and vocation, promote health care and give them exposure to society for gaining knowledge, enabling them to grow into responsible citizen. It isconsidered as a comprehensive initiative for the development of adolescent girls. The program aims to make a difference in the lives of adolescent girls and to give them the opportunity to realize their full potential.

This programme helps to improve adolescent girls' nutrition, health and development, connect them to health, hygiene, nutrition, family care, vocational training, and opportunities to learn life skills, and to encourage them to return to school. It also aids them to better understand their social environment and take the initiative to become productive members of the community.

3.2.3 Services for Pregnant women and Lactating mothers

- Supplementary Nutrition programme – Anganwadi provides supplementarynutrition for the pregnant woman and lactating mothers
- Health Check-up - Health check-ups and distribution of vitamin pills aredone through the Anganwadi.
- Counselling Service - Provides prenatal counselling and psychologicalsupport through Anganwadi
- „Seemantha Sangamam"- A project to educate women and their families tohave a safe pregnancy
- „Dhambhathi Sangamam" - Implemented project to improve the nutritionalstatus of mother and child.
- Pradhan Mantri Matra Vandana Yojana - Provides merit-based financialassistance to pregnant and lactating mothers

3.2.4 Services for Old Age

- Organizes activities to maintain health
- Helps to apply for old age pension
- Provides counselling to overcome loneliness.

4 Official Structure

4.1 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for Anganwadi. Anganwadi aims at the holistic development of children and most of its services are related to child development. Details of the facilities and requirements of the Anganwadi are given below

Location

- It should be an easily accessible place for the beneficiaries and must be near a roadsuitable for transportation
- The area should be protected by a compound wall.

- The premises of the Anganwadi should be clean

Building

- Anganwadi building should have 3 rooms
- The building must have adequate ventilation and natural light, and the building mustbe painted and tiled.
- The building must have adequate windows and strong lockable doors.
- The building must have child-friendly toilets and a public toilet
- The building must have an electrical connection. Electrical control system should beinstalled in a place inaccessible to children.
- A board containing the details of the Anganwadi should be placed in the building
- The kitchen with all the amenities should be provided in the Anganwadis
- The kitchen door should not open directly into the classroom
- The building must have adequate electrical equipment

The following materials should be available in the Anganwadi.

- Baby weighing scale
- Salter Scale
- Platform weighing scale
- Name board with details of Supervisor, Anganwadi Worker and Helper
- Computer with Internet connection
- Blackboard/Green Board
- Table and chair for each child
- One lockable almirah for the worker
- Waste baskets
- Children's Board
- Table
- File rack
- First aid box
- Medicine kit
- Buckets for Toilet
- Buckets for kitchen
- Mugs
- Soap
- Other cleaning materials
- Cooking Utensils
- Plates, Spoons and tumblers for serving food

- Vessels for cooking food
- Apron
- Gas Stove/Smokeless Choola
- Cooking Fuel (LPG)
- Water purifier
- Toys
- Teaching Learning material
- Equipment for teaching basic arithmetic
- Materials to make teaching aids
- Wall shelf for keeping children's belongings
- Sleeping mats or Baby bed

5 Responsibilities and Duties of Employees

Each and every staff of Anganwadi should fulfil their duties and responsibilities to their best,so that the services from Anganwadi can be fully delivered.

ICDS Supervisor

- Supervise all the activities related to Anganwadi
- Provide guidance and assistance to Anganwadi workers.
- Ensure availability of medicines and other necessities in Anganwadis
- Help the Anganwadi Workers to conduct health education classes for mothers
- Visit the Anganwadi Center once a month to ensure that the Beneficiary Register andFamily Registers are updated regularly.
- Check that the weighing machines are working in the Anganwadi
- Help the Anganwadi Worker to monitor the growth of the children
- Checking the registers and records of the Anganwadi
- To ensure that the entries of Birth, Death and vaccinations are properly entered in the concerned Registers.
- Submit a report to the Grama Panchayat on malnutrition in various Anganwadis in theGrama Panchayats and suggest measures to reduce malnutrition.
- Ensure that stocks of food, property, teaching and learning materials are accurate. In case of any irregularities, inform the Project Officer and the Gram Panchayat
- Ensure adequate supply of first aid and primary care medicines in the Anganwadis. Keep these safe and record them in the relevant register. Make sure that the medicine is dispensed only as directed by the Medical Officer
- To ensure that the Anganwadi workers maintain good relations with the Women Groups like Kudumbasree
- Ensure that pre-school education conducted in Anganwadis is in accordance with the prescribed timetable.

- Maintain good relationships with elected representatives, ward members, primaryschool teachers, Medical Officers, JPHN, JHI, HI, VEO and youth clubs for the smooth functioning of the Anganwadi.
- Intervene in the personal and professional problems of the workers and help them to overcome their problems
- In the absence of an Anganwadi worker or helper or both, take the necessary steps to ensure the safety and security of the children and to protect the employee from physical abuse and punishment.
- Hand over the list of children who have not been vaccinated, to the concerned authorities.
- Ensure that the Anganwadis operate according to the prescribed time table.
- Conduct Sector meetings periodically and prepare plan for the ensuing month.
- Act as the Convener of the Gram Panchayat level ICDS Coordination Committee.
- Harmoniously coordinate the activities of the department and the local bodies
- Develop a plan for food and other related activities in the Anganwadis as the convenerof the working group and implement the projects assigned by the Gram Panchayats.
- Attend Standing Committee meetings, review the implementation of projects, attend Grama Panchayat meetings as directed by the President and attend seminars led by thePanchayat.
- Participate in the Grama Sabhas
- Ensure proper utilization and accounting of funds sanctioned by the Gram Panchayat /other Local Bodies.
- Make sure registers, documents and vouchers are updated
- Prepare and submit accounts for audit and participate in the audit process.
- Ensure that Anganwadi workers in each ward attend the gram sabhas of the respectivewards, participate in discussions about their institutions and provide necessary suggestions and explanations.
- Attend the development seminar. .
- Inform the Panchayat about the maintenance activities to be carried out in the Anganwadis before preparing the annual plan.

Anganwadi Worker

- Conduct annual survey and collect data as per government guidelines
- Prepare a map of the Anganwadi area
- Enter the details of children under 6 years of age, pregnant women, lactating mothers, adolescent girls, the elderly and differently abled into the Survey Register and update it in a timely manner.

- Establish good relationships with people
- Keep records of births and deaths, including neonatal and maternal mortality.
- Provide non-formal education for the children aged 3-6 years
- Observe the growth of each child in the Anganwadi at regular intervals and prepare growth charts for all children below the age of 5 years and provide proper guidance tothe mothers.
- Prepare Community Growth chart of each child and hand over to Supervisor
- Supply of supplementary nutrition to enrolled beneficiaries as demanded by GramaPanchayat
- Provide counselling to pregnant and lactating mothers.
- Assist health workers for periodic health check-ups and immunizations
- Identify children with disabilities and detect disabilities early
- Take steps to provide emergency medical care to children having communicable disease or when met with accidents at Anganwadi, without waiting for parents.
- Provide first aid for common medical problems using a medicine kit under the supervision of a health worker. After initial treatment, refer the beneficiaries to the Health Centers for better treatment
- Provide health and nutrition education to adolescent girls and women.
- Implement schemes proposed by the Government and the Panchayat at the Anganwadi level
- Communicate with families, parents and the general public to raise awareness aboutchild growth, nutrition and hygiene.
- Conduct educational and extension programmes, prepare materials for education
- Ensure people's participation and cooperation in the activities of Anganwadi.
- Maintain friendly relationships with primary school teachers, health workers, andwomen's associations.
- Maintain registers and update records regularly
- Prepare and submit monthly progress report to CDPO and Grama Panchayat throughSupervisor.
- Conduct pre-school education in Anganwadis as per prescribed time table.
- Registering Anganwadi centres and obtaining licence and medical fitness certificateas per Food Safety Standards Act (2006), Rules and Regulations 2011.
- Obtain the Anganwadi Building Fitness Certificate from the LSGD Engineer in themonth of May every year.
- Store food products and other materials safely and hygienically.
- Give assistance to Health workers for providing health check-ups and immunizations
- Collect and provide data to local bodies and Department as and when required

- Proper guidance and assistance to the Adolescent Girls Club members.
- Status report on the functioning of the Anganwadi should be submitted to the Anganwadi Level Monitoring and Support Committee.
- Participate regularly in the Sector/Project meetings and other meetings in the Anganwadis
- Ensure participation of adolescent girls in the functioning of Anganwadis
- Ensure enrolment of students in primary schools after pre-school education.
- Participate in Ward level Jagratha Samithis when required
- Report child marriage incidents to supervisor and the Gram Panchayat.
- In addition to the above, perform other functions and responsibilities assigned by theGrama Panchayat from time to time.

Anganwadi Helper

- Maintain personal hygiene and keep the Anganwadi and surroundings clean every day
- Ensure personal hygiene of children and train them to use and clean the toilet. Thehelper should clean the toilet at least twice a day.
- Assist the workers in the smooth functioning of the Anganwadi
- Prepare the food and serve to the children, and to maintain hygiene in the entireprocess.
- Bring students to the Anganwadi if required
- Engage in pre-school activities in the absence of Anganwadi Worker
- Ensure participation of mothers in various meetings.
- Make sure students do not come close to fire, electricity or gas
- Assist the worker to measure the weight of the children.
- Assist the workers in purchasing and storing the items required for the Anganwadi
- Take charge of the vegetable garden at Anganwadi
- In addition to the above, participate in other functions and responsibilities assigned bythe Gram Panchayat from time to time.

6 Community Based Organisational System

6.1 Grama Panchayat level ICDS Coordination Committee

The ICDS Coordination Committee is a mechanism for ensuring smooth functioning of ICDSat the Grama Panchayat level.

Responsibilities of Grama Panchayat level ICDS coordination Committee

- Ensure coordination with local bodies and other government departments
- Monitor and review the implementation of the ICDS program
- Find solutions to the difficulties encountered in the operation of Anganwadis
- Report progress on various ICDS services
- The Gram Panchayat level ICDS Committee should meet once in two months

Structure

Chairman : President (Grama Panchayat)Convenor : ICDS Supervisor
Members : Secretary (Grama Panchayat)
: Medical Officer (P.H.C)
: Headmaster (Govt. L.P. School)
: Agricultural Officer
: Extension Officer
: Anganwadi Worker (Rotation)

6.2 Anganwadi Level Monitoring and Supporting Committee (A.L.M.S.C)

The Central Government is proposing a 5 level monitoring system to monitor the progress of the Integrated Child Development Program and to ensure better services to the beneficiaries. Following this proposal, Anganwadi Level Monitoring Support Committees in Anganwadis came into existence.

The Anganwadi Level Monitoring and Support Committee should meet monthly to discuss various issues related to Anganwadi. A copy of the minutes of the meeting should beprepared and sent to the Gram Panchayat and the CDPO through the Supervisor.

Responsibilities OF A.L.M.S.C

- Evaluate the functioning of the Anganwadi
- Ensure that the service is available to all the beneficiaries involved in the survey
- Ensure that all beneficiaries receive at least 3 days of nutrition
- Evaluate nutritional status of children, growth monitoring, availability of MCP cards,number of malnourished children and steps taken to reduce it.
- Evaluate pre-school activities

- Ensure participation of Anganwadi workers in ward level health and hygienecommittee meetings
- Assess the physical condition of the Anganwadis and the availability of food itemsand take steps to improve them
- Intervene and resolve disputes related to Anganwadi
- Ensure public participation
- Problems that cannot be solved locally should be reported to the block district leveland appropriate action taken
- Ensure that the activities of the Anganwadi are carried out efficiently.
- Take steps to increase preschool enrolment

Structure

Chairman	: Ward Member
Convenor	: Anganwadi Worker
Members	: ICDS Supervisor
	: ASHA Worker
	: Representatives of Area Development Society (2 Members on rotation)
	: Community Based Social Workers (2)
	: Community Members (teachers/Retired Gov. Officials/Parents of Children attending Anganwadi) (2)

6.3 Village Level "Jagratha Samithi"

The Jagratha Samithi is an organization formed to deal with violence, denial of liberty andviolation of rights against women and girls at the local level.

Responsibilities of the Jagratha Samithi

- Receive and resolve complaints from women and children
- Find and solve the problems faced by women and children in the society
- Strive to create a society where women and children can live safely
- Assist local bodies in resolving issues of women and children
- Provide necessary legal assistance to women and children

6.4 Ward Level Health Hygiene Nutrition Committee

The Ward Level Health Hygiene and Nutrition Committee is a committee that aims toimprove the health, nutrition and hygiene of the people in each area.

Committee Structure

Chairman : Ward Member

Convenor : ASHA Worker

Members - Must have at least fifteen members

1. JPHN
3. Anganwadi Worker
4. Primary School Teacher
5. MGNREGA -Program Field Coordinator
6. ADS Chairperson
7. Water Authority Representative
8. Community organization representatives
9. Anganwadi Level Beneficiary Representatives

Note - Fifty per cent of the members of the committee should be women.Must have SC / ST Representatives

Responsibilities of the Ward Level Health Hygiene and Nutrition Committee

- Registration of pregnant women
- Monitoring the growth of children
- Immunizations for pregnant women and children
- Distribute vitamin A tablets to children
- Organize health and hygiene awareness classes
- Ensure reference service

PRIMARY SCHOOLS

2 Services and Responsibilities

2.1 Responsibilities of Grama Panchayat

The Grama Panchayat has the responsibility to facilitate and monitor all the activities beingcarried out through Primary Schools.

- Management of government pre-primary and primary schools, implement literacyprogramme, management and encouragement of libraries and reading rooms etc.
- Prepare background physical facilities for modern teaching methods.
- Organize various trainings and workshops to enhance academic quality.
- Develop mechanisms to make the education management system effective.
- Develop a Panchayat level organizational structure that can effectively coordinateacademic management elements.
- Take steps to make institutional activities transparent and grievance redressalmechanisms effective.
- Establishment and strengthening of local support systems for institutionalmanagement.
- Preparation of an effective monitoring system.

2.2 Services by Primary school

- Teaching – the most important service given from school is the activities for learning and teaching.
- Evaluation – Evaluation is an instrument to help the teacher to understand the learningachievement and the problems of the student. It should be continual and done in detail.
- Extracurricular Activities - A good balance between academics and extracurricular activities is crucial for the overall development and growth of the students. These might include sports, arts like dance, music, drama etc.. Scouts & Guides, NCC, Student Parliament, NSS, different clubs like literary club, nature club, science club, Arts club etc.
- Issuance of release certificate – A certificate of release from school must be provided any time at the request of the child or parent.
- Mid-Day Meal – Mid day meal scheme is a programme designed to improve the nutritional status of the students nationwide. This improves effectiveness of primary education by reducing malnutrition among children.

2.3 Responsibilities of the Primary school

Conduct teaching and learning activities, assessments and follow-up solutions to enable the student to acquire the curriculum-oriented capabilities at the state level within a specified period of time. Curriculum assessment activities are carried out to meet the objectives of the curriculum.

3.3.1 Teaching and Learning

- **Curriculum**
  - It should be divided into annual, half-yearly, quarterly, monthly and daily study units according to the syllabus and in such a way that the full time envisaged canbe used.
- **Textbooks**
  - The text books published periodically by the Department of Public Instructions, based on the curriculum shall be used by the schools.
  - In addition to the textbook, other reference books, publications and other facilities lime audio visual instruments and laboratory can be utilized.
- **Ensuring availability of teaching aids**
  - Textbooks for all students should be provided to the respective schools before middle of May, every year.
  - The activities required for the availability of text books should be done immediately after the publishing of the examination results every year.
  - Ensure the availability of reference books, audio-visual equipment, laboratory work materials, stationery materials for study activities, and other publications, including newspapers, for the new academic year.
- **Availability of teachers**
  - Adequate measures to ensure the availability of teachers to lead academic activities should be taken in a timely manner.
  - If there is a possibility of teacher vacancy in the new academic year, the DeputyDirector of Education must be notified in writing before March 31.
- If the vacancy of teachers is not filled in time, qualified teachers should be appointed on daily wages in consultation with the local body.
- **School working hours**
  - At least 200 working days are required to effectively complete the curriculum objectives. The school annual calendar should be prepared to facilitate this. If extra time is required to achieve the curriculum goal, the working days can be increased according to local conditions.
- **Time table**
  - Class time table must be given to all standards on the first day of the new school year. Prior to the start of the new school year, teacher's time table and class timetables should be developed in consultation with the Staff Council. This is necessary for dividing the work among the teachers including HM

- **Action planning**
  - Curriculum objectives need to be converted into classroom activities by dividing the teaching schedule into annual, semi-annual, quarterly, monthly, weekly and daily routines. This should be planned by the School Resource Group (SRG) for LP and UP levels. Separate SRGs should be formed for each level. The SRG at each level is a group that includes teachers of that level. There should be separate convenors for each level.
  - HM will preside over the SRG meetings
  - There should be reporting of each class teacher at the SRG meeting
  - The SRG discussion should be based on the feedback notes in the teaching manual.
  - Exact minutes of SRG meeting procedures and decision making shall be prepared. The SRG Convenor is responsible for preparing the minutes.
  - SRG should meet once a week to plan and evaluate activities
  - The SRG meeting is a forum for discussing classroom experiences and issues related to teaching methods.
- **Daily planning**
  - The activities to be carried out in the classroom on a daily basis should be planned in advance based on the action plan made in the SRG.
- **Study Visits**
  - Learning needs to be connected to real life. The child can be given the right learning experience by connecting the learning process with the local communityinstitutions and employment.
  - Study trips to Panchayat Office, Krishi Bhavan, Farm, Post Office, Veterinary Hospital, Zoo, Bank, Press, Railway Station, Workshop, Police Station, Science and Technology Institutes, Art Centres, Forests, Sea etc.
- **Local expertise exchange**
  - In addition to reading and listening knowledge, children should be able to experience the diversity, contradictions and traditions of their own environment and local community, as well as the opportunity to learn about agricultural practices, agricultural heritage, folklore, and traditional craft skills and interact with the respective professionals. This is an activity that helps in the socialization of the students.
- **Method of teaching**
  - Teaching should be child-centric, proactive, and participatory. The teacher has the role of assistant or mentor who provides the necessary assistance, facilities, and guidance for self-study.
  - Project, Study Tour, Interview, Discussion Note. Wallpaper construction and presentations should bring diversity in learning activities.
  - During the first two years (in class 1 and 2) teaching should be based on small components of the world of experience and in subsequent years (in class 1, 4) thefocus can be given on a few broader social forms.

- In classes 5, 6, 7 subject to subject integration can be applied.
- An integrated learning approach will help the child to be convinced of what is needed.

➢ **Admission Terms**

- The application must be submitted in the prescribed form signed by the child'smother / father / parent.
- It is not mandatory to fill up the question on Religion in the admission application (GO(MS)77/74 dated 29.04.1974).
- An application not signed by either of the child's parents is not acceptable.
- However, the application can be accepted if it is accompanied by a declarationrequesting someone as a guardian.

➢ **Removal of children's names from the register**

- A student shall be removed from the rolls, if he has been continuously absent for5 consecutive working days from the reopening day, or absent for 15 consecutive days without leave. They can re-admit on an application from the parent of the child.

➢ **Admission of children coming from other states**

- Students coming from other states or schools outside India can be admitted tothe eligible class after verification if they submit the required documents and TCor equivalent documents attested by the inspecting officer.
- This is an important issue for Kerala. It has become the responsibility of the local government to provide educational facilities in schools for the children of guest workers arriving from other states

➢ **Issuance of release certificate**

- At the request of the child or parent, a certificate of release may be issuedto the Headmaster any day during the midsummer vacation. (TC Form No.5 KER).
- The TC can be given by the Head Master at any time if the student/parentapplies with specific reasons.

3.3.2 Evaluation

- Evaluation should be seen as a tool that helps the teacher to understand the learning achievements and learning problems of the children and to teach solutions if necessary.
- Evaluation need not be separated from learning.
- Learning and evaluation is an on-going activity.

3.3.3 Extra-Curricular Activities

An extracurricular activity is an activity performed by students that falls outside the realm of the normal curriculum of school. The following can be included as extracurricular activities in schools.

- **Sports activities**
  - It should be organized in such a way that all children of athletic ability and interest can participate in various athletic events, games and aquatic events.
  - In the absence of a sports teacher, the local body should make efforts to provide the services of a teacher to impart sports education in all schools where it is required.
- **Scouts and Guides**
  - The activities sponsored by the Bharat Scout and Guide Association are aimed atfostering camaraderie and high social awareness among children. These activities should be started in schools where possible.
- **Club activities**
  - Various club activities and artistic activities should be consciously organized to promote and nurture fellowship among students and work ethic, leadership skills, observation skills, science orientation, writing skills, creativity, language skills and acting skills. Arts and Sports Club activities are inextricably linked to the curriculum. Therefore, teachers should make an effort to link club activities and arts activities with the curriculum statements.
- **School Parliament**
  - A school Parliament is group of students who are elected to represent the views of all students and to improve their school. Members of the school Parliament will be responsible for the running of various clubs, conducting Arts Festival, Sports meets, Maths and Science Fair, and other programmes. It should also work for the academic up gradation.

3.3.4 Mid-Day Meal Scheme

Mid-Day Meal Programme is one of the most important programmes of the Government of India to encourage children to come to schools and take part in the learning process without worrying for their meal. The Programme/Scheme was initiated on the basis of the philosophy that "when children have to sit in class with empty stomachs, they cannot focus on learning". The programme in the holistic manner helps in enhancing enrolment, attendance and retention of primary school children while simultaneously.

Main objectives of the Scheme

1) To increase enrolment, retention and to strengthen the learning abilities of the beneficiaries, especially of children belonging to the weaker and disadvantaged sections ofthe society.

2) To provide nutritious meal to school children so as to achieve the goal of a healthy mind ina healthy body.

3) To promote and establish a cordial relationship, mutual understanding, healthy friendship and emotional unity among children irrespective of their caste, religion and

colour by providing them a common dish and make them eat it at a common place in their respective school premises.

The Mid Day Meal Scheme in Kerala now caters to all the students from the Primary to Upper Primary Divisions in Government, Local Body controlled, Government Aided and Special Schools. Mid-Day Meal Scheme is managed, monitored and supervised at school level by the "School Mid-day Meal Committee" which consists of PTA President, members of Mother PTA, representatives of Parents of children belonging to SC/ST category and minority communities, Ward Member, Head of the institution and Teachers' representatives.

3.3.5 Online education system

In cases where children are not able to go directly to school and pursue education due to unforeseen disasters and epidemics, education shall be provided to children through the online learning platform and academic activities shall be carried forward without any hindrance. At the same time, it must be ensured that online learning reaches all children and the necessary assistance to children are to be provided.

3 Official Structure

3.1 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for Primary schools. As per Kerala Education Rules Chapter 4(1) the primary schoolshall have the following space.

Lower primary school/ Upper primary school with or without lower primary schools - from 0.4 to 0.8 hectare (1-2 Acre)

Specifications for the location

- Hygienic and healthy premises
- Devoid of water logging
- Situated away from air pollution and sound pollution
- Easily approachable for students who face the challenges of life
- Away from crematorium or liquor shop (It is laid down that no liquor shop orcrematorium shall be within 183 meters from the School)
- In each school, there shall be a proper playground for games and athletics. It would bebetter if sufficient open space is available near the school ground.
- The school premises shall be plain and free from bushes.
- The Head Master/PTA/Management Committee shall take all efforts to build a gardenin the school premises.
- Trees should be planted on the school premises for children to play and relax during their free time. However, it should be ensured that this does not reduce the area of playground or prevent light from entering the classroom, or cause damage to the building over time.

Building

- The school building should have an office room, classroom, staff room, library, reading room, pre-lab room, school society, store room, auditorium, stage and visitor's room. And there should be a separate cooking room and lunch room for cooking food. The school should also have a rest room for girls.
- The school should have all the necessary furniture. Classrooms should have adequate benches and desks proportionate to the number of children. All classrooms should be equipped with smart classrooms.
- There should be utensils for cooking food, gas connection and stove. There should bea store room for storing stationery and other requirements for cooking. There should be shelves and almirahs for storing items safely and undamaged.
- The library should have maximum books, both study related and non-study related. Necessary chairs and tables should be arranged in the reading room.
- All buildings must be electrified with proper safety measures. The electric controlsystem should be in the Head Master's room.
- The availability of clean water should be ensured through the well motor ancillaryfacilities.
- Toilets for boys and girls should be arranged in proportion to the number of children.

4 Responsibilities and Duties of Employees

4.1 Headmaster

The Headmaster / Headmistress has the control over all the activities related to the running ofthe institution and at the same time, HM has the responsibility to connect the school with the local community by providing timely services from the school. These responsibilities can be categorized into three: administrative, academic, and social support systems and the effectivefunctioning of the institution.

5.1.1 Administrative duties

- Responsibility for enforcing administrative and disciplinary regulations within the organization and staff in accordance with existing rules, orders and directives.
- The responsibilities of the staff should be determined and assigned to them in relation to the running of the school and in accordance with the instructions of the local authority.
- Provide school admission to children subject to rules and regulations.
- Control and supervision of all staff of school.
- Keep records and registers of the school in a proper manner and do correspondence related with the school.
- Make financial transactions related to the institution.
- Collect fees from the students as per the prescribed rules through the

teachers andremit it at the Treasury.

- Form a staff council with the cooperation of the entire staff of the school.
- Conduct staff meetings and school level evaluation meetings to review performance.
- Provide evaluation report to the Panchayat committee.
- Convene Institutional Management Committee meetings and present report andother information for discussion.
- Report school academic activities and management committee activities atPanchayat / department level evaluation meetings.
- Prepare and retain a supervision diary of school teachers.
- Responsible for the safety and supervision of the complaint / instruction box setup in the school.
- Give the receipt of complaint / suggestion received and keep a register of complaint / suggestion.
- Investigate grievances related to the institution, discuss these issues with the StaffCouncil and take appropriate action based on this.
- Respond to the complainant regarding the action taken on the complaint.
- If the complaint / suggestion is about other institutions, forward it to the concerned institutions.
- Steps should be taken to display the information in the notice board of the institution and on other boards as directed by the local body for the knowledge of beneficiaries or the general public in a timely manner.
- Managing the staff attendance board.
- Ensure the availability of required physical infrastructure in the school with the help of the local self-government, department and other agencies.
- Work as a member of the Panchayat Level Education Committee.
- Execute local government orders and instructions.
- Form a committee to lead the lunch program.
- Provide the staff in charge with the necessary lunch supplies each day.
- Take steps to provide financial assistance to deserving students.
- Take steps to make free textbooks available to children on time.
- With the help of teachers, prepare the students for the scholarship examination andmake them participate in the examination
- Organize activities to promote and develop children's creative ability.
- Provide study-related documents or certificates if required by the Alumni orcurrent students.
- The time and day of learning shall be strictly followed as per rules.
- Carry out activities that effectively integrate school grants with annual plans.

- Take necessary steps to make drinking water available to children as required.
- Ensure the lunch is cooked and distributed to the children in a healthy manner.
- Make sure that the assembly and mass drill are happening on the scheduled days.
- Ensure that the teachers are utilizing the school diary system accurately to informparents of school-related information.
- Participate in Gram Sabhas in the area and make interventions to resolve schoolrelated issues as part of the Panchayat plan.
- Subject school activities to the social evaluation and scrutiny of the Gram Sabha.
- Make a conscious effort to co-operate with the people's representatives involved inschool activities.

5.1.2 Academic duties

- Provide class time tables and teacher time tables to all classes on the first day ofthe school year. Form a School Academic Council to facilitate this.
- Take lead in preparing the school annual calendar and ensure that academic activities are conducted in accordance with the annual calendar.
- Ensure the availability of reference books and teaching aids for teachers at thebeginning of the school year.
- Take necessary steps to form separate school resource groups in LP and UPcategories. Preside over such SRG meetings.
- Ensure that all teachers prepare a teaching manual, evaluate the teaching methodand scrutinize the teaching manual.
- Take measures to effectively integrate various club activities for the developmentof cognitive and co-cognitive capacities of the students.
- Lead the formation of a local resource group (LRG) so that the school can utilizelocal expertise.
- Take the lead in organizing study tours and excursions.
- Ensure that curriculum exchange activities are conducted in an orderly mannerand steps are taken to carry out continuous evaluation activities effectively.
- Take necessary steps to fill the teacher's vacancy with the support of the localbody.
- Ensure that children can use the reading room, lab / pre-lab, school library andactivity corner effectively.
- Ensure that teachers prepare the necessary learning materials and use them in theclassroom.
- Prepare teaching manual if necessary.
- Handling of classes fully or partially as and when the required.
- Provide necessary assistance in organizing teacher training programs, leadprograms and prepare their content.
- Ensure integration with other service areas.

- Prepare the administrative and academic quality reports of the school forpresentation in the Gram Sabha.

5.1.3 Formation and effective implementation of the social support system

An approach based on the curriculum goal should be formulated in such a way that the student can learn through experience, interacting with the environment. It should also be linked to the curriculum goal. Education is not a process that should be confined to school and home and to teachers – students relationship. It should be able to effectively integrate local institutions, realities of social life, organizations, and the skills and volunteers available in the respective areas and transform them into learning platforms for the new generation. Educational activities should be able to go beyondthe mere circle of teacher-student-parent.

The responsibilities of the Headmaster / Head Mistress as the Head of the Institution are asfollows:

- Take steps to form and efficiently operate the Parent Teacher Association, Mother Parent-Teachers Association and Classroom Parent-Teachers Association.
- Act as convener of the PTA.
- Take steps for the formation of local resource group and school supporting group andensure that they work effectively.
- Lead the formation of the Management Committee and act as the Convener of theManagement Committee.
- Set date, time and agenda for the Management Committee meeting after the discussingwith the Chairman.
- Give notice of the meetings to members in a timely manner.
- Provide the minutes of the meeting procedure to the Panchayat Secretary.
- Responsible for coordination activities with other institutions as per the decision of thePanchayat.
- Acting as an officer of the Education sector, to take the responsibility of the evaluation, development planning and implementation of education in the Gram Sabha.

4.2 Teachers

- Complete teaching activities according to the timetable on time in a child-centered, work oriented and comprehensive manner.
- Perform comprehensive and incessant evaluation activities precisely.
- Prepare accurate teaching notes that help classroom activities.

- Participate in SRG meetings regularly.
- Suggest study tours at SRG meetings and conduct organizational activities.
- Utilize reference books and other facilities.
- Guide students in various club activities and assist them in organizing various programmes.
- Ensure the co-operation of SRG, parent PTA and class PTA for classroom activitieswhen required.
- Attend General PTA and Mother PTA meetings.
- Call the class PTA and keep records of it.
- Perform the duties assigned by the HM.
- Participate in workshops and trainings organized at departmental and local governmentlevel.
- Develop a natural disciplinary attitude in children and assist the head of the institutionto enforce public discipline in the school.
- Take necessary steps to develop the skills of each child and enhance their leadershipability.
- Prepare the necessary teaching aids to make the classes more attractive.
- Encourage children to keep the classroom and surroundings clean and to keep booksorganized.
- Establish personal contact with parents of children through the school diary and inperson.
- Responsibility for the implementation of projects and activities implemented by thePanchayat in relation to education.

4.3 Peon

- Open the school gate and classrooms one hour before school hours on all working daysand close after school hours.
- Keep the attendance books of the staff and students in the office in proper order.
- Do as directed by the Head of the Institution in connection with the conduct of theSchool Assembly.
- Ring the bell as directed by the Headmaster / Headmistress before the start of the classand at the end of each class period and at the end of the class.
- Accurately fulfill the responsibilities assigned by the Head of the Institution in relationto the Gram Panchayat, Departmental Offices, Treasury and other Offices and Institutions.
- The responsibilities entrusted with respect to school related meetings and Gram Sabha meetings convened by the Head of the Institution and the Grama Panchayat Administrative Committee must fulfilled.
- Give necessary assistance during Management Committee meeting PTA, Mother PTA,Classroom PTA meetings.
- Keep various files, registers and other documents in a safe place and make them available to the head of the institution, departmental officers and teachers who

comefor inspection.

- Perform all other duties assigned by the Headmaster / Headmistress in connection withthe running of the school.

4.4 Part time employees

- Clean rooms, offices, school courtyards, kitchens, urinals, and toilets before schoolhours every working day.
- Clean the dining area before and after lunch.
- Make sure children are properly disposing of food waste and other waste.
- Ensure that separate disposal of organic waste and non-organic wastes are carried out.
- Make sure not to clog the waste water canals, the tubes to the soakage pits, and gutter.
- Water the lawn, garden and vegetable garden during all seasons other than rainyseason.

5 Community Based Organizational System

The complete ownership of the transferred schools is vested with the Grama Panchayat. The participation of the people of the region is required for the management of the institution, activities for enhancing the service quality and evaluation and improvement of the institutional service delivery system. There shall be management committees in the respectivelevel for the co-ordination of these committees. This committee shall have the management subcommittees with president and vice president as ex - officio members and academic subcommittee. Each division shall have convenors. If necessary, other subcommittees can alsobe formed.

The Standing Committee for welfare in the Panchayat shall hold the responsibility of the educational affairs. A People's Educational Committee has to be formed at the Panchayat level including educational experts and workers to ensure the quality and to arrange and expand the educational activities of the Panchayat.

Panchayat Educational Committee

Panchayat educational Committee shall have two levels- Academic and Management

Structure

It is the statutory committee that has the supervision of the whole of the educational activitiesof the Panchayat. This shall be the self-effective institutional system.

Chairperson	-	Health-Education standing committee chairman/ chairperson
Vice Chairperson	-	The representative responsible for education in the Health-Education standing committee
Convenor	-	A teacher

Joint convenor	- Educational worker (The Educational Worker shall be a research scholar or a teacher)

Members

- Headmaster of all the transferred schools
- PTA presidents of all the transferred schools
- A person nominated from the M.P.T.A
- Four educational workers
- Two representatives from other recognised educational institution
- One representative from the centre for continuing education
- One representative from the pre-primary teachers
- Anganwadi supervisor
- One representative from the Grama Panchayat library
- One person with constructional expertise the knowledge of the technical aspects of aesthetics

One expert in the education of the mentally challenged children. There shall also be an academic core committee including the members elected from the Panchayat educational committee to co-ordinate and control the Panchayat's own educational activities. The core team should work as the educational advisory committee of the Panchayat.

Core team members

The chairman of the standing committee of Health-Education

A member responsible for education from the standing committees

Panchayat level educational committee convenor

One government school H.M. and one aided school H.M

2 Experts (one woman)

P.T.A. presidents

1.C.D.S. supervisor

The aim

Formation of People's Education Committee at different levels is necessary to make it possible to handle the management responsibilities of education and institutions through public participation in the Grama Panchayat level.

Responsibilities

- The advisory committee for making educational policy
- Collection of data necessary for the education of the Grama Panchayat.
- Grama Panchayat based co-ordination of the school level committees
- External contact required for the co-ordination and guidance for education at GramaPanchayat.
- Planning and implementation of educational schemes.
- Preparing and publishing of annual calendar by co-coordinating the Grama Panchayatlevel academic calendars.
- Discussion regarding education management of the Grama Panchayat and makingdecisions, implementation and monitoring.
- Taking decision in the academic matters, implementing and monitoring
- Enhancement of the social participation in the various activities.
- Taking decision after holding separate meetings of the academic - management committees, for the activities at each field and implementing them with the consent of the Panchayat committee.
- Evaluation of the function of the school committee and schools and reporting it to Grama Panchayat.
- Organize the special days celebrations at the Panchayat level.
- Organising the Panchayat level arts and sports festivals and camps at Panchayat level.
- Participating in the Grama Sabha.
- Monthly meeting - Decisions should be approved by the Panchayat Committee.
- Undertaking and implementing diverse, varied and novel programmes.
- Conduct the training necessary for the teachers and others with the cooperation of B.R.C and DIET.

School Management Committee

The functioning of the school can be made effective only by ensuring the active participation and leadership of the people, guardians, people's representatives and the experts in the institutional area, in addition to the teachers and other staff of the school. The management committee thus includes staff of the institution, people's representatives, local people, experts and the representatives of the guardians.

Aim

1 Ensuring that the primary schools provide the services it shall render in its areaand that it full fills its responsibilities efficiently.

2 Develop a support system for this.

Responsibilities

- Holding of monthly committee meetings and reporting the suggestions / decisions tothe Grama Panchayat educational committee.
- Discussing and taking decision on the academic and non-academic matters and monitoring.
- The academic matters shall be decided on the basis of the advice of the academiccommittee.
- Formulate annual and long term schemes and implement them after seeking approval.
- Collect statistics on human resources and the children within the age limit of theprimary level education within operational limits.
- Ensuring that all the children within the prescribed age limit join the public school ofthe area and try to make the neighbourhood school system practical.
- Preventing drop outs.
- Ensuring that the Mid-Day meal system is in order.
- Manage the observation of days with people's participation.
- Ensure that there are sufficient working days.
- Ensure that the people's committees like P.T.A., M.P.T.A, S.S.G and academiccommittee are working satisfactorily.
- Ensure that there are teachers/ responsible persons in all classes in all periods.
- Ensure proper arrangements for the proper communication of the curriculum asplanned on a daily, weekly and monthly basis.
- Ensure that comprehensive and continuous evaluation is going on.
- Ensure activities for the development of cognitive, personality and social sector skills.
- Preserving the schools and premises from unauthorised encroachment and antisocialelements.
- Making the school and premises attraction.
- Raising the quality of education and monitoring the school activities
- Ensure the availability of necessary physical infrastructure and resource mobilization.
- Transforming the school to social institution.

School Resource Group (SRG)

SRG is a council that includes all the teachers.President - HM
Convenor - Teacher

- Preparation of annual plan (annual academic calendar) on the basis of the monthlyand termly academic planning

- Carrying out evaluation, monitoring and the remedial action of the monthly – termly –annual plan.
- Introducing activities of teaching and learning for raising the standard of quality ofeducation.
- Discovering and identifying the circumstance and opportunities suitable for personality development and development of the society with the help of the SSG andutilizing it.
- Arranging the opportunities useful for connecting the fields of knowledge andsecondary knowledge.
- Linking the school day observations with the learning activities
- Identifying and introducing learning, teaching and evaluation tools.
- Encouraging action research.
- Involve in participating those required in in-service training and sharing theirexperiences.
- Organising teachers get together, learning material manufacturing workshops,trainings etc.
- Ensuring that all the teachers are preparing teaching manuals and using themproperly.
- Making use of the opportunities requiring group teaching method.
- Make new discoveries to promote participatory learning.
- Develop and implement an integrated learning method.
- Ensuring that continuous and comprehensive evaluation is going on with learning andalso ensure its credibility.
- Organize training and workshop to facilitate TE paper setting.
- Ensure the system of defect less evaluation.
- Increase learning speed by implementing scientific solution teaching programs.
- Organising the Panchayat level learning festivals with the participation of students inthe guest - host manner.
- Development of special training programs and support system for students who arelagging behind in their studies.
- Promote learning and research of teachers and organising the Panchayat levelTeacher's Congress.
- Taking up the responsibility of implementing the academic activities organised underthe leadership of the P.T.A. and the school development management.

School Supporting Group (SSG)

This is the group of activists having expertise and voluntariness to work as supporting system for the school level academic activities. Those who have undergone teachers training, retired teachers and experts and the guardians having expertise are included in it. In order to give leadership to the activities, chairman and convenor shall be chosen from

among the SSG members.

Aim

Conduct the academic activities without obstruction even in the temporary absence of theteachers.

Responsibilities

- Give effective help in the academic works in accordance with the direction of theSSG, PTA and the management committee.
- Perform class room work in the absence of teachers at short intervals according to thedirection of the concerned teachers.
- Help the SRG and the teachers in designing and manufacturing the teaching materials.
- Help in organising and managing the study visits and study tours
- Linking the local expertise with the school activities.
- Give assistance in the comprehensive evaluation works according to the direction ofthe SRG and teachers.

School Jagratha samiti

School Jagratha samiti are a mechanism for preventing violence against children. The 12-member Jagratha samiti will be chaired by the Headmaster / Headmistress. The Jagratha samiti consists of a child-friendly teacher convener, another teacher as joint convener, a PTA representative, a Mother PTA representative, students, and the ward member of the place where the school is situated

.**Mid-Day Meal Committee School Level**

A committee should be formed for the effective implementation of the lunch
Chairman: PTA
President
Convener: Headmaster / Headmistress

Members: Ward Member, 2 Teachers, Mother PTA Representative, 2 Parents of SC / STstudents

PRIMARY HEALTH CENTRE

1. Services and Responsibilities

1.1 Responsibilities of Grama Panchayat

The Grama Panchayat needs to collaborate with the health functionaries to ensure quality health care to the people of the Grama Panchayat. The roles and responsibilities of a Gram Panchayat in health care sector are as follows:

- Management of dispensaries and primary health centres, mother and child welfareactivities etc.
- Knowledge and awareness creation regarding the prevailing health issues/problemsand the methods of preventing and controlling them.
- Promotion of proper nutrition
- Adequate supply of safe drinking water and basic sanitation
- Maternal and child health care, including family planning
- Immunization
- Prevention and control of local communicable diseases
- Provision of essential medicines, first aid and referral of cases to higher health facilities
- Activities relating to sanitation and hygiene.

1.2 Services by Primary/Family Health centre

1. Disease prevention
2. Treatment
3. Hygiene & waste management
4. Health education
5. Inspecting hotels and eateries
6. Supervise health aspects during festivals and fairs.
7. Mother and baby care activities.
8. Conservation of traditional drinking water resources.
9. Management of cemeteries.
10. Pain and palliative programme.

11. Inspection before granting licence to hazardous and intolerable trades.
12. Implementation of health programmes of State and Central governments.
13. Find solution to the complaints in connection with the public health.

1.3 Responsibilities of Primary/Family Health Centres

3.3.1 Disease Prevention

Disease prevention activities are one of the important and crucial responsibilities of theprimary/family health centres.

- **Data collection**

Data collection required for disease prevention may be carried out through thefollowing activities:

- Data collected during field activities
- Data collected during the activities of sub-centres
- Data collected during visit of Anganwadis
- Data collected from other institutions/co-operatives of the Panchayat
- Data collected from the people's representatives and voluntary activists
- Data collected monthly by field staff from other hospitals and doctors. The fieldstaff should collect data and report promptly to the Primary/Family health centres.

- **Control of infectious diseases**

- Prepare a sub-centre based seasonality calendar of communicable diseases that is probable to spread based on the reports of previous years and prepare an action plan for prevention of contagious diseases on the basis of seasonality calendar anddata collected.
- Report regarding the communicable and non-communicable diseases found in each area and the preventive measures taken should be submitted to the Panchayat. This action plan should be presented at the monthly review meeting.
- The copies of the weekly codified report should be given to the field workers and the information regarding this should be provided to Anganwadi workers, teachers, management committee members and ASHA workers.
- Special meeting should be convened as and when required by the Panchayat committee.
- The health inspector should compile the data on diseases reported by the fieldstaff as weekly report
- The weekly report should be codified and kept by Health Inspector in Primary/Family health centre.
- The Medical Officer and the Health Inspector should present the codified

report and the weekly report at the district level and block level meetings and also informthem about the details of communicable diseases, if any. The field and clinical activity are to be organised based on these reports.

- The health promotion team and ASHA workers should be equipped with necessary training for disease prevention based on this action plan.
- The services of other Panchayat institutions should be utilised when spreading of communicable diseases occurred.

- **Treatment for communicable diseases**
  - JHI or JPHN should refer information regarding communicable disease or other diseases they come across during the field activities to the PHC/FHC.
  - Treatment should be provided to needy patients and temporary clinics should be started when there is a spread of communicable diseases.
  - Information regarding symptoms and preventive measures should be given to the paramedical staff, ASHA workers, Anganwadi workers, helper, and other health workers when communicable diseases are multiplying.

- **Preventive medicines/vaccines**
  - Immunisation clinics should be conducted at the PHC/FHCs on Wednesday and the responsibility of organising this rests with Health Inspector.
  - Update the register of pregnant women and children of concerned sub- centre area requiring vaccination and preventive medicines.
  - Information regarding available vaccination and preventive medicines should be displayed in such a way that it is easily understandable to the patients at PHC/FHC and sub-centres.
  - The recipient should be made aware of the complications that may occur before administering the vaccine.
  - The staff nurse and JPHN should ensure that the vaccines were kept in the suggested nature and method.
  - Immunisation cards indicating the status of immunisation must be issued at the time of first vaccination.
  - Those who do not take the vaccine should be identified as part of the field work and should be referred to the PHC/FHC or sub-centres and those who are reluctantto take vaccines should be made aware of its inevitability.
  - The hospitals and sub-centres should have the facility for breast feeding.

- **Medical camp**
  - Medical camps should be organised when the communicable diseases arespreading in consultation with the Panchayat.
  - The Medical Officer is responsible for the overall supervision of the camp.
  - The patients requiring specialised treatment should be referred either to the districthospital or to the medical hospital.
  - Pharmacist should collect the necessary medicines after deliberating with theMedical Officer.

- **Prevention programme for lifestyle disease**
  - Maintain a register related to the major life style diseases. The data collection should be carried out through the field activities and these register should be monthly updated.
  - Every health incidence including prescribed medicines, death and reasons behind the death, should be registered at the Primary/Family health centre monthly.
  - Those with diseases entered in the register should be monitoring continuously
  - Self-help group of patients shall be formed with the people who are infected with similar ailments. JHI of each area shall take the initiative in forming SHGs.
    - Discussion regarding exercise and diet control should be held for thesegroups
    - Convener should arrange the meeting of SHGs once in a month with theconsent of JHI.
    - It is the responsibility of the JHI to provide health education at thesemonthly meetings.
  - Provide treatment and support to those addicted to alcohol, drug and smoking
  - JHI is responsible to identify the persons who are addicted and should be referredto the PHC/FHC.
  - After sufficient check - up medical officer should refer them to a suitable de-addiction centre.

3.3.2 Treatment

- **Registration of Patients**
  - The patients who visit the PHC should be registered promptly and OP Ticket provided to them. While registering care should be taken to include complete name, address, age, gender, ward and phone number of the patients.
  - Necessary measures are to be taken to reduce the waiting time for patients to meet the doctor.
- **Check up and registering findings/diagnosis**
  - The Medical Officer should enter the details of disease and symptoms and alsothe prescription of medicines in the columns specified in the OP register.
  - Registers should be kept properly and prepared on the same day.
- **Distribution of medicine**
  - Medicines should be distributed from the pharmacy for the patients and the mode of consuming the medicine should be explained clearly and information should be provided in a patient – friendly manner.
  - The name of patient and the mode of consumption should be written in

on the envelope.

- The pharmacy should have the facilities to keep the medicines in good condition and refrigeration facility should be made available for storing medicines requiring refrigeration.
- It should be ensured periodically that there are no expired drugs and the medicines which have arrived first should be distributed first.
- Check stock position regularly and necessary medicines should be procured from the District Medical Store (DMS) as and when the stock is being exhausted.

- **Follow up activities**
  - Identify the patients who require continuous observation and assistance from OP register and provide support and check-up during field work.
  - If various infectious diseases are found, they should be monitored further.

- **Issuing certificates**
  - The application should be submitted to the Medical Officer along with the details of OP registration and documents prescribed by the medical department.
  - The Medical Officer should verify the submitted details and issue the certificates in the prescribed format.
  - The specified fees prescribed by the government from time to time for issuing the certificates should be charged.

- **Referral services**
  - Patients who require specialist treatment should be referred to the Medical College or District Hospitals.

- **Maternal and child care**
  - **Pre- marital and post-marital counselling**
    - PHN should provide family life education to girls of adolescent age or above.
    - Identify those who require counselling through ASHA Workers.
    - ASHA workers and other health volunteers should provide information about the availability of counselling services from Family Welfare Centresto the public.
    - Girls who are going to get married should be identified during field work and counselled from clinics.

- **Pregnancy care**
  - JPHN should provide counselling to pregnant women to impart awarenessabout pregnancy care.
  - The information regarding pregnancy management should be given topregnant woman, her husband and other family members.
  - To develop human resources necessary training should be provided. Physicalenvironment and other facilities should also be made available.

- Provide information on how often the test should be performed and check thepregnant woman's weight, blood pressure, anaemia, and fungus.
- Potential complications should be identified in advance.
- Pregnant women should be provided with the necessary care and assistanceduring a JPHN field visit.
- Give delivery time and postpartum care.
- Deliveries should be referred to a hospital where it is convenient and with adequate facilities.

- **Child care**
  - Parents should be informed about the vaccine and drops to be given to their children when they are to be given and the need for it.
  - The growth rate and physical and mental development of the child should be examined.
  - Mothers need to be educated about the growth and developmental stages of their children and refer children with special needs to the best treatmentavailable.
- **Family care**
  - Provide counselling to address family issues. For this, the services and assistance of medical officers, paramedical staff, psychologists, social activistsand lawyers can be availed.
  - Prescribe solutions and treatments for postpartum mental health problemsCare should be taken to maintain privacy of the patients.
  - Mothers with such problems should be identified and referred to the clinic.
- **Birth control methods**
  - JPHN should provide counselling through the sub-centre to select the appropriate contraceptive method.
  - Contraceptive methods should be given at the clinic, sub-centre and during the field visit and the recipient should be monitored through follow-up visits to determine if there are any side effects.
  - A register and reports regarding these shall be maintained.
- **Implementation of National and State Health Programs**

The Central and State Governments are implementing various programs for the health care of the people through the Primary Health Centre. As the institution in charge of the Grama Panchayat, the Grama Panchayat has the responsibility of supervising the Central and State programs implemented through the Primary Health Centre. Vitamin A Prophylaxis Program, the Anaemia Prophylaxis Program, the National Sexually Transmitted Disease Control Program, Non communicable disease programme, National programme for the control of Blindness, National AIDS control programme, the National Mental Health Program, the National Diabetes Control Program, Pain and Palliative programmes etc. are provided through the

primary health centre. The Primary / Family Health Centre are responsible for delivering the services as per the plans.

- **Corona prevention activities**

  As the health system of the local body activities for the prevention of Covid-19 virus, ensure treatment for persons infected with corona virus, perform activities related to home quarantine and CFLTC, and vaccine-related activities are to be carried out. Public awareness campaigns on security arrangements, approaches, precautionary measures and other approaches are to be taken to prevent such epidemics.

- **Regulation of Hotels and Eateries**

  - Trading institutions

    - Inspect commercial institutions at regular intervals.
    - Identify the sale of unhealthy food and if any found, HI should give detailed report regarding preventive measures to the Medical Officer. The Medical Officer should submit the report to the Panchayat Committee.

- **Prevention of adulteration of food**

  - JHI shall visit hotels, soft drink production centres, soda production units and other food production centres every month and a report should be submitted to the HI. A codified monthly report is to be prepared and submitted by the HI to the Medical Officer for presentation at the monthly staff meeting including the Standing Committee.
  - Unexpected visits should be made by HI to food production centres to detect adulteration of food.
  - If adulteration is noticed, it should be reported by the Medical Officer in the Panchayat Review Meeting.
  - The Panchayat Committee shall refer the matter to the Food Inspector in charge of the respective area along with the required reports.

- **Inspection of Hygiene Condition**

  - HIs and JHIs are required to check the hygiene conditions at the food production centres.
  - Owners should be instructed to resolve health issues that may arise.
  - If they are not complied with, a report regarding the issue should be submitted to the Grama Panchayat for taking appropriate action.

- **Conducting fairs and festivals**

  - JHIs should be aware of the festivals of each area and action plans prepared to controlling health and sanitation related problems and should also inspect fooddistribution centres.
  - These action plans should be codified and Panchayat level Action Plan

prepared by the HI and a copy submitted to Panchayat Committee.

- It is the responsibility of the JHI to inspect and ensure the hygiene of the food distribution centres during festivals and fairs. If hygiene is not maintained, a report shall be submitted to Panchayat Committee with recommendations for action. The Panchayat Committee shall discuss and take appropriate action.
- JHI is responsible for chlorinating the water sources used for festivals andfairs. In case of health issues, alternate measures should be reported.
- Ensure that appropriate scientific measures are taken for waste disposal and that it does not cause health problems.
- JHI is responsible to ensure that the toilets constructed for the purpose of conducting fairs and festivals are kept clean and do not cause health problems.

- **Waste management**
  - Efforts should be made to treat household waste at source.
  - Conduct awareness programs to bring the development of processing methods to the people.
  - Knowledge on the availability of training, education, and technical assistance on waste management practices should be provided by the JHI in charge of therespective area during field visit.
  - Create awareness regarding health problems that can arise if household waste is not disposed of properly.
- **Waste generated in public and private institutions**
  - Information regarding institutions, markets, public streets, other establishments, auditoriums, halls and slaughterhouses in the Panchayat shouldbe retained at the primary health centre and ensure that the waste management at these institutions are in a scientific manner.
  - The HI should visit the institutions once in three months and prepare a report and present it at the monthly review meeting of the Panchayat Committee through the Medical Officer.
  - Garbage in public streets and markets should be collected separately by the staff responsible for cleaning the public streets in the panchayat and arrangements should be made for its disposal.
  - It is the responsibility of the Krishi Bhavan of the Panchayat to provide technical assistance for the treatment of the waste, including those generated from the Auditoriums and Halls.
  - The HI must ensure that the treated waste does not cause health problems. A report regarding this is to be submitted to the Panchayat every month.
  - The Panchayat has to inspect the waste treatment facilities and provide licence for the slaughterhouse in the Panchayat. The technical assistance for this should be provided by Krishi Bhavan and Veterinary Hospital.
  - The Health Inspector should understand the hygienic condition of these places and prepare a report and which is to be presented in the Panchayat monthly meetings through the medical officer.

- **Liquid waste**

  - The waste management at source method should be adopted for this. The JHI should ensure that the liquid waste is used for agricultural purposes or disposed of in a manner that does not cause health problems.
  - The JHI should ensure that waste water is not accumulating in any public or private places. If there is waste water clogging in any public place, JHI is bound to report with recommendations and suggestions for further action tothe Panchayat. If it is in privately owned areas, the owner should be made aware of its disadvantages and encourage them to take appropriate steps against waste water clogging.

- **Health education**

  - **School health programs**

    - School health clubs should be formed and health education activities should be organized by the JHI in the respective area.
    - JHI is responsible for organizing campaigns through school health clubs in the event of an outbreak of communicable diseases. Selected teachers shouldbe made responsible for this.
    - Health check-ups should be carried out to diagnose visual impairments, dental diseases, loco motor disabilities etc. and facilitate remedial actions.
    - Examine children's height and weight and assess their growth.
    - If children with physical or mental problems are noticed, the health care worker who visits the school should refer them appropriately or give them prompt advice.

  - **ICDS**

    - The nutritional status of the Anganwadi children should be assessed by the Anganwadi workers and JPHN shall monitor the activities.
    - Malnourished children should be identified and referred to a primary health centre.
    - Provide health and continuing education to Anganwadi workers for facilitating first aid.
    - The Anganwadi worker / JPHN should provide knowledge to mothers regarding child development and physical and mental developmental deviations during mothers meetings.
    - The Health Inspectors and Medical Officers shall provide training to Anganwadi Workers on health related human resource development. It can be given in the sector meetings of ICDS.
    - The infant mortality rate (IMR) and maternal mortality rate should be collected and reported at the Panchayat Review Meeting through the MedicalOfficer.
    - Provide knowledge to Anganwadi Workers on how to interact with senior citizens and how to deliver necessary services for them.

- Field staff at the sub-centre should provide health and family life educationto adolescent club members in Anganwadis.

➢ **Health education planning**

- The Medical Officer is responsible for health education and planning and also the preparation of module for the training.
- Identifying the diseases that are likely to be caught in each period, prepare a calendar accordingly and provide health education to create awareness on its prevention.
- Campaigns should be launched to bring these to the notice of the people. The field staff for these activities should be empowered with necessaryknowledge.

- **Protection of traditional drinking water sources**

➢ JHI in charge of the respective area should identify public drinking water sources in their area and prepare reports regarding the condition of such sources.

➢ Owners should be made aware of the need and importance of protecting privately owned drinking water sources and should be advised on its conservation accordingly.

➢ JHI should prepare guidelines for the protection of publicly owned drinking water sources and a copy of this is to be given to the Panchayat Committee.

➢ The committee will discuss and delegate the responsibility of protection to Kudumbashree, women's self-help groups (SHG) or Health Promotion Team (HPT) as appropriate.

➢ The JHI of the respective area is responsible for the supervision of the protection activities of drinking water sources.

➢ The Panchayat should be intimated periodically for cleaning public wells.

- **Licensing of Dangerous and Offensive Trades**

On the receipt of application by the Panchayat, the health condition of the public should be assessed as per the directions of the Panchayat Committee and a report should be submitted by the Health Inspector to the Medical Officer.

➢ Institutions functioning in Dangerous and Offensive (D&O) category, the location of operation, their work, ownership, number of employees etc. should be inspected.

➢ The following items are to be noted during inspection and a report is to be submitted to the Panchayat:

- Sound pollution

- Possibility of dust
- Possibility of water pollution
- Arrangements for waste disposal
- Status of hygiene
- Whether toilet and other facilities are arranged for the use of womenworking in the institution

This report will be examined by the Panchayat committee and an appropriatedecision will be taken.

4. Official Structure

4.1 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for PHC/FHCs and sub centres. The infrastructure of Hospital should follow the KASH guidelines to the extent as far as possible. The PHC should be located in an easily accessible place on the side of a road which is accessible by vehicle.

The details of the facilities and requirements necessary for a model PHC/FHCs and sub centres as a service institution in health sector are listed below:

Examination Room

This is the room of the Medical Officer. This room should be spacious enough and such that circulation of air and light is ensured. The room should be fitted with a half door forensuring the privacy of the patient. A screen also should be installed for the privacy of the check-up. Chair and a table for Medical Officer shall be provided. Chairs should be provided for the use of visitors also. The room should have wash basin and water supply.

Room for Public Health Wing

A room to accommodate Health Inspector (HI), Public Health Nurse (PHN), Junior Health Inspector (JHI) and Junior Public Health Nurse (JPHN) shall be provided with necessary furniture.

Office Room

The Primary Health Centre should have an office room. The chairs of the clerk and peon should be arranged in this room. Tables and chairs should be arranged for their use in the room. Almirahs for keeping office files should be arranged in this room. A computer withinternet facility and printer for office purposes should be installed in this room.

Room for Procedures

The room having facilities for various procedures such as giving injections, dressingof wounds, etc. shall be provided. Necessary privacy should be ensured by

installing a screen.

Immunisation Room

A separate room shall be provided for immunization purposes with Ice Lined Refrigerator (ILR) and other facilities. The table and chair of the staff nurse too have to be arranged in this room.

Pharmacy

The pharmacy should have almirahs for keeping medicines. A refrigerator should be arranged for keeping medicines refrigerated. This room should have a table and a chair forthe use of the pharmacist. A counter should be arranged in this room for the patients to collectmedicines conveniently. The pharmacy should have an adjacent store room. Medicines and other things page to be kept in this room. A lockable safe room has to be chosen for using as Pharmacy Store.

Seats should be arranged for nursing assistant and attendant. Facility is to be provided for feeding mothers.

Room for Pain and Palliative Nurse

A separate room shall be provided for Pain & Palliative Nurse. The room should be soarranged so as to keep the records, articles like water bed, urine tubes, wheel chairs, walking sticks etc. Almirah should also be provided. Enough chairs may be provided for visitors.

Reception cum OP Counter

A counter should be arranged near to the main entrance of the Primary Health Centre for Out Patient (OP) registration. Special arrangements including ramp provision of wheel chair etc. shall be made for differently abled citizens/senior citizens. A computer may be installed for OP registration. The counter should have registration slips and a pen. The OP tickets should be provided from this counter. Arrangements may also be made for display/announcement of token numbers to facilitate patients seeing the doctor in an orderly manner. Arrangements should be made for the patients to wait for the doctor for which veranda of the institution may be utilized. Benches and chairs should be made available for the patients. One of this should be kept apart for the use of women and children and one should be kept aside for the use of aged persons and this should be displayed prominently. The arrangement should be made for queuing up of the patients. Drinking water shall be provided here.

Mini Conference Room

A room in the PHC may be set apart for using as conference room with required number of chairs and tables and audio-visual aids. This room may be utilized for convening staff meeting and organizing training sessions.

Toilet

The Primary Health Centre should have at least five toilets. One toilet should be arranged adjacent to the room of the Medical Officer and one for the staff. The PHC should have separate facilities of toilets for the use women, transgenders and differently abled

citizens. In the toilet for women an incinerator may also be provided for disposal of sanitary napkins. Along with the toilet for the women, there should be a room for their

privacy. Arrangements should be made to ensure that water is made available to all the toilets and wash basins.

Electrification

The availability of electricity should be ensured in all rooms. Adequate number of lights & fans and plug points for using electrical utilities should be installed in every room.

5. Responsibilities and Duties of Employees

5.1 Medical Officer

The Medical Officer of the Primary Health Centres has the following responsibilities

1. Administrative and Financial
2. Services related to Treatment
3. Responsibility of Field Activities
4. Supervision, Coordination and Control

- **Administrative and Financial**
  - Responsible for the management of all health and family related issues in the establishment area.
  - Responsible for administrative, financial, and disciplinary actions, control overemployees and organization etc. subject to Service Rules and Government Orders..
  - Organize monthly staff meetings and attend district and Panchayat level meetings.
  - Perform duties as the head of rural health care, and other powers and duties in accordance with the existing statute.
  - Organize and conduct performance audits in the institution with the assistance of an audit team formed for audit.
  - Attend project and sector level meetings of the ICDS Project and review the work of Anganwadi workers related to health care. Provide further education to Anganwadi workers.
  - Organize and conduct induction training for other categories of employees who areworking at the institutional level for a fixed period of time.
- **Services related to Treatment**
  - The Medical Officer of the Primary/Family Health Centre is responsible for timely detection of diseases, prescribing medicines, treatment, continued treatment and also providing outpatient and clinical services.
- **Services related to Field Activities**
  - The Medical Officer is fully responsible for all field activities. Field staff shouldreport to the Medical Officer through the Health Inspector and the Public Health Nurse.
  - The Medical Officer of the Primary/Family Health Centre is also responsible for the intermittent supervision of the field staff. Details of the observation should be discussed at the monthly review meeting and a follow up action to be carried out.
  - Prepare a programme for field inspection and a copy is to be given to the Panchayat
  - Should conduct performance audit of all employees as per Performance Auditdirections.

- Lead the Reproductive and Child Care Health Program, Sexually Transmitted Disease / AIDS Control Program, National Blindness Control Program, School Health Program, and Corona control activities and accurately identifying the patients involved the programmes and giving them the required treatment.
- Supervising and monitoring the works of other employees.
- It is the responsibility of the Medical Officer to organize various camps and ensure that patients and staff receive the necessary awareness and health education.
- Arrange health education / counselling sessions for adolescents with the help of field staff and arrange adolescent clinics and specialized services. Arrange for teens clinicsand special services for teenagers, provide health awareness classes at teenage clubs in Anganwadis as requested by the Panchayat.
- Organize programs and activities for the rehabilitation of the physically / mentally challenged and provide medical assistance and support when needed and provide referral services as required.
- Participate in the implementation of other national health programs and take steps to implement those programs in accordance with the guidelines of each program. Provide leadership, support and supervision of those activities to health workers, supervisors and paramedical staff.
- Actively participate in organizing National Immunization Days (Pulse polio etc.), special immunization camps and other such activities as directed by the Panchayat Committee.

Responsibilities related to the implementation of national health programs.

- Lead activities related to national health programs and precisely identifying patientsassociated with such programs and providing them with the required treatment.
- Monitor and ensure that other employees are doing their responsibilities properly.
- Organize various camps and provide necessary awareness and health education topatients and staff.
- Arrange education / counselling sessions for adolescents with the help of field staff and arrange adolescent clinics and services. Provide health classes as per the direction of the Panchayat in the teenage clubs in the Anganwadi.
- Collect information on the elderly, diagnosing diseases, providing medical care, suggesting solutions and provide rehabilitation if required. Encourage health workersto deliver the services they need.
- Organize programs and activities for the rehabilitation of the physically challengedand provide medical assistance and support when needed.
- Participate in the implementation of other national health programs. Take steps toimplement the program as per the guidelines of each program.
- Provide leadership, support and supervision of program activities to health workers,supervisors and paramedical staff.
- Actively participate in the organization of National Immunization Days (pulse polioetc.) and special immunization camps and other such activities as directed by the Panchayat Committee.

Health education activities

- Provide necessary support to the District Mass Media Officer / Health EducationOfficer and IEC teams in the Health and Family Welfare Education Program.
- Take necessary steps to control infectious diseases.
- The action plan prepared on the basis of data collection and seasonality calendarshould be reported to the Panchayat.
- This action plan should be presented at the monthly review meeting.
- The Health Inspector and other health workers should be given necessary guidance toprovide education related to health, family well-being and nutrition.
- Programs related to environmental sanitation and waste management should bearranged and supervised.
- Identify, treat, and prevent malnutrition among children and mothers.

Other responsibilities

- Convene meetings as and when required and provide training and education to healthworkers.
- Attend service training and other activities related to national health programs asdirected.
- Certificates related to Social Security and Beneficiary Schemes should be issued by the Medical Officer as per the request.
- The Medical Officer should issue certificates in response to applications charging prescribed fees.
- In case of emergency, the patient should be visited at home and give necessary treatment and advice.
- As instructed by the Panchayat Committee, the Medical Officer should be present for special duty during festivals, natural calamities, visits of important persons and special camps.
- If hygiene is not maintained properly during the conduct of festivals and fairs, the report submitted by the Health Inspector is to be verified and report the same to the Panchayat.
- When demanded by the Panchayat, information related to health should be made available within the stipulated time frame.
- At the clinics and medical camps organized during the contagious diseases, patients should be examined and prescribe necessary treatment.
- If the health inspector reports adulteration of food, medical officer should report thisto the Panchayat.
- Provide leadership in preparing modules for the school health programme and trainingfor health promotion team.
- Before issuing licenses to businesses, verify the report submitted by the Health Inspector and submit it to the Panchayat Committee.
- The Medical Officer should prepare and report to the Grama Panchayat every 3 months regarding information on infectious disease control activities, lifestyle

diseasecontrol activities, use of immunizations and also services provided to the elderly, children and adolescents.

5.2 Health inspector/Public Health Nurse

Common responsibilities

- Integration of primary health care activities in the specific area.
- Maintaining public relations.
- Active involvement in public health related programs.
- Supporting Panchayat in the day-to-day operations of the designated institution.
- Lead and supervise the clinic and other sections in the Primary/Family health centre
- Perform daily supervising duties.

Supervision of report and record keeping

- Health workers should be guided to prepare accurate reports and the records theymaintain should be verified.
- Newly arrived or relocated officers should be given the necessary training and periodic supervisory visits are to be conducted until they are familiar with the area and the job. Keep copies of the work responsibilities of all employees under them andprovide them with the necessary information about it.
- The Health Inspector should give the necessary responsibilities to his subordinateswhen new programs come up.
- Discuss job responsibilities with subordinates at the monthly review meeting andincrease staff knowledge.
- Attend all meetings organized by the local self-governing body as per instruction.
- The Health Inspector should attend the sectorial meeting of Anganwadi Workers inthe area by contacting ICDS.
- Perform prescribed tasks related to national health programs.
- Keep the area map and baseline data updated in the GIS system.
- Every month before the first working day a pre-arranged program schedule countersigned by the Medical Officer should be submitted to the Panchayat. This must beapproved at the monthly review meeting.
- Keep basic information about that area, a codified register, minutes of meetings, and astock register.
- Keep a register for recording information on infectious diseases.
- Keep a list of institutions of public health importance in that area.
- Register of Public Health Activities.
- Family Register

- Registers required for national health programs or special activities.

Other responsibilities

- Organize school health events with the help of Junior Health Inspectors, ASHAWorkers, Health Workers and school authorities.
- Support the organization and implementation of learning activities related to thehealth education in connection with the National Health Programmes.
- Attend classes and campaigns related to health care activities.
- Work with the local self-government body on matters related to health activities andimplement various health activities and schemes.
- 24-hours service should be provided during emergency, disaster management andwhen requested by superiors.
- Organizational responsibility of immunization clinics at the primary/family healthcentre.
- Perform defined duties related to the National Health Program.
- Prepare a list of senior citizens in the area and collect information about theirproblems and provide services.

Responsible for the general organization of medical camps

- Check to find out if selling unhealthy foods.
- If such situations are found, report to the Panchayat through the medical officer.
- Supervise health activities during festivals and fairs.
- Inspection regarding hygiene in public institutions, private institutions and slaughterhouses should be conducted and reported.
- Prior to issuing licenses for hazardous trades, necessary inspections should be carriedout as per the directions of the Panchayat.
- Codify birth and death information.
- Provide a detailed site inspection report upon receipt of public health plans.
- The Panchayat should be informed about the progress of the national health programsand the quality of health every 3 months.
- Should prepare a weekly summarized report on the basis of the report given by theField staff, ASHA workers and quantity of illnesses reported in the hospital.
- Codify the action plan prepared by JPHN for immunization, prepare the report andprepare and implement the Panchayat level action plan.
- Keep the prepared weekly reports and action plan at the Primary/Family health centre.

5.3 Junior Health Inspector

Area, visit interval and reporting

- Area - Specify area and population from time to time.
- Visit - Field visit at required stages
- Reporting - To the concerned Medical Officer.

Keep family-village records

- Survey all households in the allotted area and collect basic information about family,village and area.
- With the help of JPHN prepare and maintain family records and village registers for family, village records, family planning, immunization, major events, environmentalhygiene, local health issues, educational activities and services provided.

Family - Health Education

- Provide community education through campaigns on environmental hygiene, diseasecontrol, and health nutrition, as well as personal interviews, group discussions, and other educational methods.

Tasks related to lifestyle diseases

- Provide health education on detection of lifestyle diseases, disease management, etc.
- Create ward-based patient self-help groups and provide health education and relatedactivities.
- Assist in conducting mental health programs and provide health education for earlydetection and treatment.
- Support follow up activities and community rehabilitation for the mentally ill.
- Provide health education in Kudumbasree and other SHGs.
- Provide health education on eye care, causes of blindness and other services as part ofthe National Blindness Control Program.
- Provide necessary awareness and support to those who are interested in eye donation.
- Implement health programmes and activities as per the instructions issuedperiodically.
- Conduct mass survey and distribution of mass immunizations activities in the areaunder Primary/Family Health Centre.

Control of infectious diseases

- Infectious diseases should be detected and reported to the Primary/Family health centre.
- Necessary control measures should be taken and the infected persons

should bereferred to the Primary/Family health centre as soon as they are identified.

- Prepare an Infectious Disease Control Action Plan and act accordingly.
- Anganwadi workers, helpers, health workers and ASHA workers should be madeaware of the disease, its symptoms and management of infectious diseases.

Activities for prevention of diseases

- Create opportunities to care for patients, including first aid, based on the trainingreceived.
- Prepare an action plan for disease prevention in the sub-centre area.
- Assist in the distribution and storage of vaccines for diseases that can be preventedwith the vaccine as recommended by the Panchayat.
- Assist in conducting immunization camps and immunization programs.
- Provide social education on the importance and procedures of immunization.
- Provide necessary assistance and cooperation for the implementation ofenvironmental sanitation programs.
- Provide social education on the importance of environmental hygiene and waste management.
- Identify malnutrition among children and refer them for nutrition, treatment, or to thenearest feeding centre or primary health centre.
- Provide nutritional education to Kudumbasree and SHGs with the direction of thePanchayat.
- If waste deposits are found in unhealthy condition, they should be reported to thePanchayat through the medical officer.
- Conduct inspections during festivals and fairs and prepare a special action plan forthis and ensure cleanliness.
- Prepare action plan to protect public drinking water sources. Provide leadership in therelated activities.
- Provide advice on setting up livestock sheds in a manner that does not create environmental pollution.

Services for the elderly and the mentally challenged

- Collect the information of the elderly and maintain the registers promptly. Identifyand provide assistance for treatment of ailments and provide follow-up services.
- Prepare and maintain a list of persons with disabilities, blood pressure etc. andprovide assistance and carry out rehabilitation activities.
- Provide assistance in implementing a mental health program.

Activities to prevent HIV / AIDS and sexually transmitted diseases

- Provide health education to prevent sexually transmitted diseases and distribute learning materials to spread message for preventing sexually transmitted diseases.
- Work among high-risk group members as defined in the National HIV / AIDS ControlProgram.

School Health Program

- Assist in medical check-up of school children as required by the Panchayat.
- Assist in organizing and conducting disease prevention treatment at school.
- Organize health education program for school children.
- Check the overall hygiene of the schools.

Responsibilities related to public health

- Inspection of the places where trades take place and the places where snacks areprepared and sold.
- If necessary, corrective action should be taken and if action is required under the Public Health Act or any other statutory body, it should be reported to the PanchayatCommittee through the Medical Officer.

5.4 Junior Public Health Nurse

- Services should be provided to all persons in the area under a sub-centre and housesin the allotted area should be visited at least once in 2 months.
- The report should be submitted to the concerned Medical Officer through the multipurpose Supervisors.
- Maintain accurate records and registers.
- Family Village Survey registers should be kept updated from time to time after comprehensive survey of houses in the sub-centre area.
- A copy of the Family - Village Register should be kept at the sub-centre and used byhealth workers for planning their work.
- Identify malnutrition in children and provide them with nutritious food or refer themto a treatment centre or nearest feeding centre or primary health centre.
- Provide iron and vitamin A tablets to the beneficiaries.
- Visit and give support and monitor ICDS centres.
- Organize nutrition education sessions.
- Conduct activities related to national health programs.
- Assist in collecting information related to various national health programmes andidentifying the disease.

- Engage in activities to provide health education.
- Engage in other health-related activities as directed by the authorities.
- Collect information on infectious diseases and other diseases and report to the Primary / Family Health Centre. Prepare action plans to control them and refer patients with such diseases to primary health centre.
- Organize vaccine distribution and storage and should also provide awareness on vaccine.
- Organize immunization clinics.
- Educate the community about the importance and measures of immunization.
- Organize special immunization sections when necessary.
- Make sure the ILR reading is accurate.

5.5 Staff nurse

- Provide necessary assistance to the doctor for treatment. Injection is to beadministered by staff nurse.
- Ensure privacy for the patients.
- Ensure that syringe and other equipment for injection, minor surgical instruments, andbandages are disinfected.
- Make sure the medicines are kept in proper condition.
- Record ILR readings.
- Educate patients on wound care / disease care methods.
- Ensure that hospital waste is properly segregated and disposed in a scientific manner.
- The Nursing Assistant should be given proper instruction on the disposal of these wastes.

5.6 Nursing assistant

- Provide necessary assistance to the staff nurse during treatment.
- Apply the required medication as prescribed by the doctor and bandage the woundcleanly.
- Hospital waste is to be segregated and disposed as directed by the staff nurse.
- Disinfect and dispose the waste.

5.7 Pharmacist

- Distribute the medicine as prescribed by the doctor from the pharmacy.
- Educate the recipient in a way that they can understand mode and time for consumingmedicine.

- Write the name of the patient and the mode of taking the medicine on the medicinecover.
- Check stock and make sure there are no expired drugs.
- If there are expired drugs, they should be disposed of properly.

5.8 Lab technician

- Conduct various tests prescribed by the Doctor and prepare reports.
- Keep the laboratory and equipment clean.
- Properly handle and maintain the microscope.
- Equipment's should be sterilized.
- Keep records of investigations and submit report to the Medical Officer.

5.9 Hospital Attendant

- Give necessary assistance sought by the Medical officer and staff nurse in treatment.
- Render necessary services as requested by the pharmacist in distributing and maintaining medicines.
- Make necessary arrangements for OP registration, maintain registers and slips.

5.10 Clerk

- The clerk is required to maintain the files and office register of the office from time totime.
- The letters received from the department and the Grama Panchayat should be filedand kept promptly.
- With the sanction of the concerned Medical Officer, replies should be sent to essentialletters.
- Distribute forms for selecting beneficiaries, these forms should be collected back andsubmitted to the Grama Panchayat after compilation.
- Monthly activity report should be prepared, compiled and submitted to the GramaPanchayat through the Medical Officer.

5.11 Office Attendant

Assist the clerk in office activities and carry out other activities assigned by the Medical Officer from time to time related to the office work.

5.12 Part time sweeper

- The interior of the hospital should be cleaned every day.
- The surroundings of the hospital should be kept clean.
- Waste generated in the hospital, unused medicines, and other objects

should bedisposed of promptly.

- While conducting medical camps and special clinics, the venue should be cleanedbefore and after the camp.
- Take collective responsibility for preparing necessary arrangements for the camp.

5.13 ASHA Worker

- Act as a link between the health system and the people.
- Engage in follow-up activities related to field activities, data collection, control ofcommunicable disease, palliative care and lifestyle disease control.
- Identify and report diseases that develop in the operational area.

8. Community Based Organizational System

The complete ownership of the transferred institution rests with the Panchayat - means the institutions of the Panchayat. These institutions belong to the respective communities and the local public too. In this context, people's participation is necessaryin the running of the institution, decision taking regarding the institutions, evaluating and improving the functioning of the institution.

8.1 Management Committee

The functioning of the hospital can be facilitated only by the active intervention and leadership of the people and people's representatives of the place where the institution is located. Thus, the management committee is a committee consisting of the people, staffof the institution, and people's representatives.

8.1.1 Tasks of the Managing Committee

- Plan the hospital activities according to the requirements of the local community.
- Function as a system which provides assistance to the officials in the functioningof the hospital.
- Develop support system for the functioning of the hospital with the help of peopleand people's representatives.
- Organise the activities required for the functioning of the hospital.
- Comprehend the opinions, complaints, and difficulties of the people related to thehospital and carry out activities to assist in identifying solutions.
- Ensure transparency in the activities of the institution.
- Formulate a popular system to appreciate the internal evaluation and managementsystem. Formulate and implement novel programmes to make the institutional service more effective and innovative.

The main objective of the Management Committee is to reorganise the

activities ofthe transferred institutions in a popular way.

The activities of the hospital for the next month are planned in this committee. It ensures the participation and support of the people in the functioning of the hospital and plansactivities of the hospital at necessary instances.

The management committee should meet on the working day of the first week of every month. The Medical Officer is liable to convene the management committee by written intimation including agenda, with the permission of the chairperson of the Welfare Standing Committee. The members of the panel should be informed at least three days before the meeting.

8.1.2 Agenda

- Minutes of the previous month's management committee evaluation of functioning.
- Presentation of previous month's Working Report. (Details regarding the specific activities of the institution, Central State projects, department projects, Panchayat projects, joint projects, and day-to-day activities)
- Complaints/suggestions received regarding the institution; the action taken on them by the hospital – those complaints which require further intervention – the mechanism to respond to the complainant regarding this.
- Activities for the next month. (Discuss the specific activities of the institution, Panchayat projects, joint activities, Department-Central-State Plan activities. Ensure adequate public support system.)
- Planning of external activities, assigning individual tasks, division of work, activities which require public support, and opinions of the committee members.
- Preparations with regard to usual meetings, special sessions, trainings, campaigns,and Grama Sabhas.

8.1.3 President

- The committees should be met with the Chairperson presiding over the session.
- In the absence of the President, Vice-President / Standing Committee Chairpersons could preside over the meeting.
- During the meeting, the medical officer should prepare and present the activity report of the previous month, the complaints related to the institution and the action taken on them, and also the work schedule for the next month.

8.1.4 Venue of meeting

The venue of the meeting should be the Primary Health Centre.

8.1.5 Minutes

The Health Inspector should prepare the detailed minutes narrating the complete procedures of the meeting within three days of the meeting and hand over to the Medical Officer. An employee assigned by the Medical Officer should deliver the minutes to thePanchayat office within five days.

8.1.6 Follow-up Activities

- The steps to be taken based on the decision of the meeting should be initiated under the leadership of the Medical Officer.
- The steps to be adopted by the Panchayat Committee should be informed through minutes. The follow up action which is taken is to be reported in the next meetingby the Panchayat President/Standing Committee Chairperson.
- The Medical Officer should prepare a report on the steps to be adopted by the Managing Committee regarding the services to be provided to the general public and present it at the next meeting.
- The Committee should implement necessary initiative and monitoring mechanism to ensure relevant public support for practical implementation from thebeneficiaries and local community.
- The Panchayat Committee should function as a support system for the working of the Management Committees as and when required.

Management Committee Structure

Primary Health Centre: [As per GO (P) No. 259/03/27.08.2003]15 members

Chairperson	-	President
Convenor	-	Medical Officer
Vice-Chairperson	-	Health-Education Standing Committee Chairperson
Members	-	Grama Panchayat Vice-President
	-	Members of the Panchayat Standing Committee
	-	Ward member of the locality of the institution
	-	Four voluntary activists - the panchayat should nominate the people's health activists (HPT members)
	-	Assistant Engineer (the official in charge of the engineering in the panchayat)
	-	Assistant Engineer - Electricity Board
	-	Assistant Engineer - Water Authority

Suggestions

1. One of the voluntary activists should be assigned as the unofficial co-ordinator of this committee.
2. The representatives of HPT and Kudumbashree should be included as invitees to the committee. The representatives should be nominated at the Panchayat level.
3. A 21-member Health-Sanitation Maintenance Committee too may be formed at

the Panchayat level comprising representatives of various health institutions. Representatives of traders-industrialists, cultural organisations, political parties, and voluntary organisations may be included in this panel.

4. One-third of the total members of the committee should be women.

5. Those nominated to this panel should possess interest and prior experience in primary health-public health systems, should be interested and committed in voluntary work.

Sub Centre Management Committee

Primary Health Centre: [As per GO (P) No. 259/03/27.08.2003]15 members

Chairperson	-	President
Convenor	-	Medical Officer
Vice-Chairperson	-	Health-Education Standing Committee Chairperson
Members	-	Grama Panchayat Vice-President
	-	Members of the Panchayat Standing Committee
	-	Ward member of the locality of the institution
	-	Four voluntary activists-the panchayat should nominate the people's health activists (HPT members)
	-	Assistant Engineer
	-	Assistant Engineer - Electricity Board
	-	Assistant Engineer - Water Authority

8.2 Voluntary Health Force

The Voluntary Health Force has been envisioned as a group which could intervene in the health activities of the Panchayat. The Voluntary Health Force has been formed with the health volunteers of the Kudumbashree units. Other voluntary activists too can becomemembers of this force if she/he is interested in intervening in the health-related activities.

Discussions should be organised for members in various parts of the Panchayat and centred on various institutions about diverse health issues and communicable diseases under the leadership of the Medical Officer. Voluntary Health Force members should be given training every month on health related issues, lifestyle diseases and communicable diseases. The JHI and JPHN of the sub centre area should give leadership to these trainings.

VETERINARY HOSPITAL

1. Services and Responsibilities

3.1 Responsibilities of Grama Panchayat

The responsibilities of Grama Panchayat in regard to Veterinary Hospital / Dispensaries are management of Veterinary Hospitals and ICDP sub centres, preventive health care programme for animals, prevention of cruelty to animals, development of reproductive ability of animals and prevention of diseases caused by animals.

3.2 Services by Veterinary Hospital

The specific services rendered by Veterinary Hospital are:

- Disease identification and treatment
- Immunization and vaccine
- Artificial insemination and pregnancy test
- Insuring animals
- Livestock Development
- Knowledge dissemination
- Insuring Pets
- Preventing animal-borne diseases

3.3 Responsibilities of Veterinary Hospital

3.3.1 Disease Identification and Treatment-

- Conducting disease identification of birds and animals – Veterinary Surgeon shall examine the registered animals and prescribe necessary medicine after check-up. If follow up check-up is required that information shall be entered in the prescription.
- Livestock Inspector shall give medicines available in the hospital to the farmers based on the prescription of the Veterinary Surgeon.
- The owner will ensure that further treatment is continued as directed by the veterinary surgeon
- In case of emergency, the veterinary surgeon should visit the house and provide treatment

1.1.

3.3.2 Immunisation and Vaccination

- Animals and birds should be vaccinated against various diseases like Foot and Mouth Disease, Enterotoxemia, Brucellosis, Hemorrhagic Septicaemia,

Ranikhet, Fowl Pox, Rabies etc. at the veterinary hospital.

- Vaccination camps should be organized with the help of the Grama Panchayat if there are specific diseases in the Panchayat area.
- The Veterinary Surgeon must ensure that all animals have been vaccinated in the panchayath area.

3.3.3 Artificial insemination and Pregnancy test

- Provide artificial insemination for reproduction and improvement of the quality of the species of cows, and buffaloes and goats.
- Provide pregnancy test on animals 90 days after artificial insemination.
- Activities to disseminate information regarding care of the pregnant animal to the farmers shall be held under the leadership of the Veterinary Hospital.

3.3.4 Livestock Development

Livestock Development is one of the main responsibilities of the Grama Panchayat in the Animal Husbandry sector. Development planning should be executed so that it should meet the demand for milk, dairy products and meat of the Gram Panchayat and utilize the external marketing options which in turn create employment locally.

Activities for livestock development

- Data Collection - The first step in livestock development is to collect livestock data at the Panchayat level. The details of livestock like condition, animal fertility status, veterinary services status, feed availability, production and marketing are collected.
- Activities to raise productivity - The veterinary hospital should assist the GramaPanchayat in preparing plans to increase milk and meat production at the GramaPanchayat level. The activities for increase the productivity are developing quality cattle, scientific artificial insemination, proper calf control, proper antenatal care, control of mastitis, promotion of buffalo breeding, facilitation of marketing of animal products, establishment of dairy units,

3.3.5 Insuring Animals

- Insurance will help to cover the losses suffered by the farmers.
- Information about the insurance should be provided through the VeterinaryHospital
- The Veterinary Surgeon should assist the farmer in obtaining compensation inthe event of an accident to an insured animal.

3.3.6 Enhance Egg Production

Poultry farming is an industry that can greatly improve the local economy. The eggof hen, duck, and quail is a complete food with high nutritional value so the possibilities in the industrial basis are very high.

- Measures to increase egg production- provide quality chicks, set up hatcheries and set up marketing facilities, the veterinary hospital

should carry out these activities for increasing egg production,

- Droppings as Manure – Training to be given to those raising chickens, quails and ducks on an industrial basis to use droppings as manure. The promotional activities required for its sale can be done through KrishiBhavan.

3.3.7 Activities to increase Production of Meat

To increase meat production, broiler chicken, duck, turkey, quail, calf, goat and pig rearing activities should be implemented. Veterinary Hospital should provide technical assistance to farmers who are willing to undertake such activities.

- Grama Panchayat level farming community - Co-operative societies can be formed in the Panchayat area for production, processing, storage and sale ofeggs and meat.
- The veterinary surgeon, with the help of the Grama Panchayat, should ensure that healthy animals are slaughtered scientifically, the quality is ensured and hygienic meat is available to the public.
- Meat Stalls- Veterinary surgeon should ensure that the meat stall is functioning as per Kerala Panchayat Raj (Slaughterhouse and Meat Stall) Rules, 1996

3.3.8 Knowledge Dissemination Activities

Classes, discussions and seminars are to be conducted on first aid, prevention of cruelty against animals, methods to enhance productivity, milk processing methods and value addition of livestock products, reproduction of quality livestock., methods to increase production of meat, prospects of income from self-employment, methods of meat processing, prospects and ways of insuring animals etc.

3.3.9 Licensing of pet

According to the Kerala Panchayat Raj rules, all Grama Panchayats are required to implement dog licensing. The Veterinary Hospital will be responsible for setting a deadline for obtaining and renewing the license each year and announcing it in the Grama Sabhas.

- Preventing Rabies Infection - Prevention of rabies infection is essential because it can even lead to the death of infected people. Cats, dogs, rats, bats and foxes are the animals that spread rabies.
- Curbing Stray Dogs - The Gram Panchayat with the assistance of a Veterinary Surgeon should take steps to sterilize stray dogs in accordance with the Animal Welfare (Dogs) Rules, 2001 (ABC Rules). The Veterinary Surgeon should act as the convener of the Monitoring Committee constituted under Rule 4 of the said Rules

3.3.10 Prevention of Cruelty towards Animals

The Gram Panchayat is responsible for preventing cruelty to animals within the Panchayat limits. Appropriate measures should be taken to prevent unscientific slaughter of animals. The Grama Panchayat should take appropriate measures to prevent transportation of animals in excess than allowed in the vehicle through the Panchayat limits. The Veterinary Surgeon should provide technical support to the Panchayat for such activities.

3.3.11 Prevent Animal-borne Diseases

Many diseases are transmitted from animals to humans. These include rabies, anthrax, plague, leptospirosis, brucellosis, streptococcus, and salmonellosis. The Grama Panchayat, the Veterinary Hospital and the Primary Health Center should work together to prevent such life threatening diseases.

Preventive measures - To prevent the spread of such diseases in the Grama Panchayat area, campaigns against animal borne diseases should be carried out. During the monsoon season, when there is a possibility of an outbreak of leptospirosis, special programs should be planned against it.

2. Official Structure

2.1 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for Veterinary Hospital. The details of the facilities and requirements necessary for a model Veterinary Hospital as a technical institution in agricultural sector are listed below:

Facilities	Requirements
Place	• It should be a place which is easily accessible to people alongwith their animals or pet birds for treatment or other services. • It shall be near a transportable road.
Building	• The building is to be in accordance with the existing staff pattern with a separate room for Veterinary Surgeon, room for livestock Inspector, Medicine Dispensing Room, Operation Theatre, Store Room, Record Room, laboratory, adequate space for seating public, veranda etc.
Other Facilities	• Availability of drinking water for visitors, staff and animals • Electrification as per the provisions of PWD • Toilet with water facility

3. Responsibilities and Duties of Employees

Veterinary Surgeon

- Carry out treatment of cattle after identifying the disease. Carry out minor operations and if required contact other institutions for major operations and expert treatment.
- Perform artificial insemination. Conduct infertility prevention camps for cattle which are difficult to conceive and make cattle rearing more profitable to farmers.
- Prepare projects of the Panchayats in the Animal Husbandry sector. Function as the implementing officer, Conduct house visit of farmers and inspect document.

- Field activities are related mostly to arranging insurance coverage for cattle, settling insurance claims, conduct calf birth verification, carryout census verification, visiting and inspection of dairy groups, poultry farms, ICDP sub centres etc.
- Provide training in collaboration with other departments as required by the farmers' group and arrange for the training in the field of animal husbandry at LMTC at Kudappanakkunnu.
- Arrange for farmers to purchase cattle. Provide expert advice for buying good quality cattle
- Vaccination to pet dogs and issue of certificates.
- Provide maximum benefits of insurance to the farmers
- Apart from projects implemented from the department, arranging laying hen distribution,
- Implement awareness creation activities
- Lead technical activities such as preparation of questionnaire, training and codification of information of basic data collected on the animal husbandry sector.
- Report about the unauthorised artificial insemination centres in the Panchayat area tothe Panchayat and take legal steps to stop their functioning
- Implement activities to provide information to the farmers regarding the limitationsand advantages of artificial insemination
- Prepare programmes for treatment of calves. Monitor the health status of calves in thepanchayat area and give necessary advice to the farmers.
- Prepare programmes for the care of cattle during pregnancy and dry period. Organise activities to provide information to the farmers about treatment methods
- Form various groups of farmers based on data bank. Conduct various knowledge dissemination activities through them.
- Implement follow up activities to provide information to the farmers regarding various types of treatment methods of goat, chicken rabbit, cow, and she buffalo, salesoptions, product processing prospects, and new technologies.
- Give technical leadership to conducting classes and exhibitions
- Provide technical suggestions for the functioning of dairy co-operatives and dairy units in the Panchayat area.
- Take steps to ensure quality of cattle feed being sold in the panchayat.
- Provide technical assistance for making available to the farmers quality young ones ofgoat, chicken, duck, rabbit, and cow.
- Inspect the functioning of the slaughter house in the panchayat. Conduct ante mortemand post mortem tests
- Report illegal slaughtering to the Panchayat and adopt necessary steps.
- Take action against if either of the following facts is brought to the notice: sellingmeat in unhealthy surrounding; meat being sold in stalls without licence: selling decayed or meat of infected cattle.
- Give leadership to awareness creation activities against rabies.

- If cruelty against animals is reported in the Panchayat area, take action against that
- Give leadership to preparing and implementing annual plan for curbing Animal bornediseases together with primary health centres
- Prepare annual programme for curbing communicable and non-communicable diseaseand conduct activities for cubing them
- Give leadership to preventive vaccination camps, ring vaccination, and house visitswhen communicable diseases are fast spreading.
- Give suggestion for cremation of animals died of disease.
- Plan notice distribution and house visits.
- Visit veterinary sub centres in the Panchayat area during fixed intervals. Give
- necessary directives
- Visit dairy co-operatives of the Panchayat area and provide instruction.
- Function as a technician in the animal husbandry sector of the Panchayat.
- Give shape to necessary combined activities for the development of other development sectors like animal husbandry sector related to agriculture, primary health centres, Panchayat office, and VEOs.
- Assist in formulation and implementation of projects which makes it possible for the co-ordination of animal husbandry and dairy development and blending with agricultural production centre.
- Organising of proposed training, responsibility of management committee convenor, training content, and formulation of handbook.
- Control and supervision over the employees
- Other duties as per the instruction of the department.

Livestock inspector

- Carry out artificial insemination, report infertility
- Assist veterinary surgeon in office administration
- Provide treatment connected with labour to the cattle while the veterinary surgeon ison leave.
- Inspect the quantity of milk of selected cows
- Visit the dairy co-operatives during emergency.
- Give vaccination
- Carry out cattle census as per the instruction of the Animal Husbandry DepartmentDirector
- Conduct house visit in connection with calf birth verification and cattle camp
- Control the function of veterinary hospital in the absence of veterinary surgeon
- Assist the veterinary hospital in immunity vaccination camps
- Assist the veterinary hospital in holding classes and exhibitions as part of the knowledge dissemination activities

- Participating in meetings convened by the Panchayat representing the veterinaryhospital in the absence of the veterinary surgeon
- Collect details regarding cattle in Panchayat by compiling Herd book and other basicdata and update this periodically on the basis of revised information
- Help the veterinary surgeon in forming groups of farmers
- Conduct quality test of cattle feed sold in the Panchayat when complaint arise.
- Assist veterinary surgeon in preparing and executing Panchayat projects.
- Perform the role in the activities of the maintenance of veterinary hospital, increase inquality of service, and spread of service.
- Assist veterinary Surgeon in organising, execution, and preparation of content of thetraining programmes.
- Other tasks in the sector assigned by the department and the related Panchayat

Attendant

- Open and close veterinary hospital on right time
- Assist the Veterinary Surgeon and Livestock Inspector in duties (mainly field work,vaccination, camp etc.)
- Carry post to various offices and bring stationery and vaccine required for veterinaryhospital.
- Stock the medicines and liquid nitrogen brought to the veterinary hospital.
- Carry out the duty of the sweeper when s/he is absent.
- Attendant is responsible for the smooth functioning of the veterinary hospital
- Go to treasury in connection with money-related matters
- Mark attendance in the attendance board.

Part time Sweeper

- Working hours is from 9am to 12 pm. The building and surrounding shall be keptclean, Make water available.
- Assist the veterinary surgeon in duties while the attendant is not present on duty.
- Implement other duties related to the hospital as instructed by the veterinary surgeon.

8. Community Based Organizational System

The complete ownership of the transferred institution rests with the Panchayat - meansthe institutions of the Panchayat. These institutions belong to the respective communities and the local populace too. In this context, people's participation is necessary in the running of the institution, decision taking regarding the institutions, evaluating and improving the functioning of the institution.

8.1 Management Committee

The aim of the Management Committee is to increase people's participation oractive intervention by the local community and people's representatives in the management of the institution, taking decisions regarding the Institution and evaluating the activities of the Institution.

8.1.1 Duties and Responsibilities Management Committees

- Management of Veterinary Hospital
  - Plan the activities of the Veterinary Hospital according to the service requirements of the local community
  - Function as the support system for providing necessary support for the officials in the activities of Veterinary Hospital
  - Provide necessary coordination for ensuring people's participation in various activities as part of managing Veterinary Hospital
  - Formulate system for developing, protecting and maintaining the physical infrastructure facilities of Veterinary Hospital. Formulate suggestions for infrastructure development and helping to implement them with the support of people.
  - Resolve grievances regarding service quality and availability of Veterinary Hospital and act as a local body to ensure smooth functioning of the Institution.
  - Conduct public awareness campaigns on services and benefits provided byGovernment and Local Bodies.
  - Ensuring the participation and responsibility of all those interested in the management of Veterinary Hospital, including the people's representatives,officials and beneficiaries, and creating community ownership.
  - Convince the community of the existing rules and regulations in the relevant fields
- Evaluation
  - Evaluate the activities of the Veterinary Hospital constantly
  - Evaluate the specific services, central and state project, Panchayat projects.
  - Ensure that the services are provided to the people according to the time schedule fixed by the Citizen's Charter
  - Scrutinize complaints / suggestions (received through complaint / suggestion boxes or otherwise) related to Veterinary Hospital in monthly meetings
  - Provide appropriate solutions to complaints and grievances that can be resolved at Veterinary Hospital
  - Hand over other complaints to higher officials for ensuring settlement. The disputes between individuals are to be send for

settlement under the guidance of the local dispute settlement forum

- Evaluate the action taken on complaints by Veterinary Hospital, take decisions on issues which require further interventions-
- Provide information to the concerned regarding each action taken
- Ensure that the announcements and details to be provided periodically to the public regarding the activities of the Veterinary Hospital are either written or pasted on the notice board. Make sure that such details are put on the notice boards of other institutions as well.
- Ensure that the attendance board of staff are updated promptly.
- Ensure that the service rendered by the institution are accessible to the public any time during working hours
- Ensure direct redressal in institution centred grievance relating to employees, received regarding the functioning of Veterinary Hospital. Make certain the redressal of complaints by referring either to the Panchayat or concerned authority

➢ Planning

- Hold weekly meetings on the last working day and carry out individual / institutional evaluation of the previous week. Prepare work schedule fornext week, travel note and field activity cycle.
- Open the suggestion / complaint box at 2 pm on the day before last working day, examine the content and take necessary action.
- The activities for the succeeding month should be planned in the management committee meeting held each month.
- Plan possible activities where mass participation and support is essential for the institutional functioning or field activities

➢ Structure of Veterinary Hospital Management Committee

The Veterinary Hospital Management Committee should be comprised of 15members

Chairperson	:	President
Vice Chairperson	:	Chairperson, Development Standing Committee
Convenor	:	Veterinary Surgeon

Members :

- Grama Panchayat Vice President
- Development Standing Committee Members
- Member of the ward where the Institution is located
- 2 voluntary activist (nominated by Panchayat) – 1 voluntary activist may be appointed as the unofficial / informal coordinator
- 2 representatives of agricultural cooperatives (nominated by panchayat)
- 2 representatives of farmers (nominated by Panchayat)
- 1 representative of Bank / Financial Institution
- 3 representatives of Kudumbashree Units

Of the total members in the committee one-third should be women

AYURVEDA HOSPITAL

1.3.1 Services and Responsibilities

1.1 Responsibilities of Grama Panchayat

The Grama Panchayat has the responsibility to facilitate and monitor all the activities beingcarried out through Ayurveda Hospitals / Dispensaries.

1.2 Services by Ayurveda Hospital

The specific services rendered by Ayurveda Hospital are:

- Treatment – The main service rendered by the Ayurveda Hospital is the treatment of patients, with adequate facilities for OP Registration, examination of patients, diagnosis and medication.
- Immunization – The Ayurveda Hospital / Dispensary has to formulate various immunization activities for preventing contagious diseases.
- Protecting the Environment – This is one of the important services to be providedto the public. The Ayurveda Hospital has a clear cut role in making this service accessible to the people.
- Provide necessary technical assistance to Grama Panchayat for the formulation of plans related to Ayurveda.

1.3 Responsibilities of Ayurveda Hospital

3.3.1 Treatment

3.3.1.1 Diagnosis and referral service

- There should be a specified format for registering at the OP (Out-Patient) section and for providing OP tickets. Arrangements are to be made for reducing the waiting duration of patients.
- The Medical Officer is responsible for the diagnosis and providing appropriate treatment.
- Details of diagnosis, name of the patient, OP number, etc. should be recorded in the specific register.
- Appropriate medicine is to be prescribed following the diagnosis.
- If expert treatment is required for the patients, they should be referred to either the District Hospital or the Ayurveda Medical College Hospital according to the natureof disease.

3.3.1.2 Distribution of Medicines

- The medicine should be distributed from the pharmacy.
- Different types of kashayam, choornam, thailam, arishtam, lehyam, etc. are distributed through the Ayurveda Hospital.
- The Medical Officer should prepare the intent of required medicines and submit

to the Health - education Standing Committee after convincing the Management Committee. The Grama Panchayat is bound to provide, those medicines which are not available in this list.

- The medicines to be distributed in the hospital for the next day can be prepared and kept the day before.
- Each medicine, before and after preparation, should be kept in the specific vessel, and its name should be pasted on it to identify them.
- The information regarding the medicines, mode and time for taking medicine should be provided in a simple and friendly manner.

3.3.1.3 In-Patient Treatment

In hospitals with In-Patient facilities the In-patient Department should be structured and designed in accordance with KASH (Kerala Accreditation Standard for Hospitals) to provide Panchakarma and Ayurvedic Surgical Procedures.

3.3.1.4 Out Reach activities

Running sub centres in periphery, temporary medical camps, implementation of palliative programmes, and other specially designed treatment programmes comes under this purview.

3.3.1.5 Preventive activities against Communicable Diseases

Internal activities

Equip institution with emergency material kit that includes bio-friendly antisepticises, materials for purification of water and air. There should also exhibit posters and readingmaterials for awareness about communicable diseases.

External/Extension Activities

- Medical Camp shall be arranged in remote/tribal areas and colonies.
- Classes/interactions shall be arranged in consultation with the Grama Panchayat forthe benefit of the members of Kudumbasree, Ayal sabhas and other Voluntary organizations.

3.3.2 Control the contagious disease carriers

- Developing bio mechanism for controlling mosquitoes, rats, and flies, which are carriers of micro-organisms that cause various contagious diseases is crucial.
- To develop bio methods to control mosquito, fly, and rat, and implement them with the help of health workers and give training on the use and making of bio-mixture to the members of the Voluntary Health Force, and the members of the Ward-level committees of farmers.
- One-day workshops may be held as per the decision of the Panchayat Committee, with the support of ward member, members of the ward-level panels of farmers, members of Voluntary Health Force etc. under the technical assistance of Agriculture Assistant.
- Implementing national and state programmes for disease prevention.
- An individual has to maintain personal hygiene, and the responsibility to

propagate required information on hygiene vests with the institutions of the Panchayat health care system like Primary Health Centre and Ayurveda Hospital. The Voluntary HealthForce is bound to carry out necessary campaign activities for this.

- Waste disposal and proper latrines are must for environmental cleanliness. The GramaPanchayat must ensure that the waste is disposed properly.
- The Grama Panchayat has to adopt adequate steps for maintaining environmental hygiene, like organizing campaign activities for proper waste disposal, bio waste disposal, planting of medicinal plants for fresh air and cleaning of canals, common taps, ponds, wells, and drainage ducts periodically. Necessary steps are to be taken for constructing adequate sanitary latrines and urinals. The Grama Panchayat utilizes its health care system for promoting environmental hygiene. The Ayurveda Hospital should be utilised as a link in this health care network.
  - The Ayurveda Hospital have the responsibility to promote diet based on Ayurvedicsystem, dinacharya based on daily activities and Rithucharya based on seasons, to give appropriate instructions and to organise health programmes in schools.
  - The campaign activities may be held with the help of Voluntary Health Force and necessary training for this should be provided by the Ayurveda Medical Officer.
  - The Medical Officer is responsible for giving training on immunisation to selected teachers in the schools under the control of the Grama Panchayat. The services of the teachers should be utilised for spreading awareness among the students.
  - The medical officer is liable to give health education to those who raise demand forit.
  - The Ayurveda Medical Officer, with the help of the Grama Panchayat, should make arrangements for holding classes on Yoga and simples exercises. S/he may take necessary assistance and suggestions from other experts.

3.3.3 Protect environment as healthy

Protecting the environment is one of the important services to be provided by the Grama Panchayat to the people. The Ayurveda Hospital has a clear-cut role in making this service accessible to the people. The Ayurveda Hospital should take lead in carrying out activities in this regard. Planting medicinal plants is inevitable for protection of health. Various activities should be undertaken in connection with the planting of trees.

3.3.3.1 Decide the location for planting of tree saplings

Appropriate medicinal plants and trees should be determined based on spatial planning in places like Roadways, institutions like Panchayat Office, Krishi Bhavan, Primary Health Centre (PHC), Educational Institutions, Ayurveda Hospitals, sub-centres, Veterinary Hospital, Anganwadi surroundings, surroundings of other institutions in the Panchayat area, poramboke areas like banks of streams, common playgrounds, and other places asfelt appropriate by the Panchayat. Based on the soil and availability of water, priority should be given to plant varieties like Veppu, Nochi, Koovalam, Aal, etc.

3.3.3.2 Trees/plants, which are appropriate to the environment and healthy,should be planted in private land.

- Medicinal plants and trees could be planted in private plots based on spatial planning. The services of the Voluntary Health Force should be utilised for thedissemination of this concept. The Ayurveda Hospital is responsible forgiving training and conducting classes for the Voluntary Health Force toconvince them about the necessity of planting this kind of plants/trees.
- The hospital staff should carry out the organising such activities as per the direction of the Medical Officer. The Medical Officer should prepare the modules for classes and lead the sessions. The Medical Officer may seek the assistance of experts in preparing the modules.
- Based on the training, the Voluntary Health Force should disseminate the knowledge available with them either during house visits or in occasions of collective gatherings. Schoolchildren should be provided information regarding medicinal plants through school clubs, etc.
- Medical officer should provide classes to the teachers in charge of NatureClub on varieties of medicinal plants, their advantages, nurturing, and use. Theteachers, with the help of the Voluntary Health Force, should disseminate this among the students.
- The timing of the classes should be included in the Panchayat calendar and school calendar prepared under the leadership of the Panchayat.

3.3.3.3 Planning/awareness on Bio Fences

The fences could be made useful together with protection if medicinal plants are planted forfencing.

3.3.4 Immunisation at the State and National level

The Ayurveda Hospital is responsible for the implementation of State and National levelprogrammes for immunisation.

3.3.5 Medical Camp

- The Ayurveda Hospital is responsible for conducting medical camps with the help of the Panchayat during the outbreak of communicable diseases like cholera, viral fever, vomiting, diarrhoea, and meningitis.
- The Ayurveda hospital authorities should collect information regarding the seasonal epidemics.
- This should be carried out either by the Medical Officer or by the persons entrusted with by the Medical Officer.

3.3.6 Conduct Awareness Campaign about the Effects of Adulterated Food

- Recognise the adulteration of the food items. Provide information regarding this.

- Conduct Training-Campaign Activities
    - With the co-operation of the Panchayat, the health system could organise

campaign activities about the need to halt use of adulterated food substances.

- Classes should be held at schools, Kudumbasree units, and voluntary organisations periodically. Separate modules should be prepared for each workshop and training class under the leadership of the Medical officer.
- The services of Medical Officer at the Primary Health Centre, Chemical experts, agricultural experts, Agriculture Officer may be utilised for this.
- The location for training should be selected under the guidance of Panchayat and the hospital staff should provide necessary arrangements as per the instructions of the Medical Officer.
- Classes should be conducted under the leadership of the Medical Officer for the trained members of Kudumbasree units, Voluntary Health Force members,and voluntary activists.
- The general public is liable to inform the Panchayat in case they locate places where adulterated food is sold.
- It is the responsibility of the hospital staff to carry out continuous evaluations of each of these activities and classes.
- The staff of Ayurveda hospital is responsible for conducting such activities at the Panchayat and ward level.
- While carrying out house visits, health workers and Anganwadi staff should propagate such knowledge. They should also circulate relevant lists and announcements regarding this to the houses.

3.3.7 Old age treatment and protection of their health

- The Gram Panchayat should develop a proper health care system to help the elderly to maintain or regain the physical, mental and emotional well-being of the elderly. The Ayurveda Hospital, as one of the health systems of the Panchayat, is also responsible for carrying out the necessary activities for its implementation. Provide necessary treatment and other assistance to the elderly through the Ayurveda Hospital and diagnose their health problems andgive solutions.
- Departmental Level
- The developmental responsibilities of the Department are complementary tothe other duties and the pertaining policies and standards of the Governmentshould be followed.
- Local Body Level
- The basic developmental responsibility belongs to LSG as per Government Guide lines, documentation of Grama Sabha proposals from Medical Officer and project design from HMC. Local Self Government should ensure funding from different agencies. Local Self Government also has the responsibility for land acquisition for developmental activities and protection of property already possessed. It should be ensured that the property (land, building and other movable and immoveable assets) already transferred to the Local body by Government or other agencies are utilized directly or indirectly, for the benefit of such institution on behalf of the assets transferred.

3.3.8 Administrative/Management Services

The AYUS institutions are managed by dual administration by LSGI and the Directorate of Indian systems of Medicine. If any controversies arise on matters of administration, the Government decision is the final.

3.3.8.1 Departmental Level

The responsibility of posting, transfer, promotion, leave, working arrangement and disciplinary actions of employees are administrated by the Department in adherence to KSR, KSSR, KCSCCA, Department Special rule, Department manual, orders and circulars of Government of Kerala. All technical, legal, medico legal matters are under the purview of department. Department has the authority to start and stop functioning of AYUS institutions including sub centres, shifting location, naming and renaming institution, changing of grade etc. All the above functions and allotment by the department are audited by internal auditteam of department and AG.

3.3.8.2 Local Body Level

Local Self Government has the power to supervise the functions of institutions, report to the Department of ISM and seek remedial measures to enhance the quality of service delivery of Institutions. Formation and functioning of Hospital Management Committee comes under the purview of LSG. LSG has the power of local administration on the institution as per the provisions of Kerala Panchayat Raj Act. All the functions of LSG related with allotments and projects are audited by Performance Audit team, Kerala State Audit Department and AG.

Official Structure

1.4 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for Ayurveda Hospital. The infrastructure of Ayurveda Hospital should follow the KASH guidelines to the extent as far as possible. The details of the facilities and requirements necessary for a model Ayurveda Hospital are listed below:

Location

- The location for the Ayurveda hospital shall be a plot of sufficient space for itsinfrastructure facilities.
- The hospital shall be established at a place easily accessible by road.

Building

The building for the Ayurveda Hospital / Dispensary must be environment friendly and

thereshould be adequate facilities for treatment and drug manufacturing. It shall be female/child/aged-friendly, and oriented towards the physically challenged. The building is tobe in accordance with the existing staff pattern and include needed facilities for treatment. Separate rooms needed for There should be electricity and water connections and toilet facilities. In addition to this, it is necessary to grow medicinal plants in the hospital premises. There should be smooth water supply and all buildings should be electrified.
Below are the facilities that should be available in each room:

Diagnosis room

- The room should have to ensure privacy of the patients
- Enough chairs / stool should provide in the room
- There should be a table and shelves.
- A diagnostic table and a step to get on to this table shall be made available. Adequateprivacy of patients while clinical examination should be ensured.
- Provide hand washing facility in consulting room.

Dispensing room

- A counter shall be arranged to distribute medicines
- Two steel almirahs shall place in the room
- A table and two chairs should be placed
- Enough stock of packaging materials
- A wash basin, tap and water shall be made available in the room

Store room

- Minimum four wooden almirahs shall be arranged for storing medicines
- The store room should be well ventilated.
- Ventilations shall be fitted with nets.
- The medicines shall be kept according to the pharmaceutical forms.

Kitchen

- Ensure potable water connection.
- Metal Pot.
- Vessels for keeping water.
- Steel Barrels for preparing Kashayam.

- Wooden Spoon, Spoons, Steel Thirika, Arippu, and Mug in the prescribed size.
- Towels in sufficient quantity.
- Fire Extinguisher
- Gas connection
- Facilities for disinfecting equipment's

Sit-out

- Seating facilities shall be arranged
- Arrange separate seats for children, women, elderly people and physically challenged
- Arrange drinking water facilities
- Provide a separate room for feeding babies

Responsibilities and Duties of Employees

1.5 Medical Officer

- Conduct check up on the patients who come for treatment, carry out diagnosis,prescribe medicines, propose to give medicines, and fix the mode of medicine consumption.
- Supervise preparation of medicine in the hospital and examine the quality ofmedicines on the daily basis.
- Refer patients who require urgent treatment found at the hospital to other hospital.
- Proper upkeep of the records and registers
- Provide medical certificates to those who come with records of OP registration andtreatment.
- Give age certificate and life certificate to those who apply with proper documents.
- Give suggestions for the nurturing of trees and medicinal plants.
- Find Ayurvedic bio possibilities of eliminating and controlling carriers ofcommunicable diseases.
- Give leadership to activities required for waste disposal. Prepare modules for training.
- Prepare and submit intent of medicines based on the number of patients.
- Organise medical camps as and when the panchayat requests and make availableemployees and medicine for the same.
- Give leadership to the school health programmes.
- Implement planning and execution of all project related to health.
- Manage the complaint box and keep the related register properly.
- Convene management committee properly.
- Provide solutions to the complaints related to the institution/service. Offer replies tothe concerned regarding execution of suggestions.
- Participate in the Grama Sabha.
- Give leadership to all activities related to the hospital.
- Controlling the entire hospital staff and ensure that the institution is functioning as part of the society vests with the Medical officer. The Medical officer may decide allthe duties related to the hospital to be done by the staff.
- The responsibilities related to the institution are specified in the activities of the Grama Panchayat in connection with the disaster management system, and then it is the responsibility of the Medical officer to do in a timely manner. No further ordersare required.

1.6 Nurse

- Attend the OP and IP duties as per the instruction of the medical officer in charge ofthe IP.

- Responsible for the safety of the IP hospital equipment's, distribution of medicinesdiet etc.
- Supervise the up keep and ensure that the ward and the surroundings are clean andtidy. Should ensure that the bedpan, urinals, sputum cup, latrine etc. are clean.
- Record the treatment instructions given by the medical officer during the rounds inthe case sheet.
- Get the professional registers attested by the medical officer.
- Will have the joint responsibility in all the functions related to the IP ward
- The Nurse who is authorised to look after an admitted patient will be responsible to administer important treatment like "Vamanam", "Virechanam", "Snehawasthi", "Kashayawasthi" and "Nassyam". For these treatments, the nurse can seek the assistance and service of Therapist and Nursing Assistant and they are bound to give assistance to the Nurse.
- The Therapist, Nurse and the Nursing Assistant should jointly administer all the "Agneya' and "Anagneya", "Sweda-Karmas" as suggested by the Medical Officer, to the patients in time.
- If there is no sufficient staff in the nursing and Therapist wing, the Nurse in-charge of the ward should supervise the treatment. The Nurse in-charge should give all the technical assistance for the Sasthra Anusasthra treatments given under the supervisionof the Medical Officer.
- Since the scientific treatment protocol suggested for each patient is very important. The Nurse in charge should ensure that proper treatment is given to the patient intime.
- The Nurse should carry out all the duties suggested by the in-charge Medical Officerfor the smooth functioning of the hospital.
- If there is more than one Nurse in the hospital the most senior Nurse will be in-chargeof the hospital.
- Before taking duty charge for the day, the Nurse should collect the previous night'sreports, carefully go through it and clear all the doubts.
- They should jointly visit the seriously ill patients, the newly admitted ones and thosepatients for whom new treatment is suggested and assess the situation clearly.
- The Nurse in-charge should ensure that all the staff deputed for duty are present and ifanyone is absent, request the charge Medical Officer for alternate arrangements.
- Should distribute the medicines to the patients as suggested by the Doctor whoadmitted, or the Doctor authorized by him and takes leading role in the "KriyaKramams".
- The nurse should make sure that food and other articles are distributed among thepatients on time and also that they consume food and medicines in the prescribedmanner.
- The Nurse should inform the in-charge Medical Officer on time the lapses in thedistribution of medicines, food, hospital cleanliness etc.
- Inform the patient and the bystander about all the directions given by the Doctor.
- Make necessary entries in the case sheet after taking the temperature, blood

pressure,pulse etc. of the patient.

- Prepare report on the status of the patient and hand over to the night duty Nurse whilehanding over charge. If the night shift Nurse is not present or late, a responsible staff member of the hospital should be entrusted with the records.
- If the post of Nursing Superintendent is either vacant or not sanctioned the mostsenior Nurse will act as the Nursing Superintendent.
- If there is only one Nurse in the hospital then the duty time will be from 8 am to 6 pm.There will be no night shift.
- If there are two Nurses in the hospital the duty time of one Nurse will be from 8 am to6 pm and of the other would be 6 pm to 8 am. If there are more than two Nurses one of them will have day duty from 8 am to 6 pm. The staff having night duty will have aduty change in alternate weeks.
- For staffs who take night duty, the next day can be taken as off. But they cannot claimthe off day, after continuous duty for six days. The Nurse, who performs day duty, should work from 8 am to 12 noon on the 8th day and attend for the night shift at 6 pm. The Nurse taking duty should work on the 8th day from 12 noon to 6 pm.
- The nurse should carry out all the duties suggested by the medical officer for thesmooth functioning of the hospital.

1.7 Nursing Assistant

- Change the bed sheet, pillow, pillow cover etc. under the instructions and supervisionof Nurse and housekeeping.
- Help the staff for the distribution of medicine, food etc. as instructed by the Nurse.
- Give necessary help to do “kriyakarma”
- Attend to all duties connected with the hospitals in emergency situations as instructedby the in- charge medical officer.
- If there are more than one nursing assistants, the nursing assistant on duty should notleave the ward, unless the relieving person attend the ward and take the charge.
- In the absence of sanitation staff, the nursing assistant should attend the duties forproviding bedpan, urinal apparatus, sputum cup etc.
- Conduct sterilization of apparatus and dressing cloths etc.
- Procure necessary implements for use in the ward and put them back after cleaningthem properly.
- Take the patients for "Kriyakarmas" and bring them back

1.8 Pharmacist

- Prepare kashayam and other medicines required in the hospital daily as per thedirection of Medical officer.
- Distribute medicines to the patients as per the instructions of the Medical officer.
- Enter the correct quantity of medicines in the register.
- Execute the responsibility of the sub-stock.

- Carry out the organising of the training, classes, camps, discussions related to thehospital and follow the instructions of the Medical officer.
- Prepare reports of the camps and help the medical officer for distribute medicines.
- Provide the information regarding the programmes related to the hospital as instructedby the medical officer.
- Take up the responsibility of stock taking, preparation of intent based on the ratio ofpatients, and preparation of requisition statement.
- Prepare the minutes of staff meeting and management committee and submit it to themedical officer.
- Perform the activities mentioned in the disaster management guideline and directed by the head of the institution in connection with the disaster management system.

1.9 Therapist

- Therapist shall help the staff for the distribution of the medicine, in the absence of duty personal under the instructions of the nurse. Perform all the duties entrusted by the medical officer.
- Attend all the kriyakarmas connected with the treatment as per the instructions of the medical officer and under the supervision of the nurse.

1.10 Attendant

- Prepare necessary medicines under the instruction of the medical officer.
- Register the patients coming to the hospital at OP and write news on the notice board, paste notices, record attendance daily on the attendance register.
- Carry out the relevant complaints to the Panchayats from the complaint box on time.
- Ensure the arrangements for the camp. Bring medicines to the site of the medicalcamp and the left over medicines from the medical camp to the hospital once the camp is over.
- Perform the activities mentioned in the disaster management guideline and directed by the head of the institution in connection with the disaster management system.

1.11 Sanitation worker

- Keep the dispensary/hospital premises, bathrooms, toilets, ward and corridor cleanand tidy.
- Keep the bedpan, urinal apparatus etc. used by patients clean.
- Clean the bed.
- Carryout all duties necessary for the smooth functioning of the hospital, as suggestedby the CMO/MO.
- Segregation and disposal of hospital waste.
- Perform the activities mentioned in the disaster management guideline and directedby the head of the institution in connection with the disaster management system.

1.12 Full time/Part time sweeper

- Open the hospital in the morning and clean the surroundings of the hospital.

- Clean the location of the medical camp after and before the camp.
- Carry out the works as instructed by the doctor and discussions, classes, medicalcamp, training held in connection with the hospital.
- Perform the activities mentioned in the disaster management guideline and directedby the head of the institution in connection with the disaster management system.

1.13 Cook

- Prepare all necessary food cleanly.
- Keep all utensils clean.
- Keep ready hot potable water for the patients as the instruction by the nurse.
- Distribute food articles to the patients with the help of the nursing assistants.
- Procure all raw materials and grocery items used to cook from the procurementsources.

Community Based Organisational System

The complete ownership of the transferred institution rests with the Panchayat - meansthe institutions of the Panchayat. These institutions belong to the respective communities and the local populace too. In this context, people's participation is necessary in the running of the institution, decision taking regarding the institutions, evaluating and improving the functioning of the institution.

1.14 Management Committee

The functioning of the hospital will be smooth only by the active intervention and leadership of the community and people's representatives of the place where institution is located. Thus, the management committee composed of the people, staff of the institution, and people's representatives.

9.1.1 Tasks of the Managing Committee

- Plan the hospital activities according to the requirements of the local community
- Function as a system which provides assistance to the officials in the functioning ofthe hospital.
- Develop support system for the hospital functioning by the people and people's representatives.
- Organise popularly the organising activity for the functioning of the hospital.
- Comprehend the opinions, complaints, and difficulties of the people related to thehospital and carry out activities to assist in finding solutions.
- Ensure transparency in the activities of the institution.
- Formulate a popular system to appreciate the internal evaluation and running system.

Give shape to and implement novel programmes to make the institutional servicemore effective and innovative.

The main objective of the Management Committee is to reorganise the activities of thetransferred institutions in a popular style.

The activities of the hospital for the next month are planned in this committee. It ensures the participation and support of the people in the functioning of the hospital and plansactivities of the hospital at necessary stages.

The management committee should meet on the working day of the first week of every month. The medical officer is liable to convene the management committee by written intimation including agenda, with the permission of the chairperson of the Welfare Standing Committee. The members of the panel should be informed at least three days before the meeting. The agenda of the meeting should be decided by the Medical Officer in consultationwith the Standing Committee Chairperson.

9.1.2 Agenda

- Minutes of the previous month's management committee-evaluation of functioning.
- Presentation of previous month's Working Report. (Details regarding the specific activities of the institution, Central-State projects, department projects, panchayatprojects, joint projects, and day-t-day activities)
- Complaints/suggestions received regarding the institution; the action taken on them by the hospital - those complaints which require more intervention - the arrangementto respond to the petitioner about this.
- Activities for the next month. (Discuss the specific activities of the institution, Panchayat projects, joint activities, Central-State Plan activities. Ensure popularsupport system.)
- Planning of external activities, assigning individual tasks, division of labour-activitieswhich require people's support, opinions of the committee members, usual meetings, special sessions, trainings, campaigns, preparations with regard to Grama Sabhas.

President

1. The committees, which have the President as the chairperson should be presided over bythe President.
2. In the absence of the President, Vice-President, Standing Committee chairpersons couldpreside over meeting.
3. The medical officer should present a written report detailing the previous months workingreport, complaints received related to the institution, the action taken on them, a work schedule for the next month.

Venue of meeting

The venue of the meeting should be the Ayurveda Hospital.

Minutes

The pharmacist should prepare the detailed minutes narrating the complete proceduresof the meeting within three days of the meeting and hand over to the

medical officer. An

employee assigned by the Medical Officer should deliver the minutes to the Panchayat officewithin five days.

9.1.3 Follow-up Activities

1. The steps to be taken based on the decision of the meeting should beinitiated under the leadership of the medical officer.
2. The steps to be taken by the Panchayat committee should be informed to itthrough minutes. The Panchayat President/Standing Committee chairperson should report at the next meeting the follow-up steps taken onthem.
3. The medical officer should prepare a report on the steps to be adopted bythe managing committee regarding the services to be made available to the general public and present it at the next meeting.
4. The committee should implement necessary initiative and monitoring system for guaranteeing relevant mass support from the beneficiaries andlocal community for practical implementation.
5. The Panchayat committee should function as a support system for theworking of the Management Committees as and when needed.

Management committee Structure

Ayurveda Hospital: As per GO (P) No. 259/03/27.08.2003 (15 members)

Chairperson - President

Convenor - Medical Officer

Vice-Chairperson	-	Health - education standing committee chairperson
Members	-	Grama Panchayat Vice-President
	-	Members of the Panchayat Standing Committee
	-	Ward member of the locality of the institution
	-	Four voluntary activists - the panchayat should nominate the people's health activists (HPT members)
	-	Engineer (the official in charge of the engineering in the Panchayat)
	-	Assistant engineer - Electricity Board
	-	Assistant engineer - Water Authority

Suggestion

1. One of the voluntary activists should be assigned as the unofficial co-ordinator of thiscommittee.
2. The representatives of HPT and Kudumbasree should be included as invitees to thecommittee. The representatives should be nominated at the related Panchayat level.
3. A 21-member health-sanitation maintenance committee too may be formed at the Panchayat level comprising representatives of various health institutions. Representatives of traders-industrialists, cultural organisations, political parties, and voluntary organisationsmay be included in this panel.
4. One-third of the total members of the committee should be women.
5. Those nominated to this panel should possess interest and prior experience in primaryhealth - public health systems should have interest and commitment in voluntary work.

1.15 The issues to come up before the Management Committee

9.2.1 Related to Treatment

- Ensure that OP registration is done without delay.
- Makes sure that the concerned official is present in the seat for registration on time.
- Assess the physical facilities for the patients and visitors for waiting for the doctor.conduct enquiries regarding tape recorder, and posters related to

topics on health.

- Ensure that the OP register is maintained properly.
- Ensure that medicine distribution is carried out promptly and need based.
- Make correct assessment regarding the demeanour towards the patients.

9.2.2 Related to Running of Hospital

- Inspect whether the staff are arriving on the working hours of the hospital.
- Ensure that the employees are carrying out their responsibilities.
- Assess the infrastructure facilities of the hospital.
- Make sure that attendance is marked in the Attendance Board/Register and crosscheck the status of attendance.
- Check whether the news is pasted on the News/Notice Board or not.
- Make the functioning of the complaint box efficient.

9.2.3 Related to External Activities

Classes/discussions

1. Decide the venue
2. Implement the organisational task
3. Provide assistance as required by the medical officer.

Medical Camp

1. Organise according to need
2. Fix the venue
3. Ensure necessary arrangements are in place
4. Carry out the functions as demanded by the medical officer.
5. Give leadership to immunisation activities during the outbreak of epidemics.
6. Organise training and campaign activities.
    - Hygiene
    - Lifestyle diseases
    - Waste disposal
    - Regarding adulterated food items.
7. Ensure that the modules for training have been prepared.
8. Evaluate the activities of the Voluntary Health Force. Take steps to

sustain theVoluntary health Force by carrying out follow up activities.

9. Prepare the performance report of the officials and present it at the Grama Sabha.
10. Evaluate the complete activities of the hospital and make the functioning transparent.

- **Voluntary Health Force**

The Voluntary Health Force has been envisioned as a group which could intervene in the health activities of the Panchayat. The Voluntary Health Force has been formed with the health volunteers of the Kudumbasree units. Other voluntary activists too can become members of this force if s/he is interested in intervening in the health-related activities.

Discussions should be organised for members in various parts of the Panchayat and centred on various institutions about diverse health issues and communicable diseases under the leadership of the medical officer. Voluntary Health Force members should be given training every month related to health problems, lifestyle disease, and communicable diseases.

Achievement

Ayurvedic science and Ayurvedic mode of treatment will become more popular. A popular system will evolve to spread the immunisation methods based on Ayurvedic science.Various types of Ayurvedic treatment methods can be publicised.

Tasks

1. Provide health advice as per the training being given from the Ayurvedic Hospital.Give publicity to the methods of immunisation based on Ayurveda system.
2. Develop groups which are trained in midwifery and geriatric care.
3. Preserve and spread the knowledge about home medicine and ethnic medicineknowledge.

Trainings to be given by the Medical Officers

1. Health habits
2. Lifestyle diseases
3. Home medicine
4. Midwifery
5. Mother-Baby care
6. Geriatric care
7. Mental Health

The Ayurveda Medical Officer should lead the activities of the Voluntary Health Force through Ayurvedic treatment methods. They may visit all the houses in the Panchayat and give advice on health issues. They should give periodical reports to the medical officer detailing the number of houses visited, the information found, and the services/advice provided. Once in a month meeting of the members should be convened to evaluate the activities.

HOMEOPATHY DISPENSARY

1. Services and Responsibilities

1.1 Responsibilities of Grama Panchayat

The Grama Panchayat has the responsibility to facilitate and monitor all the activities being carried out through Homoeopathy Hospitals / Dispensaries.

1.2 Services by Homeopathy Hospital

Homoeo Hospital / Dispensary is an institution transferred to Grama Panchayat, which renders preventive, curative and palliative health care services. The specific services rendered by Homeopathy Hospital are:

1.2.1 Treatment

1.2.1.1 Registration and Examination – Adequate facilities for registration and examination of patients should be provided.

1.2.1.2 Medicines Distribution and follow up – Availability of medicine, proper distribution of medicines and follow up activities are to be ensured.

1.2.2 Immunization Activities – It is the obligation of the Homoeopathy Hospital to formulate immunization activities and prevent morbidity by implementing it.

1.2.3 Issuing of Certificates - Medical Certificate / Fitness Certificate and other certificates requested by the patients to be provided after remittance of fees if any, as prescribed by the Government from time to time.

1.3 Responsibilities of Homeopathy Hospital

1.3.1 Treatment

- Adequate facility for providing OP (Out-Patient) registration and supply ofOP Ticket, seating facility for patients and visitors etc. should be provided.OP should be accessible to differently abled.
- The Medical Officer is responsible for the diagnosis and appropriate treatment. The check-up room should have sufficient privacy, with side screen. Details of diagnosis, name of the patient, OP number, etc. shouldbe recorded in the specific register.
- Laboratory investigations, X-ray, USG, ECG and other diagnostic facilitiesshould be provided if possible.
- Appropriate medicine should be prescribed following the diagnosis.
- If expert treatment is required for the patients, they should be referred to either the District Hospital or the Homeopathy Medical College Hospital according to the nature of disease.
- The medicine should be distributed free of cost from the pharmacy.
- The Medical Officer should prepare the list of required medicines to

the Department. The Grama Panchayat is bound to arrange for those medicineswhich are not available in this list.

- The information regarding the medicines, mode and time for taking medicine should be provided in a simple understandable manner.
- The continuous check-up and support for the patients should be provided through field visit whenever possible.
- Those medicines which has no use and are expired should be destroyed by the condemnation committee.

1.3.2 Disease Prevention and Awareness Creation

Disease Prevention activities form a vital part of the responsibilities of the hospitals.

- Homoeopathic hospitals should take steps to combat the spread of infectious and contagious diseases. In case of outbreak of such diseases, preventive measures should be taken in coordination with various people's organizations in the Panchayat.
- Special meetings should be convened as and when required by the Grama Panchayat for this purpose.
- Medical Officer should take necessary steps to conduct awareness camps for prevention of non-communicable diseases in consultation with the Grama Panchayat.

1.3.3 Medical Camp

- The medical camps should be organised in consultation with the GramaPanchayat at the outbreak of communicable diseases and natural calamities.
- Those patients who require specialised care should be referred either to theDistrict Hospital or to the Medical College.
- On demand, medical care should be provided at pilgrim centers, festivalgathering.
- The Homeopathy hospital authorities should collect information regarding theseasonal epidemics.

1.3.4 Implementation of National and State Health Programmes

Act as the implementing agency for various health programs implemented bythe Central and State Governments.

1.3.5 Health Education Programmes

- Organize health clubs at school level
- The Medical Officer is responsible for organising campaigns through School Health Clubs. One male and one female teacher should be associated for organising health education camps in schools.
- IEC activities should be extended to health volunteers of Schools, Residential Associations, Pre-metric Hostels, Govt. Hostels, Tribal settlements, immigrant labour camps, major Govt. offices etc.

2. Official Structure

2.1 Physical Infrastructure

The Panchayat Committee is responsible for arranging the basic infrastructure facilities for Homeopathy Hospital. The details of the facilities and requirements necessary for a model Homeopathy Hospital are listed below:

Location

The location for the Homeopathy hospital should be a plot which is easily accessible by thepublic and the hospital should be established near a road suitable for transport.

Building

The building should be child and disabled friendly, with a separate room for medical officer, OP ticket counter, pharmacy, store room and veranda. There should a pantry in the hospital building. There should be electricity and water connections and toilet facilities.

Room for Medical Officer

- It should be a room where patients' privacy can be ensured
- There should be adequate testing equipment to examine patients
- The room should have adequate furniture

OP Ticket Counter Room

- A counter should be arranged near to the main entrance of the HomoeopathyDispensaries for Out Patient (OP) registration.
- There must be a computer in the room for OP registration
- The room must have a registration slip, pen and other equipment for OP registration

Pharmacy

- A counter shall be arranged to distribute medicines
- There should be a rack and cupboards for storing medicines
- Space required for at least two employees to work

Store room

- There should be a store room with ample space to store medicines

Veranda

- A veranda shall be arranged for the use of the visitors. It shall have seating arrangements for at least 10 persons

3. Responsibilities and Duties of Employees

The responsibilities to be fulfilled by the Officers and staff of the Homoeopathy Hospital areas follows:

3.1 Medical Officer

- The Medical Officer should be available during working hours of the hospital / dispensary
- Medical Officer is responsible for the execution of all activities in connection with thehealthcare services from the dispensary.
- Formulation and implementation of plan schemes.
- Provide health care services and supervise field activities and awareness programmes
- Responsible for palliative care activities
- Attend mandatory CME (Continuing Medical Education) trainings.
- Accountable for timely detection of diseases, prescribing medicines and follow up of the treatment and should also refer patients who require further expert treatment to other hospitals.
- Proper upkeep of the hospital records and registers
- Provide medical certificates to those who come with records of OP registration and treatment details.
- Provide age certificate and life certificate to those who apply with proper documents.
- Organise medical camps as and when the Panchayat requests and provide employeesand medicine for the same.
- Organise monthly staff meetings and attend the meetings at the district level andGrama Panchayat level
- Allocate responsibilities of other staff
- Give leadership for waste disposal activities. Prepare modules for training.
- Prepare and submit intent of medicines and ensure uninterrupted supply of medicine.
- The Medical Officer in charge will be responsible for all the financial transactions.
- Attend performance audit and other statutory audits
- Prepare and submit maintenance plan to the Grama Panchayat and follow up itsinclusion in the Maintenance Plan of the Grama Panchayat.
- Attend Grama Sabha and Panchayat meetings as and when required.

- Give guidance for the school health programmes.
- Implement planning and execution of all project related to health.
- Manage the complaint box and keep the related register properly.
- Convene Management Committee meeting as required.
- Provide solutions to the complaints related to the institution/service. Offer replies tothe concerned regarding execution of suggestions.
- Give leadership to all activities related to the hospital.
- Prepare monthly activity report and get it approved in the monthly review meeting.
- Medical officer should be present for special duty during festivals, natural calamities,visit of VIPs, and special camps as instructed by the Grama Panchayat.
- Controlling the entire hospital staff and ensure that the institution is functioning aspart of the society. The Medical officer may decide all the duties related to the hospital to be done by the staff.
- The responsibilities related to the institution as specified in the activities of the GramaPanchayat in connection with the disaster management system are to be carried out ina timely manner. No further orders are required.

3.2 Pharmacist

- The Pharmacist/Dispenser should maintain the stock of medicines.
- Distribute medicines from the pharmacy based on the prescription of the doctor.
- The patients should be made aware of the mode and time of consuming the medicine.
- After verifying the stock, it should be ensured that medicines which are past expirydates are destroyed/disposed of promptly by the condemnation committee.
- Prepare intend to replace the depleted stock.
- Prepare written minutes of staff meetings and submit to the Medical Officer.
- Bring emergency medicines and distribute them while conducting medical camps andspecial clinics.
- Assist Medical Officer in clerical works and attend mandatory CME trainings forenhancing performance
- Follow the instructions of the MO for the smooth functioning of Dispensary/Hospital.

3.3 Attendant

- Give necessary assistance sought by the Medical Officer.
- Provide necessary services as requested by the pharmacist/dispenser in

distributingand maintaining medicines.

- Make necessary arrangements for OP registration, keep registers and slips ready.
- Assist patient/Doctor while examining the patients
- Attend treasury duty, post office duty, trainings etc. as directed by the Medical Officer
- Attend Mandatory CME training.
- Carry out activities assigned by the Medical Officer from time to time related to officework.
- Ensure the hygiene maintenance of OP/IP Examination room.
- Tapal activities, despatches and other file maintenance should be done.

3.4 Part time sweeper

- Open the hospital in the morning and clean the surroundings of the hospital.
- The hospital and surrounding should be kept neat and clean every day.
- Waste generated in the hospital/dispensary, and other objects should be collected,segregated and disposed in appropriate manner.
- While conducting medical camps and special clinics, the venue should be cleanedbefore and after the camp.
- Take collective responsibility for making necessary arrangements for the camps.
- Follow the instructions of the Medical Officer for the smooth functioning of theDispensary/Hospital.

4. Community Based Organisational System

The complete ownership of the transferred institution rests with the Panchayat. These institutions belong to the respective communities and the local populace too. In this context, people's participation is necessary in the running of the institution, decision taking regarding the institutions, evaluating and improving the functioning of the institution.

4.1 Management Committee

The functioning of the hospital will be smooth only by the active intervention and leadership of the community and people's representatives of the place where the institution is located. Thus, the management committee is composed of the people, staff of the institution, and people's representatives.

4.1.1 Tasks of the Managing Committee

1. Plan the hospital activities according to the requirements of the local community
2. Function as a system which provides assistance to the officials in the functioning ofthe hospital.

3. Develop support system for the functioning of the hospital by the people and people's representatives.
4 Organise the activities for the functioning of the hospital with people's participation.
5 Comprehend the opinions, complaints, and difficulties of the people related to thehospital and take necessary action to resolve them.
6 Ensure transparency in the activities of the institution.
7 Formulate a public body to identify the internal evaluation and managing system of the organization and to formulate and implement new programmes to make the institutional service effective and innovative.

The Management Committee should meet on the first week of every month. The Medical Officer is liable to convene the Management Committee by written intimation including agenda, with the permission of the Chairperson of the Welfare Standing Committee. The members of the panel should be informed at least three days before the meeting. The agenda of the meeting should be decided by the Medical Officer in consultationwith the Standing Committee Chairperson.

4.1.2 Agenda

1. Minutes of the previous month's Management Committee meeting – Performance Evaluation
2. Presentation of previous month's Working Report. (Details regarding the specific activities of the institution, Central-State projects, department projects, Panchayat projects, joint projects, and day-to-day activities)
3. Complaints/suggestions received regarding the institution; the action taken on them by the hospital - those complaints which require more intervention - the arrangement to respond to the petitioner regarding this.
4. Activities for the next month. (Discuss the specific activities of the institution, Panchayat projects, joint activities, Central-State Plan activities. Ensure popular support system.)
5. Planning of external activities, assigning individual tasks, division of labour- activities which require people's support, opinions of the committee members, usual meetings, special sessions, trainings, campaigns, preparations with regard to Grama Sabhas.

President

1. The committees, which have the President as the Chairperson should be convenedunder his Chairmanship.
2. In the absence of the President, Vice-President / Standing Committee Chairpersons could preside over meeting.
3. At the meeting the Medical Officer should prepare and present the activity report for the last month, complaints related to the institution, the action taken on them, and an action plan for the next month.

Minutes

The pharmacist should prepare the detailed minutes narrating the complete proceduresof the meeting within three days of the meeting and hand over to the Medical Officer. An employee assigned by the Medical Officer should deliver the minutes to the Panchayat office within five days.

4.1.3 Follow-up Activities

1. The steps to be taken by the institution as per the decision of the meeting should be initiated under the guidance of the Medical Officer.
2. The action to be taken by the Panchayat Committee shall be communicated to the Committee through minutes and the action taken on it shall be reported to the Chairperson / President of the Panchayat Standing Committee at the next meeting.
3. The Medical Officer shall prepare a report on the steps to be taken by the Management Committee in relation to the services available to the public and present it at the next meeting.
4. The Committee should implement initiatives and monitoring mechanisms to ensure timely public support from the beneficiaries and the local community for practical execution.
5. The Panchayat Committee should function as a support system for the working of the Management Committees as and when needed.

Management committee Structure

Homeopathy Hospital (15 members)

Chairperson	-	President
Convenor	-	Medical Officer
Vice-Chairperson	-	Health - education standing committee chairperson
Members	-	Grama Panchayat Vice-President
	-	Members of the Panchayat Standing Committee
	-	Ward member of the locality of the institution
	-	Four voluntary activists - the panchayat should nominatethe people's health activists (HPT members)

- Engineer (the official in charge of the engineering in thePanchayat)
- Electricity Board – engineer
- Water Authority – Engineer

Suggestion

1. One of the voluntary activists should be assigned as the unofficial co-ordinator of this committee.
2. The representatives of Health Promotion Team (HPT) and Kudumbasree should be included as invitees to the Committee. The representatives should be nominated at the related Panchayat level.
3. A 21-member health-sanitation maintenance committee too may be formed at the Panchayat level comprising representatives of various health institutions. Representatives of traders-industrialists, cultural organisations, political parties, and voluntary organisations may be included in this panel.
4. One-third of the total members of the committee should be women.
5. Those nominated to this panel should possess interest and prior experience in primary health - public health systems should have interest and commitment in voluntary work.

4.1.4 The issues to come up before the Management Committee

4.1.5 Related to Treatment

- Ensure that OP registration is done without delay.
- Makes sure that the concerned official is present in the seat for registration on time.
- Assess the physical facilities for the patients and visitors for waiting for the doctor.Conduct enquiries regarding tape recorder, and posters related to topics on health.
- Ensure that the OP register is maintained properly.
- Ensure that medicine distribution is carried out promptly and need based.
- Make correct assessment regarding the demeanour towards the patients.

4.1.6 Related to Running of Hospital

- Inspect whether the staff are arriving on the working hours of the hospital.
- Ensure that the employees are carrying out their responsibilities.
- Assess the infrastructure facilities of the hospital.
- Make sure that attendance is marked in the Attendance Board/Register and crosscheck the status of attendance.

- Check whether the news is pasted on the News / Notice Board or not.
- Make the functioning of the complaint box efficient.

4.1.7 Related to External Activities

Classes / discussions

1. Decide the venue
2. Implement the organisational task
3. Provide assistance as required by the medical officer.

Medical Camp

1. Organise as required
2. Fix the venue
3. Ensure that necessary arrangements are in place
4. Carry out the functions as demanded by the medical officer.
5. Give leadership to immunisation activities during the outbreak of epidemics.
6. Organise training and campaign activities.
    - Hygiene
    - Lifestyle diseases
    - Waste disposal
    - Regarding adulterated food items.
7. Ensure that the modules for training have been prepared.
8. Evaluate the activities of the Voluntary Health Force. Take steps to sustain the Voluntary health Force by carrying out follow up activities.
9. Prepare the performance report of the officials and present it at the Grama Sabha.
10. Evaluate the complete activities of the hospital and make the functioning transparent.

Voluntary Health Force

The Voluntary Health Force has been envisioned as a group which could intervene in the health activities of the Panchayat. The Voluntary Health Force has been formed with the health volunteers of the Kudumbasree units. Other voluntary activists too can become members of this force if s/he is interested in intervening in the health-related activities.

Discussions should be organised for members in various parts of the Panchayat and centred on various institutions about diverse health issues and communicable diseases under the leadership of the medical officer. Voluntary Health Force members should be given training every month related to health problems, lifestyle disease, and communicable diseases.

Annexe 4.2.1 Key Findings from Study on Human Resources Requirements of Local Governments

Introduction

This is a brief general summary of the suggestions in the earlier Chapters of the Report on Human Resources Requirements of Local Governments prepared by the Centre for Management Development. Chapter 1 gives an introduction to the Study indicating the terms of reference and methodology. Discussions on assessment of manpower requirements in the selected local bodies are presented in Chapters 2 to 6; details pertaining to the selected Grama Panchayats, Block Panchayats, District Panchayat, Municipalities and Municipal Corporation are respectively covered in these Chapters. These Chapters provide a general profile of each of the selected local body and suggest the manpower required in various functions/departments/sections in each of them. The manpower requirements are estimated based on the present functions/activities performed employing the existing methods and administrative procedures, at the current level of computerization/e-governance. A discussion on the e-governance aspects in the local bodies is included in Chapter 7. Methodology and Key findings are presented as follows

Methodology

The current Study was done in a sample of 10 local bodies, covering four Grama Panchayats, two Block Panchayats, one District Panchayat, two Municipalities, and one Municipal Corporation (Table 1.1). The Study examined the functions/activities performed in different departments/sections/positions of the selected local bodies with a view to estimate the volume of work done so as to suggest the requirement of manpower to complete the work as specified. In clerical and related activities, work content sheets have been prepared with a listing of the different activities, the frequency of occurrence of the activities, time taken to complete the activities, calculation of the total work content and assessment of the manpower requirements. The work content sheets are given in respective Annexures, local body-wise. The manpower requirements in the Officer/Supervisory positions and positions with activities devoid of clerical nature (implementation support, field inspections, etc.) are analytically estimated based on nature of the activities and the nature/extent of the roles and responsibilities, information on which was collected through discussions with the employees. The manpower requirements for Other Staff like Drivers, Office

Attendants, Sweepers, etc., are estimated based on work volume/ positional requirements of such posts.

Proposed Strength of Employees

The proposed strength of employees in the selected local bodies representing each tier of the Local Government, based on the present Study are summarised in Table 8.1. It also gives a comparison of the strength suggested in 2006 and the present strength of employees in these local bodies .

Table 1: Human Resources Requirements in the selected Local Bodies

Sl. No.	Local Body	Human Resources	
		Present	**Proposed**
1	**Grama Panchayat**		
	Karakulam		
	Officer/Supervisory	4	4
	Clerical Staff	14	16
	Other Staff	9	9
	Total	**27**	**29**
2	**Block Panchayat**		
	Nileshwaram		
	Officer/Supervisory	9	9
	Clerical Staff	17	16
	Other Staff	7	7
	Total	**33**	**32**
3	**District Panchayat**		
	Palakkad		
	Officer/Supervisory	14	14
	Clerical Staff	20	19

Sl. No.	Local Body	Human Resources	
		Present	**Proposed**
	Other Staff	21	21
	Total	**55**	**54**
4	**Municipality**		
	Attingal		
	Officer/Supervisory	7	7
	Clerical Staff	41	36
	Other Staff	16	18
	Total	**64**	**61**
5	**Municipal Corporation**		
	Kozhikode		
	Officer/Supervisory	54	58
	Clerical Staff	330	303
	Other Staff	165	165
	Total	**549**	**526**

Note: 1. Includes employees on daily wage or consolidated pay
2. RI, HI & JHI are included in the Clerical Staff

3. Excludes manpower on contract for MGNREGS, PMKSY/IWMP and Technical Assistant deployed by IKM

Frequency of Occurrence of Key Activities

8.4 A comparison of the frequency of occurrence of the key activities in the local bodies between the periods of earlier Study and the present Study are shown in Tables 8.2 to 8.6.

Table 2: Frequency of Occurrence of Key Activities – Grama Panchayats

Sl. No.	Key Activities	Average Frequency/year					
		Anchuthengu		Vandanmedu		Agali	
		2006	2021	2006	2021	2006	2021
1	Property Tax collection	4805	5108	10231	8159	7500	10920
2	Residential Certificate	720	593	1000	1000	636	2100
3	Ownership Certificate	600	596	800	424	1512	590
4	Completion Certificate	180	86	96	230	48	500
5	Birth Registration	45	4	124	114	361	547
6	Death Registration	86	99	180	125	36	253
7	Marriage Registration	12	124	15	130	8	189
8	Corrections in Birth/Marriage/Death Certificates	40	80	400	100	252	360
9	Building Permit/License	10	35	180	93	30	540
10	Police ownership certificate	-	15	-	20	-	40
11	Issue of IFTE & OS license	15	42	30	504	66	473
12	Renewal of IFTE & OS license	60	20	200	250	66	200
13	Ownership change Assessment	60	38	300	226	12	277
14	Profession Tax collection (Traders & Institutions)	64	178	250	390	124	204

Table 3: Frequency of Occurrence of Key Activities – Block Panchayats

Sl. No.	Key Activities	Average Frequency/year			
		Cherpu		Nileshwaram	
		2006	2021	2006	2021
1	Implementation of MGNREGA scheme		1500		1226
2	Implementation of Total Sanitation Scheme	550	60	600	60
3	IAY, PMAY and Life Mission scheme	10	810	43	3302

Sl. No.	Key Activities	Average Frequency/year			
		Cherpu		Nileshwaram	
		2006	2021	2006	2021
4	MKSP		108		0
5	Suchitwa Mission projects		30		35
6	Coordination of Harithakarma sena		468		468
7	Work related to Vikasana Seminar		4		4
8	Works related to Sakhi Panchayat		24		288
9	Flood management		2		2
10	PMKSY (NRM-PSM)		10		0
11	MPLAD		16		0
12	BPL Certificate		24		60
13	SGRY	25		40	
14	NCFRW	20		40	
15	Development Projects	25		36	
16	SGSY	20		35	
17	Projects which utilise 10% fund for women	10		35	
18	MP/MLA projects	10	82	25	116
19	Work related to R.D week, Keralotsavam	12		12	

Table 4: Frequency of Occurrence of Key Activities – Palakkad District Panchayat

Sl. No.	Key Activities	Average Frequency/year	
		2006	2021
1	Works related to projects (Plan fund, MLA fund, CMLRRP, etc.)	249	1024
2	Panchayat committee meetings (Standing Committee, Steering Committee, Panchayat Committee)	110	130

Sl. No.	Key Activities	Average Frequency/year	
		2006	2021
3	Payment of bills (electricity, telephone, etc.) for transferred institutions	72	58
4	Tendering of roads and buildings	70	26*
5	Issue of demand draft to contractors	70	26*
6	Issue of Utilization certificate	60	72
7	Works related to Employee Transfer	10	236#
8	Verification of measurement book	240	776
9	Works related to Probation Declaration	25	60
10	Works related to LA questions	18	34

*- Each tender consists of more than one project

#- Includes work related to transfer in GPs and BPs in the District

Table 5: Frequency of Occurrence of Key Activities – Municipalities

Sl. No.	Key Activities	Average Frequency/year			
		Attingal		Thalassery	
		2006	2021	2006	2021
1	Property Tax collection	18000	20905	30510	41392
2	Issue of ownership certificate	931	2500	4320	3600
3	Residential certificate	539	1994	840	2600
4	Collection of Profession Tax from offices and institutions	200	677	300	950
5	Tax assessment to sanctioning number	381	659	420	1620
6	Birth/Death/Marriage registration	5280	1916	13468	10459
7	Demolition Assessment/Assessment Cancellation	3	50	24	90
8	Vacancy Remission of Property Tax	100	182	143	200
9	Building permit	505	720	276	900

Sl. No.	Key Activities	Average Frequency/year			
		Attingal		Thalassery	
		2006	2021	2006	2021
10	Completion Certificate	281	360	420	450
11	Appeal for tax reduction	60	200	600	740
12	Issue of IFTE & OS license	264	1838	400	5200
13	Beneficiaries for Social Welfare Pensions and financial helps	3	247	410	675

Table 6: Frequency of Occurrence of Key Activities – Kozhikode Corporation

Sl. No.	Key Activities	Average Frequency/year	
		2006	2021
1	Collection of Property Tax	67468	72252
2	Issue of Ownership Certificate	4404	7194
3	Ownership change of buildings	3540	8964
4	Tax re-assessment appeals and petition	1296	2800
5	Tax exemption of Ex-servicemen	744	1638
6	Vacancy Remission of Property Tax	612	971
7	Collection of Property Tax as Cheque	250	633
8	Issue of Residential Certificate	540	3996
9	Demolition/Assessment cancellation	113	739
10	Professional Tax collections from traders and institutions	17000	40563
11	Collection of building rent	2304	1497
12	Booking of Auditorium/Hall/Ground	2160	1879
13	Registration of Birth	44250	38592
14	Registration of Death	20000	13828

Sl. No.	Key Activities	Average Frequency/year	
		2006	2021
15	Registration of Marriage	5850	3641
16	Issue of Birth Certificate	13275	28650
17	Issue of Marriage certificate	2340	3926
18	Issue of IFTE&OS License	156	144
19	Attend to Nuisance Petition	1800	1750
20	Leave surrender of Contingent Workers	700	720
21	Building Permit	2500	3411
22	Occupancy Certificate	2268	4521
23	Renewal of Building permit	500	1249
24	Unauthorized construction	192	405
25	Implementation of Projects	500	349
26	Pension of Regular Staff	12	100
27	Work related to issue of Social Security Pension	588	3659
28	Work related to Council & Standing Committee Meetings	144	226
29	Work related to selection of beneficiaries of Pension for the unmarried women	96	98

Conclusions

- It can be observed from Table 8.1 that there has been a general reduction in the manpower requirement in the category of Clerical Staff, based on the current work volume of clerical activities, in all the local bodies covered in the Study, except Karakulam Grama Panchayat. However, analysis of the frequency of occurrence of the key activities (average of frequency during 2017-18, 2018-19, 2019-20,) given in Tables 8.2 to 8.6 reveals that there has not been a consequent decrease in the frequency to cause considerable reduction in the work volume. In fact, there is increase in the frequency of many of the key activities, as well as introduction of new schemes/programmes. It can therefore be deduced that the reduction in the work volume and consequent reduction in the requirement of

personnel for handling the clerical activities are due to increased use of Information Technology in the local bodies. It proves that the use of software for various activities has significantly reduced the manual work load, besides increasing the timeliness, speed and accuracy in the delivery of services.

- Nevertheless, it may also be noted that the advantages of e-governance are yet to be wholly realised in the local bodies, as all the software developed by IKM are not used in all the institutions. Some of the issues that need attention to derive enhanced benefits from e-governance are discussed in Chapter 7. More focused interventions will be necessary in the different aspects of e-governance including Hardware and Connectivity, Software as well as Training and Support. Such interventions assume increased contemporary significance as efforts are on to drive e-governance in local bodies to the next level of Enterprise Resource Planning (ERP) with the ultimate aim of paper less local body offices. Implementation of Integrated Local Government Management System (ILGMS) in full, utilising all the modules, in all the local bodies, have to be completed within the shortest possible time so that the multitude of advantages are passed on to the general public early.

- It is expected that the routine clerical activities will further get reduced with the local bodies migrating to the ERP platform. Similarly, the utilisation of positions like Typists and Office Attendants will also come down significantly. Nevertheless, the ERP environment will also prove to be more empowering for the employees, provided their skills are suitably upgraded through planned and effective training and support programmes. With focused interventions, we can look forward to smart and professional local bodies with increased emphasis on participatory planning and sustainable development.

Annexe 4.2.2 Summary of Report on Strategy to Link Local Governments with Research and Development Institutions

Strategy for Linkage Between Local Governments and Research and Development Institutions in the State

Excerpts from a Report by the Centre for Environment and Development prepared as part of the Decentralization Support Programme, 2005

Introduction

The State has a large number of Research and Development organisations as well as Engineering and Academic Institutions. They are either under the Central or State Governments, or in the private domain in the form of Registered Societies or NGOs. Many of the institutions are at least 25 years old, while some of the academic institutions are more than 60 years. During that period, the contributions of many of the institutions have been quite laudable, some rising to national and even international standards.However, their contributions have mostly been at the regional and State levels and not much at the local levels. Moreover, most of their activities are either limited to the institutional framework or within scientific community. But a visible change was occurred during the decentralisation campaign at least in some of the institutions. This aspect is getting to be more and more critical during the present context of the past decade when Panchayat Raj (PRI) /Local Self Government (LSG) institutions not only come into existence, but also became quite active in the planning process. On the one hand, it may be argued that the mandate of the R&D, Engineering and Academic institutions did not cover the aspect of offering Support to the LSGIs, it must also be recognized that no effort was made by the Government or by the institutions to alter this situation. There is no doubt that major interventions are required by the R&D and technical institutions for improving the quality of projects of Local Governments and to ensure that they become technically feasible. It is the lack of technical personnel at the grass root level that makes the local bodies to somehow or other fabricate a project , include it in the plan document without making any study on the need or viability. In order to obtain Technical Sanction (TS) for the Project, detailed investigations, analysis of data, design, estimates etc., are necessary which are very conveniently not made available and there is lot of pressure for issue of T.S by respective committees. It is in this area, the R&D, Academic and technical institutions can effectively intervene by providing man power to the local bodies to supply necessary data, conduct of investigations and technology adaptation /development if required, and prepare necessary documents for the specified Project. Also, the technical institutions will be able to take up structural design

work for multi storied structures. A survey of the resource endowments of an area conducted by a Technical institution may help the local bodies to make an assessment and suggest projects utilizing the local resources. The issue of Technical sanction can be made more rational and correct if sufficient number of competent technical personnel is available in the Technical Advisory Committees or Technical Committees. For measurement and check measurement of works, preparation of estimates, monitoring of project implementation, for the conduct of concurrent and post evaluation of projects, technical institutions can intervene and contribute. Now a days most of the development projects require impact assessment studies before implementation. Some of the major projects require Environmental Clearance from Ministry of Environment and Forests, Government of India while though small projects may not require clearance but require the assessment of impacts and plan for mitigation of impacts and this is not happening in many of the small projects of local governments. The R&D and Academic institutions in the State can also support in this area.

R & D institutions can be brought under one umbrella organization and the services of all can be channelized. The constitutional entity District Planning Committee with elected representatives and competent district level officers functioning with in it can take up this role of extending assistance to Local Governments and act as the connecting link.

The role of engineering institutions in the monitoring and evaluation functions in the local body is also critical. As members of the monitoring team, they can make midcourse correction if the implementation goes in the wrong path. As a member of the evaluation team also their roles are very clear i.e., they can suggest modified projects or supplementary projects for the problems that still remain for those which have been generated. Engineering College / Polytechnics / Industrial Training Institutes should finally aim at making it a ***community institution*** where people are trained in job oriented projects, in addition to regular academic programmes, thus increasing the man power and expertise available in the locality.

It was only very recently that the Government, through the Local Self Government Department decided that something should be done to close the gap and to try to establish effective linkages between the LSGIs and the R&D/ Engineering/Academic Institutions, and use the expertise, experience and facilities available in the institutions for more scientific and effective planning and development at local levels. Normally the research and development activities in many of the institutions have been dominated by formulations that are tailored to suit the donor agencies' thrust areas, as well as by those that contribute to the promotion of the individual or team of investigators, or the institutions. Locally

relevant, need based, applied and action research is only a minor portion of the present day research canvas. This scenario needs to change, and a certain percentage of their research efforts should be directed at supporting the local level development activities.

Strategy to Link Local Governments with R&D Institutions

1. **Inventory of Institutions**

   As part of the present assignment, a detailed profile of the R&D institutions in the State has been prepared. In addition to this, there are a number of Engineering colleges, Medical and allied institutions, Polytechnics, Industrial Training Institutes, other post graduate colleges, Universities etc. from where also the local governments can avail technical support depending upon the local needs.

2. **Procedure for availing support from these institutions**

   The support required by the local governments may vary from information support on technical matters, review and advice, technology transfer, design engineering support services, certain level of R&D support including the experimentation location specific research, investigation, model studies, impact assessment etc. The mode of availing support can be in the form of:

   i) Voluntary technical support from accessible institution For example: timely diagnosis of iron toxicity, premature nut fall in coconut, review of designs, technical opinion on projects etc.

   ii) Joint programme with the institution and local government like location specific/ action research projects, technology dissemination on various sectors, joint campaigns etc.

   iii) Consultancy programme -professional support for highly skilled jobs like design of water supply, waste management, ICT and IT Enabled Services etc.

   The terms and conditions for taking up consultancy programme shall be worked out by the institution and submitted to the local governments. The merit and requirement of the consultancy and possible agency will be decided by the District level Nodal agency. Contractual agreement shall be made between local governments and the institutions.

3. **Institutional mechanism for S&T support**

   The local governments can avail of support from these institutions in the following way

i) At Local Government level

There are a number of Engineering colleges, Medical and allied institutions, polytechnics, Industrial Training Institutes, other post graduate colleges, university departments etc., located near to the concerned local government which can be approached directly by the local governments for support on technical matters, review and advice, technology transfer, design engineering support services, certain level of R&D support including the experimentation location specific research, investigation, model studies, impact assessment etc.

ii) At District Level

A reputed R&D/Training (like SIRD,KILA,KVKs) institution in each district shall be identified by the government as the Nodal Agency for coordinating the support programme of that district and the Nodal Agency shall coordinate all the R&D, engineering, technical and academic institutions in the district for this purpose. The local governments can approach these nodal agencies for their required science and technology support. The Nodal Agency may direct them to appropriate institution based on the requirement. In so far the consultancy programme is concerned the Nodal Agency shall be vested with the responsibility of determining the merit, requirement and appropriateness. Guidelines in this regard will be issued by the government from time to time. If a specific service is not available in the district, it may be referred to the State level Nodal Agency

iii) State Level Nodal Agency

The Kerala State Council for Science, Technology and Environment will be the State level Nodal Agency. It will ensure S&T support for the local governments by coordinating departments like Technical Education, Employment and Training, Medical Education, Collegiate Education Universities and R&D institutions under the state, central and commodity boards at the State Level for this purpose. The KSCSTE will ensure linkage mechanism with the District Nodal Agency. The structure and function of the district and state level Nodal Agencies will be prescribed from time to time by the government.

The mandate of State Level Nodal Agency shall include

i) Inter district institutional support to local governments

ii) R&D, technology development/adaptation initiatives appropriate at the state level

iii) Policy decisions on S&T application which has state level implications

iv) Satisfy the S&T requirements of the local governments

Annexe 4.2.3 Excerpts from ' Functional Guidelines for the Engineering Wing of Village Panchayat'

1. Services and Responsibilities

1.1 Responsibilities of Grama Panchayat

The responsibilities of Grama Panchayat in respect of public works include construction and maintaining village roads in grama panchayats, perform building construction and maintenance for establishments including the transferred institutions to the Panchayat.

1.2 Services by Engineering Wing

The Engineering Wing of Grama Panchayat is liable to provide all the services in connectionwith the engineering works being carried out in the Grama Panchayat

1.3 Responsibilities of the Engineering Wing

The duties and responsibilities of the Panchayat public works division as per the Kerala Panchayat Raj Act of 1999, are given below

1. Provide engineering service necessary for the requirements of the Panchayat
2. Give technical service necessary for implementing the Panchayat schemes, projects, plans etc.
3. Give advice and suggestion necessary to solve the technical problems occurring in themaking, maintenance and utilisation of public roads, water canals drainage pipes etc.
4. Provide supervision, observation and dispute redressal in technical matters concerningbuilding construction and maintenance.
5. Help the entrepreneurs of Ayalkoottams, Grama Sabhas and committees of beneficiaries in the formation of the village development projects, unification oftechnical components, approval, execution and monitoring.
6. Responsible for field testing, procurement of raw materials, work performance, measurement and Preparation of Bills of technical works.
7. Responsible of the public works in the Panchayat regardless of rank.
8. Responsible for the supervision and inspection of any of the public work assigned by the Panchayat as the staff of the institution under the complete control of the local government institution.
9. Ensure that the projects of the LSGI are carried out with high technical skill, efficiency, punctuality, safety of environment, local expertise and without unnecessary expenditure.
10. Extend support and assistance to the other implementing officers of the Panchayat in technical matters.
11. Preparation of estimates of the plans being implemented directly by the Block and District Panchayats in the Panchayat area, and carryout supervision, quality assurance and the preparation of bills of those projects.
12. Giving the stability/ fitness certificates of the public institution.
13. Issuing the stage certificate for the works to those who have been granted

individualconstructional benefits.

14. Hold working group meetings under the leadership of the chairman and keepingrecords and minutes of the meetings.
15. Give strong support to the effective management of the working group.
16. Identify incomplete works by examining previous schemes and suggest an outline andthe amount for the remedial action required to the Panchayat Committee.
17. Identify the issues, requirements and the possibilities for the development of theinfrastructure sector.
18. Prepare road map and watershed map.
19. Present the report prepared by the working group in the Grama Sabha.
20. Consolidate the opinions coming up in the Grama Sabha, and help the local government in prioritization of the public works.
21. Resolve the doubts of the people regarding the execution of out the public works, andreport the progress to the Grama Sabha.
22. Present the achievement report of the completed public works in the Grama Sabha.
23. Assist the local government institution in consolidating the suggestions from theDevelopment Seminar.
24. Provide appropriate technical advice to the local government institution on the basisof the guidelines issued by the government from time to time.
25. Assist local bodies in carrying out the works on priority basis as and when required.
26. Participate in the formation of the committee of beneficiaries, explain the technical aspect of the projects and give necessary guidance for the implementation of the project.
27. Assist the local bodies in preparing, maintaining and timely updating of asset registers.
28. Give technical help to the local government institution to maintain public property and other assets.
29. Provide assistance for the preparation of road map, road register, drinking water map,power line map etc. for the LSGI.

1.4 Registers and Maps

3.4.1 Asset Registers

The registers regarding the buildings under the ownership of the Grama Panchayat, roads, culverts, irrigation and drinking water projects, stadium, swimming pool etc. shall be prepared and updated from time to time.

3.4.2 Road map

Each LSGI shall have a map showing the roads included in its respective area. The existing roads and the roads intended to be taken over each year shall be subsequently marked in this map. National high way, state highway, major district roads and village

roads shall be shown separately.

3.4.3 Road register

The existing position of each road and the details of the completed and the suggested works cannot be included in the road map completely and therefore road registers are essential. The road register prepared would be a guide line which is helpful for the construction andpreservation of the roads of the respective region. The contents of this register would be helpful to ensure provision and clarity while planning.

Sample of Road Register

1. Name of the Road
2. Starting Place
3. Ending Place
4. Length of the Road
5. Width of the Road
6. Nature of the Road
7. Culverts, bridges etc.
8. Wards included
9. Relevant items of the latest work in the road including the amount spent

3.4.4 Building Register

Building Registers are to be maintained by every local self-government institution. All details including type of building, the area, usage, survey number, source of drinking water etc. are included in the Building Register.

Sample of Building Register

The Building Register shall contain the following details

1. Building No (Numbers can be given exclusively for public buildings)
2. Name (Name of the Person / Institution)
3. Details of the property
4. The date of its construction
5. Area (if there are more than one stair, the number should be specified)
6. Roof type
7. Walls
8. Whether it is framed structure

9. Details of windows, doors
10. Is the building electrified
11. Sources of drinking water
12. Urinal and latrine arrangement and the availability of water.
13. Points regarding the compound wall, rain water harvesting mechanism and well.
14. The date of the last repair the amount spent and by whom (The committee of thebeneficiaries of District, Block or Grama panchayats)

3.4.5 Map of drinking water

The schemes of drinking water, source of water, tank, pipeline etc. shall be included in the drinking water map. The existing ponds and public wells shall be marked. Areas where water scarcity has been resolved, partially resolved, and needs to be addressed should be marked separately on the map. The height from the sea level in each place shall be marked.

3.4.6 Register of the drinking water project

1. Name, place, ward, the year of commencement
2. It if in a S/T Colony
3. Source of water
4. The present position
5. Is there pump house: area, type
6. Details of the pump, type, motor power
7. Details about the main distributing pumps.
8. Tank capacity / types, rain water harvesting system
9. How many families use it
10. The number of the domestic connection given
11. Number of public tapes
12. Whether service charge is levied
13. Payer of the electricity charge
14. The date of the last repair, expenditure, and by whom (District/Block/GramaPanchayat/beneficiaries committee)

3.4.7 The register about the stadium and play ground

1. Name, place, ward, the year of commencement
2. Details of the property, area , survey no, village
3. Present Use:

4. Facilities available
5. Details of the building, if existing (detailed description should be given in the registerfor the building)
6. Details about the galleries and compound wall.
7. The date of the last construction work, the expenditure, date, by whom.
8. Information about the maintenance.

3.4.8 Register of Swimming pool

1. Name, place, ward, the year of commencement
2. Details of the property
3. Area of the pool, depth etc.
4. Whether it was made on the swimming pool, type of the pool.
5. Facilities of the pool
6. If there are bathrooms and latrines
7. Whether electrified
8. Details about the purification of water
9. If there are buildings its details (Details should be given in the register for the buildings)
10. Details about the galleries and the surroundings wall.
11. The date of the last construction work, the expenditure, date and by whom.
12. Details about the maintenance

3.4.9 Land Use Map

The land use map shall contain the information necessary to ensure that the natural resources soil, water and the bio wealth are used judiciously. It would be proper to prepare this map at the scale of 1:5000. The roads, the main land marks, ponds, habitats, commercial places and industries, agricultural land, historic monuments, the sacred groves (Kavus) and mangroves that deserve environmental importance, stagnant water, water logged places etc. are markedin the map. The details of the natural resources and their utilisation are also important factors.This map shall also contain the nature of the land, different kinds of soils, vegetation cover, water resources, land use the socially made assets etc. It would be better if each land use is marked in different colours. The official specified colour code shall be used.

3.4.10 Power line map

This is a document giving the details regarding the electrification in the Panchayat region. The details like phases, lines, transformers, links etc. should be included. The street light arrangement of the Panchayat and the electrification which is a part of

development and welfare functions of the LSGDs are also to be included.

3.4.11 Land relinquishment register

This register shall contain the details about the places given by the individuals or institution to the local government bodies for the implementation of construction work. Along with theformulation of the project itself land relinquishment statement containing the details of the land to be transferred (3 copies) in the prescribed form with the certificate of ownershipfrom the Village Office shall be provided and recorded in the register. Two copies of the said statement shall be sent again to the revenue authorities for further action. The work could be started only after the land is taken over by the government and handed over to the LSGI. The certificate to this effect should be obtained from the Secretary/Implementing Officer. The construction work can be started only after getting the relinquishing statement and ensuring that the land has been transferred.

Sample of land relinquishment register

1. Name of the construction work
2. Name and address of the person surrendering the place.
3. Details of the land surrendered: Survey No. and area
4. Necessity for surrender
5. The certificate of the village officer regarding the ownership
6. The details of forwarding the land relinquishing statement to the revenue departmentfor further action.
7. Reminders
   , Letters
8. The matter concerning receipt of title and further action.
9. The details of the certificate given to the Engineer regarding the availability of theland

1.5 Other Responsibilities

The Engineering Wing, as technical experts plays an important role in attaining the objectives of the local project and ensuring the quality of the project. Nearly 2/3rd of the plan fund of the region is set apart for construction works. Efforts should be made for the development of the infrastructure to facilitate economic development, throughout the project. The officers of the engineering wing have the responsibility to ensure that the plan investment in infrastructure sector will supplement all other development sectors. It should be ensured that each of the work taken with the plan outlay in the productionsector is directly beneficial to the increase in production.

3.5.1 The annual inspection of assets

Annual inspection of all the assets like roads, buildings, drinking water project etc. shall be carried out and report prepared. This shall be done during April - May. The ward member concerned, Secretary of the Grama Panchayat or the person authorised, Assistant Engineer and the concerned Overseer shall jointly visit the

place and prepare the report after evaluating the position and record the required repair works. The AE should prepare the report.

The following matters shall be taken into account when the report is prepared.

a. Roads

1. Whether there is water logging in any part
2. Are there any parts which require gutters and culverts
3. Has the road been encroached
4. Whether waste water is flowing to the road.
5. The urgent repairs to be done.
6. Is there chance for land slide
7. Are the culverts and the bridges weak
8. Are the protecting wall worn out
9. Whether drainage facility is adequate
10. Other damages

b. Culverts and bridges

1. Is the flooring at the bottom cracked
2. Does the walls and pillars have any cracks, sinking or plumped out
3. Is the basement damaged
4. Are there bushes or small trees clinging in to the walls and pillars
5. Is there water logging above the slabs
6. Whether the plaster and concrete have fallen out from the bottom of the slab.
7. Is the steel rod rusted, can it be seen from outside.
8. Are there any damage to the parapets
9. Is there soil erosion under the bridge
10. Other defects

c. Buildings

1. Is there are cracks and sinking in the basement and wall.
2. Are the doors and windows broken or termite attacked or brittle.
3. Can the doors and windows be opened or closed properly.
4. Do the tower bolts and hinges work properly?
5. Whether the grills and window bars are rusted

6. Whether the roof is leaking
7. Is the bottom of the concrete roof damp
8. Are the plaster of the slab and the concrete fallen, whether the steel rod is rusted andbe seen from outside.
9. Is there water logging above the slab
10. Are the tiles broken, are the rafters and beams damaged
11. Whether the electrical installation function properly.
12. Is there leakage in the water lines
13. Are the sanitary fittings damaged
14. Are there trees or roots likely to cause damage
15. Other damages

d. Drinking water projects

1. Whether servicing of pumps or motors are necessary
2. Check whether there is leak in water line
3. Whether the public taps are in working condition
4. Whether mud or garbage are accumulated in the water tank or at the source of water

4. Official Structure

4.1 Physical Infrastructure

The public works Engineering Wing office shall have the basic facilities given below.

4.1.1 Office room for the Assistant Engineer with an area of 15 sq. metres

1. An office table of the size of 5'x3' and chair.
2. Visitor's chair (shall be installed before the office table facing the Engineer's chair
3. An almirah for keeping files and records.
4. File rack –l

4.1.2 Seat for the Overseer & clerk

A room with an approximate area of15 sq.m

- Computer table of the size of 90 cm X 60 cm-3 nos
- Office chairs - 3
- Visitor's chairs - 3
- Office almirah - 1

- File trays -3

4.1.3 Other equipment and instruments necessary for the office

- Levelling instrument and levelling staff
- Desktop computer with net connecting
- Measuring tape - 1 (30 metre length)
- All instruments like light, fan, and other electrical instruments necessary for thefunctioning of the office.

4.2 Engineering Wing - Official Structure

1. Panchayat Committee

This consists of the elected people's representatives of the panchayat

2. Steering Committee

The Steering Committee consists of the Panchayat President, Vice President, Standing Committee Chairperson and the Secretary. The complaints that cannot be redressed at the office level are done here.

3. Standing Committee for Development

This committee includes the Chairman of the Standing Committee for Development and the member of the Panchayat Committee. The decision of the Steering Committeeare examined and implemented.

The existing panchayat public works division consists of an Assistant Engineer and two Overseers and a clerk.

Responsibilities and Duties of Employees

The official structure of the Engineering Wing consists of one Assistant Engineer, two Overseers and a clerk. It is imperative that each of these employees perform their responsibilities accurately and completely.

4.3 Responsibilities of the staff

The responsibilities to be fulfilled by the Employees in order to achieve the functional goalare detailed below:

4.3.1 Assistant Engineer (A.E.)

1. Supervise all the construction works of the Panchayat
2. Supervise the staffs of the A.E's offices
3. Give technical advices necessary for the development and construction activities ofthe Panchayat.
4. Render expert services to the Panchayat in implementing the technical componentsfor carrying out the development management, administration and control.

5. Assist in the formulation of the developmental projects connected with engineering sector.
6. Render support to identify the nature of the disputes, complaints etc. relating to the engineering sector and provide solution to the problems to the Panchayat. Carryout the responsibilities of inspecting and giving advice on the building tax review petition.
7. Identifying the encroachments of the public land (purampoke) and assist in their immediate control.
8. Provide services for the construction, maintenance and development of the traditional water sources, reservoirs, waterways and drainage system.
9. Provide technical service to the spatial planning, planning of transport and construction of the primary transport facilities of the Panchayat.
10. Lead comprehensive transport planning and ensure the maintenance of the roads.
11. Provide technical assistance to the minor irrigation schemes of the panchayat.
12. Carrying out construction and maintenance of all the buildings, including transferred buildings in the Panchayat.
13. Technical support for issuing building permit, inspecting the site during construction period and after completion of building, issue necessary certificate to the Panchayat for assessing building tax.
14. Fulfil the responsibilities of the ex-officio secretary for the Panchayat.
15. If the duties of the Secretary are delegated, carryout the work according to the written order.
16. Provide technical assistance for deciding and revising rent of the Panchayat buildings.
17. Ensure technical assistance and management services in the formulation of Panchayatroad map, power supply map and watershed map.
18. Assist the secretary in building construction, identifying the location for construction,use of the building materials etc.
19. Responsible for the maintenance, utilisation and development of the sewage channelsand springs.
20. Preparation and compilation of the estimates and technical reports for the Panchayat.
21. Preparation and publication of public works reports to be submitted to the Gram Sabha and public works accounts to be published as part of transparency, and explanations to be made to the Gram Sabha in this regard.
22. Such other technical and public works-oriented responsibilities handed over by the Panchayat
23. Act as the Convenor of the working committee as deputed by the Panchayat.
24. Prepare the tender documents of the public works
25. Responsible for the preparation of the completion report
26. Explain and support technical aspects of the public works to the Beneficiaries Committee.
27. Distribute the duties of the overseers and supervise over their work.

28. Call the office level staff meeting as per the direction of the Panchayat Committee or Development Standing Committee. Evaluate the work and decide the future course.
29. Give support to the LSG in order to prepare, evolve, implement and monitor the multiple activities coming under the subjects like spatial planning, watershed management etc.
30. Participate in the general body meeting of the staff called by the Panchayat and present the activity report.

Grama sabha – Responsibilities of AE relating to the Local Government Institution

1. Present the working group report in the Grama Sabha.
2. Ensure the attendance of the working group members in the Grama Sabha
3. Consolidate the recommendations of the Grama Sabha.
4. Report the progress of the works in Grama Sabha and present the evaluation of achievements.
5. Prepare a development perspective, communicate with beneficiary representatives andset a development goal, find out the just cause for the development goal, consolidate development proposals and support project planning.
6. Act as the working group convenor/ member of the technical advisory committee and ensure that the guidelines, rules and regulations are complied with.
7. Prepare a physical, practical and financial feasibility report for the project, ensure the technical approval and prepare an implementation calendar and time schedule for the development projects of the LSGIs.
8. Provide timely implementation instructions and technical advices to Local Government Institution, assist to comply with procedures, provide technical supervision, prepare revised estimates as required, and prepare the execution report and evaluation report.
9. Provide technical services and monitoring assistance.
10. Support to ensure the maintenance of movable and immovable properties.
11. Help to prevent corruption

4.3.2 Duties and responsibilities of the Overseer

1. Exercise supervision of the construction work of the Panchayat in accordance with theinstruction of the Assistant Engineer.
2. Give sufficient technical support for the developmental and constructional activitiesof the Panchayat.
3. Assist in the formation and co-ordination of the development projects in engineeringsector.
4. Assist the Panchayat in verifying the nature of engineering disputes and suggestingproper solution as directed by the Assistant Engineer.
5. Assist the Panchayat identify and resist encroachment of the public places.

6. Conduct inspection of site as per application for house construction permit and submitreport.
7. Conduct inspection of the building construction after completion and assist to fix thetax.
8. Ensure that the building materials have been provided at site in the prescribed methodquality and quantity.
9. Act as the co-ordinator of the Grama Sabha being authorised by the order of thePanchayat.
10. Present the details regarding the construction activities in the Grama Sabha andprovide clarifications to the discussion.

4.3.3 External activities of Engineering Wing

1. Update the public of the innovative and less expensive technical methods in the field of building construction.
2. Create awareness among the people on technical activities including the conservation of environment, development of watershed, land use and the safeguarding the life on earth and fertility.
3. Conduct awareness campaign to the public concerning the condition of revisionrelating to the rules and regulations introduced in the construction field.

6. Execution and Supervision

6.1 Execution of Public Works

Execution of Public Works in Local Self Government Institutions are based on the Kerala Panchayat Raj / Kerala Municipality (Execution of Public Works) Rules, 1997, revised Kerala Public Works Department Manual and the Plan Guidelines and Government Orders issued by the Government from time to time. The procedures for the various stages from the preparation of project to completion are detailed below:

1. Project Identification
2. Project Preparation
3. Estimate
4. Administrative Sanction (AS)
5. Technical Sanction (TS)
6. Execution
7. Completion of Project

6.1.1 Project Identification

Suggestions regarding the projects, that came up in the Grama Sabha is codified and presented to the Panchayat Committee. The Panchayat Committee, considering the

suggestions and availability of funds approves the projects in the order of priority.

6.1.2 Project Preparation

The list of public works to be undertaken by each local body in every year should be preparedin the order of priority at the beginning of every financial year. This is to be prepared by the public works working group on the basis of recommendations of Grama Sabha. The rough cost estimates of the works involved are to be prepared by the Assistant Engineer, after site inspection and as per the existing schedule of rates. While preparing projects involving building construction, ancillary facilities like Electrification and Plumbing also should be included. In multi-year projects, in addition to the total project cost, the amount for activities intended to be completed each year should also be separately included. The Panchayat Committee shall give Administrative Sanction for the list of activities in the Rough Cost

Estimate and that prepared by the Working Group. At the time of AS itself, it is to be decided whether the work is to be carried out directly or through contractor / beneficiary committee.

6.1.3 Estimate

Suggestions as per Public Works RulesRule 6-1

- No maintenance work can be initiated without adequate budget provisions, administrative sanction, detailed plan and estimate.
- Detailed plan and estimate is to be prepared under the supervision and responsibility of the Panchayat Engineer
- The estimate should be in the form prescribed in the PWD code. Along with this, project report, specification statement, abstract containing detailed measurement and quantity, item wise estimated cost and total project cost, plan and level sheets also are to be included.
- The quantity of goods included in the estimate, their quality and price, number of estimated working days and wages and the total estimated cost should be prepared in Malayalam and included as part of the estimate.
- The preparation of estimates should be based on the annual maintenance rates published under Public Works Rule 5 or the rates fixed by the Government or the schedule rates in the Public Works Department (PWD).

6.1.3.1 Different types of Estimates

a. Preliminary Estimate

The preliminary estimate is prepared to obtain administrative sanction for the works, which isexpected to cost up to Rs 2 crore. The Preliminary Estimate is prepared to provide approximately accurate information on the cost and other requirements for obtaining sanctionfrom the responsible authority considering the requirement. This is prepared by the Assistant Engineer (AE) based on the schedule of rates. It should include all the information required for the satisfactory completion of the work, including the specification and requirements of the work. Site condition, site plan and

layout drawing should also be included.
(Note: As per Order G.O(P)8/2018/Fin dated 15/01/2018, for getting Administrative Sanction, it is proposed that detailed estimate is required for works worth more than50 lakhs)

b. Detailed Estimate

A detailed estimate is mandatory for obtaining Technical Sanction for all public works. Aftera detailed site inspection, a detailed estimate should be prepared taking into account the design and specification of the work, the availability of goods and services, and also the wages of the workers. In the current situation, attention should be paid to accurately estimating the cost required to satisfactorily completing the work. Based on the approved design, layout, current schedule of rates and data, the Assistant Engineer prepares the detailedestimate.

It should include reports on the project plan and design, project requirements, specifications, total cost, approximate completion time, land acquisition, and the issues that may be encountered.

c. Working Estimate

The working estimate is used to describe the work to be done and to calculate the cost involved in showing the provision in an estimate. Usually it does not exceed the L.S estimate

d. Recast Estimate

After the detailed estimate has been prepared and Technical Sanction accorded, it may happen that before the commencement of work, some changes may be found necessary in the estimate of the work. In such cases a fresh estimate may by prepared and got sanctioned in cancellation of the originally sanctioned estimate. This fresh estimate is called a recast estimate. However, before a recast estimate is prepared, if some expenditure has been incurred in an originally sanctioned estimate, then this procedure cannot be followed. In that case revised estimate is to be prepared.

e. Supplementary Estimate

If an extension / a development is required for an on-going project, a supplementary estimate is prepared for the additional work that needs to be done. This should be done in the same way as the original estimate. The same authority that gave administrative sanction for the first

estimate must also give administrative sanction for supplementary estimate also. A detailed report stating the circumstances rendering to the necessity for such an estimate must be submitted along with the supplementary estimate.

f. Revised Estimate

A revised estimate is to be prepared in the following circumstances:

(a) When there are deletions, additions or alterations to the scope of the work as originallysanctioned needing revised administrative sanction.

(b) When there are major structural alterations from the design as originally sanctioned.

The revised estimate need not be kept waiting till the work is completed or reaches an advanced stage of completion but shall be prepared and got sanctioned as soon as any of the above conditions are anticipated during, the course of execution of work. A variationstatement explaining the cause of the major changes in operation and its financial impact, anda comparison statement comparing the measurements and rates of various items on theoriginal estimate and the revised estimate is also to be submitted with it.

6.1.3.2 Preparation of Estimate

Estimates for public works in Kerala Public Works Department and Local Governments are prepared using PRICE (Project Information and Cost Estimation) Software. This software which has been in use in PWD Buildings Section from 2014 January, has been in use in the LSGD Engineering Section, since February 2016.

6.1.3.3 Local Market Rate

The Executive Engineer Buildings of each district shall fix local market rates for materials and labour twice every year as on 1st April and 1st October every year. These rates shall be followed by Executive Engineers of all wings for preparing local market rate justification estimate for tender approval. The justification estimate shall also include 10% contractor's profit and 5% overhead charges.

6.1.3.4 Data Book

A data book is a comprehensive document prepared after a detailed study of the quality and quantity of materials used, method of operation and required labour for each work. Estimates

of each activity are prepared based on this data book. Currently, road works should be based on MORTH and MoRD data as per IRC Guidelines and building works are to be based on CPWD data as per National Building Code.

If there is a need to include work items that are not mentioned in the data book and using locally available materials, observed data can be prepared and approved and included in the estimate.

6.1.3.5 Schedule of Rates

The Schedule of Rates is the allowable rate for activities based on data. It is updated from time to time. Currently Delhi Analysis of Rates (DAR), 2016 is considered as the base rate, and the estimate is calculated by allocating the cost index applicable to each region alongwith DAR. 15% of the approved rate may be allowed as CP&OH for contract work. However, when working through the Beneficiary Committee, an overhead charge of 7.5% of the rate is to be included in the estimate.

6.1.4 Administrative Sanction

The Development Standing Committee of a Grama Panchayat have the authority to grant AS for an amount not exceeding Rs. 25000/- and the Panchayat Committee can grant AS for projects with cost exceeding Rs. 25000/-

Activities that do not require Administrative Sanction

1. Working Estimate
2. Revised Estimate not exceeding the jurisdiction of the officer issuing Technical Sanction
3. Estimate of general repair / restoration work
4. Investigation Estimate Cancellation of Administrative Sanction
   Administrative permission may be revoked for the following reasons

1. The works that has not started even after 5 years after receiving AdministrativeSanction
2. The detailed estimate and cost exceeding 15% over Administrative Sanction

6.1.5 Technical Sanction

Technical sanction for every plan and estimate relating to any public works shall be obtained from whoever is in charge of the public work of the Panchayat, subject to the financial powers specified on each grade of Engineer by the Government by notification from time to time. In any Panchayat, in the absence of an Engineer having charge, technical sanction shall be obtained from an Engineer not below the grade specified, or of any nearest Municipality or Panchayat. If Technical Sanction is obtained from an Engineer of another Municipality, an amount equal to 0.75% of the approved estimate shall be given as centage charge to the Municipality from where TS has been received. In the case of Electrical worksexceeding 6.5 lakhs technical sanction shill be obtained from the competent Engineer of the Electrical Wing of the Public Works Department of the Government.

6.1.5.1 Technical Sanction – Authority and Limits

The recommendations in the guidelines regarding the Officers and financial limits responsible for granting Technical Sanction are as follows:

Officers

Projects	Officer
Projects of Grama Panchayats	Assistant Executive Engineer, Block Panchayat

Projects of Block Panchayats	1. Assistant Executive Engineer, Block Panchayat, in case of Projects where Assistant Engineer, Block Panchayat, is the Implementing Officer 2. Executive Engineer, District Panchayat, in case of Projects where Assistant Executive Engineer, Block Panchayat isthe Implementing Officer
Projects of District Panchayat	1. Executive Engineer, District Panchayat, in case of Projects where Assistant Executive Engineer of District Panchayatis the Implementing Officer 2. Superintending Engineer, LSGD, in case of Projects where Executive Engineer, District Panchayat is the Implementing Officer

6.1.5.2 Financial Limits

Officer	**Jurisdictional Limit (in Lakhs)**		
	Roads	**Buildings**	**Electrification /Electronics**
Assistant Executive Engineer	15.00	15.00	2.00
Executive Engineer	50.00	100.00	6.50
Superintending Engineer	200.00	200.00	No limit
Chief Engineer	No limit	No limit	No limit

But for petty repair work up to Rs. 10,000, the assistant engineer can sanction the same.

6.1.6 Implementation

6.1.6.1 Through Beneficiary Committee & other Approved Committees

Although the Public Works Rules stipulate that priority should be given to the publicworks being carried out by the Beneficiary Committee, only works below Rs. 50,000can be carried out by the Beneficiary Committee. Approved committees like PTA &Anganwadi Welfare committees may be entrusted with implementing projects notexceeding Rs. 25 lakhs subject to the applicable rules. For the Beneficiary Committee,there should be an executive committee not exceeding 15 and not less than 7 and with1/3rd women representation. The Panchayat Member cannot be a member of thebeneficiary committee. The Convener shall sign a specified contract with thePanchayat taking over the responsibility for the execution of the public works. A bondsigned by the committee members shall be given to the Panchayat by entrusting the convener to enter into such agreement. There shall be no benami transactions and if thebenami transactions are revealed, the contract entered into by the

convener of theExecutive Committee of the beneficiary committee shall be set aside at the risk of thebeneficiary committee and the work shall be completed by the Panchayat. TheConvener should keep a record of quality, quantity and price of goods and materials,number of labourers wagon and connected details of the work and entrust it to theSecretary of the Panchayat on completion of work. An amount of 25% of the estimateor Rs. 1,00,000 (One lakh), whichever is less may be given in advance to the Convener of the Executive Committee. A joint account shall be opened in an approved bank in the names of Convenor and the Chairman and money transaction should be done onlythrough this account.

6.1.6.2 Through Contractors

a. Different types of Contract

i. Piece Work Contract – the contractor merely agrees to execute specific items of work at specific rates without reference to total quantity or time.

ii. Item Rate Contract – In this type, the contractor specifies the amount of each activity and the completion period. The contractor quotes the rate for each item. Only the rate quoted by the contractor for each item will be considered when recording in the M-Book. Rates should be written in figures and words. In case of any discrepancy between these, the amount recorded in words will be accepted.

iii. Lumpsum Contract - The total cost of the completed works as per drawings and specifications and the time of completion are quoted by the Contractor. In this type of contract, the drawings and specifications must he full and complete. Therefore, this method shall be adopted only in unavoidable circumstances where the situation warrants.

iv. Percentage Rate Contract - In this type of contract, the contractor quotes his rate at a percentage above, or below the estimated rate, which will be published. A modification of this type of contract is when, instead of estimate rates for a work, the schedule of rates is published and the contractor is asked to quote a percentage above, below the schedule ofrate. The most appropriate form of contract shall be decided upon in individual cases before inviting tenders. The authority competent to accordtechnical sanction to the estimate is the authority will decide upon the formof contract.

v. Performance Based Maintenance Contract – The contractor quotes thetotal amount and time required to carry out normal repair / maintenance work of a road or building. Payment will be made only on the basis of maintaining the specified quality and time schedule

b. Procedures for Implementation of Works through Contractors

1. Invitation of Tenders

i. When the Panchayat Committee decides to perform any work through

Contractors, the Panchayat Secretary or the Officer authorised by the Secretary shall invite tenders as per the existing rules. For public works not exceeding Rs. 5000/- or works of urgent nature implementable as per Section 156, subsection 5 invitation of tender is not mandatory and can be done by short notice or quotation or directly by the Panchayat. For all public works where expected expenditure exceeds Rs. 70 lakhs, prequalification tenders are to be mandatorily invited and a panel of contractors are to be prepared. The tender should be accepted only from the contractors on the panel

ii. Before tenders are invited for a work there should be

- Administrative Sanction for the work
- Technical Sanction for the work
- Taking up of land completely

However, for road works, if only 60% of the land has been taken up, tendering with the prior permission of the Government can be carried out and the rest shouldbe made available during construction.

2. Tender Notice

All the tender notices are to be displayed on the notice boards of the Panchayat, Public Works offices and other offices if deemed suitable and also the official Website. It would be desirable to advertise multiple tenders in window form to reduce advertising cost. The time taken for accepting the tender and the method of advertisement varies according to the value of the work. The estimate should beprepared and is to be tendered within a year. If tendering is done after one year, recast estimate is to be prepared and then tendered.

Details on the advertisement of Tender as per Rule 9 of The Kerala Panchayat Raj(Execution of Public Works) Rule, 1997

Estimated Cost (Rs)	**Minimum Duration**	**Publication**
From 1 Lakh to 10 lakhs	10 days	One of the most popular dailies in the Panchayat Area (In other dailies if required)
10 lakhs to 50 lakhs	20 days	Two MalayalamNewspapers having wide circulation across the State
Above 50 lakhs	20 days	Two MalayalamNewspapers and EnglishNewspapers having wide circulation across the Nation

As the tender procedures for works costing between Rs. 5000 and Rs.1 lakhs are to be advertised on the notice boards and on the website giving time duration of 7 days.

3. Registration Procedure for Contractors

Only contractors registered with the Public Works Department can submit tenders for the works. The financial limits of the work that can be undertaken by the registered contractors are given below:

Category A	Civil Contractors	Electrical Contractors
A	No limit	No limit
B	Upto 250 Lakhs	25 lakhs
C	Upto 100 Lakhs	5 lakhs
D	Upto 25 lakhs	

4. Sale of Tender Forms

Only one tender form will be issued per person. The name and details of the person to whom tender form is issued should be recorded on the front of the tender form and attested by the authorised officer with date. Duplicate copy of the tender form may be given to the applicant at a special rate but will not be accepted if the tender is submitted in duplicate copy instead of the original copy. The serial number should be marked on every page of the tender form.

5. Tender Fee

The render form should be charged at the price fixed by the Government from time to time. If tender form is downloaded from the website, the price can be charged as DD. Currently, along with the rate of Tender Form, 12% GST is also levied.

Approved Price of Tender Forms (As per G.O (P) No. 429/15/Fin dated 28/09/2015)

Estimated Cost	Rate
Upto 50,000/-	Rs. 300/-
Above 50,000/- to 10 Lakhs	0.2% of the Estimate (Minimum 500/-to maximum 2000/-)
Above 10 lakhs to 1 crore	2500/-
Above 1 crore to 2 crores	5000/-
Above 2 crores to 5 crores	7500/-
Above 5 crores to 10 crores	10,000/-

6. E-Tendering

E-Tender is a system through which tender procedures are carried out through theInternet. The Contractor must register separately to participate in the e-rendering.The contractor submits the tender online through the specified website. Tender fee and EMD are paid online.

As per Government Order G.O (P)/524/15/Fin dated 17/11/2015, all the works with estimated amount is Rs. 5 lakhs and above are to be carried out through E- Tender.

7. EMD

EMD should be charged along with the tender amount. 2.5% of the contract amount is payable as EMD. The EMD shall be payable either through Treasury Chellan Receipt or Demand Draft from a Nationalised / Scheduled Bank, or Cash deposit pledged in the name of the Official of a Nationalised / Scheduled Bank, or National Savings Certificate / Kisan Vikas Pathra, or Bank Guarantee from a Nationalised Bank, or in exceptional cases directly as money. EMD is not requiredfor Piece Work Contract. Once the lowest bidder is selected, the EMD of the other bidder can be refunded. A preliminary contract in the form prescribed by the Government should be included with the tender for the repair work estimated over Rs. 50,000.

The EMD amount to be charged for various activities is as follows[16]:

Value of Work	Rate of EMD
From Rs. 50000/- to Rs. 2 Crores	Maximum 2% of the total project cost
Above Rs. 2 crores up to Rs. 5 crores	Rs. 10,000/-
Above Rs. 5 crores up to Rs. 10 crores	Rs. 20,000/-
Above Rs. 10 crores	Rs. 50,000/-

8. Acceptance of Tender

a. Late tenders should be returned without opening. Tenders submitted by post can be submitted only through the Registered / Speed Post of the Government of India.
b. All available tenders should be recorded in the tender register prepared in the prescribed format. The tender is opened in the presence of the contractors or their agents present at the appointed place and time. Corrections if any, made and authenticated by the tenderer in each tender shall be serially numbered andinitialled against them by the officer who opens the tender. If there are unauthenticated corrections, that correction shall be noted in the tender.
c. The officer who opens the tender shall put his signature in the tender

by recording in his own handwriting both in words and figures the percentage of tender rate recorded by the contractor.

d. The officer who opens the tender has the power to pardon and rectify minor errors in the tender such as tender submitted without signature, plan not submitted with the tender, original records of EMD not submitted with the tender, no signature in each page of the tender, quoted amount not written in words (if written in figures) etc.
e. Opened tenders shall as soon .as possible may be tabulated by the authorised officer.
f. Decision shall be taken on them within ten days from the date of opening ofthe tender.
g. Tenders submitted with special conditions and quoted at 75% less should be rejected.In case the rates in the tenders received are seen not acceptable or if sufficient number of tenders are not received the work shall be retendered.
h. If the rate in tenders received on re tender is seen not acceptable, negotiation shall be made by the consensus of the Panchayat with the contractor who has submitted the lowest rate of tender, and such offer shall be accepted, but it should not be more than five per cent of such amount.
i. Usually the lowest tender shall be accepted for every public work. But, on a report by the Secretary and endorsed by the Panchayat Engineer that it will notbe desirable to accept the lowest tender, the next higher tender may be accepted by rejecting the lowest tender after recording the genuine reasons.
j. Previous sanction of the technical committee shall be obtained where theexcess over the estimated amount is more than five per cent of such amount. The contract can be accepted at a higher rate if it is equal to the estimate prepared at the local market rate. That is, if tenders are received only at rates higher than the estimated amount, an estimate of the said work is prepared at the local market rate and if the quoted rate is lower than this, the contract can be accepted·
k. A tender in excess of the estimated cost of a work shall be accepted only if a certificate is recorded by the Panchayat Engineer and the Secretary to the effect that the failure to obtain a tender within the estimated cost is not due to want of publicity for the tender notice and that no advantage is likely to be secured in inviting fresh tenders for the work.

9. Firm Period

The Firm Period is the effective period for the rate quoted by the Contractor as per the tender. This is the period from, the date of opening of the tender to the date upto which the offer given in the tender is binding on the bidder. This shall not exceed two months in the normal course. The consideration of tenders and decision there on shall be completed by the authorised officer well before the date of expiry of the firm period noted in the tender. If delay is anticipated, the authorised Officer shall get the consent of the lowest two bidders for extending the firm period. In case the lowest or any bidder refuses to extend the firm period that tender cannot be considered

10. Withdrawal of Tenders

Once the tender is submitted a bidder cannot withdraw his tender or make any modifications not acceptable to the Department. Any contravention of the above will entail forfeiture of the earnest money. If the Department for any reason fails to issue selection notice to a bidder before the expiry of the firm period, or extend firm period upon mutual agreement, his tender will be cancelled.

11. Selection Notice

After it is decided to accept a tender, selection notice shall be issued to the bidder through registered post / courier / e-mail, within seven days. The date of registrationshall be the date of acceptance of the tender irrespective of the date when the communication is actually delivered to the bidder. In urgent cases, acceptance of a tender can also be communicated by telegram/ and or SMS to be followed byselection notice in proper form. In the selection notice the selected contractor will be notified to execute an agreement within a maximum period of fourteen days from the date of acceptance of the tender. Fine at the rate of 1% of the probable amount of contract (PAC) up to 10 days, shall be levied if agreement is not executed within the notified period of fourteen days, subject to a minimum amount of Rs. 1000 and a maximum amount of Rs. 25,000. In case the contractor fails to execute the agreement within 14 days or with fine within next 10 days from the date of selection notice, , tendering authority shall cancel the offer of contract forfeiting the EMD andtaking such other actions as mentioned in the bidding document. After cancelling, the offer of contract in the above case, the tendering authority may negotiate with the next lowest bidder and award the work to him if he expresses his willingness in writing to execute the work at the accepted rate of the default bidder. Otherwise the work shall be retendered.

12. Performance Guarantee

The selected bidder shall produce a security deposit equal to 10% of the contract amount in the form of Bank Guarantee from any nationalized or scheduled Bank which shall remain valid till 28 days from the completion of the defect liability period (DLP). The performance security deposit less any amount due from contractor shall be returned to him, on written application in the prescribed form, after 28 days from the date of completion of the defect liability period.

The person whose tender is accepted shall deposit 5% of the amount of agreement assecurity deposit (including earnest money) and shall sign the agreement[27]. The Performance Guarantee has been fixed at 5% of the contract amount as per the G.O (P) No.429/15/Fin dated 28/09/2015, amending the above terms as per PWD Manual. The above order also stipulates that at least 50% of the amount so paid shall be as treasury fixed deposit.

13. Additional Performance Guarantee

If the quoted amount by the bidder is less than 10% of the estimated amount, the bidder have to remit an Additional Performance Guarantee. EMD can be refunded once Performance Guarantee and Contract Agreement has been executed.

14. Contract Agreement

The contractor should enter into a contractual agreement with the department in the prescribed form. Contract details should be entered in the agreement register. As perThe Kerala Finance Act 2018, the contract for public works is to be signed on a stamp paper worth 0.1% of the Contract Amount (Minimum Rs. 200 & Maximum Rs. 1 lakh).

15. Handing Over of Site

After executing the agreement the contractor or his authorised agent shall take over the site from the Assistant Engineer within ten days and commence the work immediately. The contractor shall sign an acknowledgement in the prescribed form while the site is taken over. If the contractor does not turn up, the acknowledgement form for handing over of site duly signed by the Assistant Engineer shall be sent to the contractor through registered post and it shall be deemed that the contractor has taken over the site from the date of posting.

16. Measurement

The recording of measurement for works up to Rs. 50000/- is to be done by the Overseer and that exceeding this is to be done by the Assistant Engineer. Measurement is to be recorded in chronological order.

Only actions that are in accordance with the approved specification is to be recorded. Entering in the measurement book means that the work is approved. Therefore, low quality work should not be recorded.
The officer recording the measurements should include the signature and the designation with the date below the measurement recorded.

17. Returning of Site

On completion of a work, the contractor shall hand over the site to Assistant Engineer concerned after removing all debris, balance materials, temporary construction etc., and cleaning up the site.

6.1.6.3 Deposit Work (KSEB, KWA)

This is a method of project execution by paying in advance to departments / public sector undertakings. Payment can be made in advance to KSEB, KWA, Ground Water Department, PWD (Electrical & Electronics), KSHB etc. for executing projects

6.1.6.4 Through Accredited Agency (COSTFORD, NIRMITI etc.)

Public works can be carried out periodically through various accredited agencies, approved by the Government. The guidelines for the accredited agencies and the list of accredited agencies are included in the order.

6.1.6.5 Directly

When any work is executed by the Panchayat directly, the total expenditure of such work shall not exceed the total amount of estimate prepared. If the total cost of the estimate is exceeds the estimated cost due to the increase in rates of the local price of the materials and labour charges, such excess expenditure not exceeding 5% of the estimated cost may be sanctioned by the Panchayat. If such excess expenditure exceeds 5% of the estimated that amount may be sanctioned by the Panchayat withthe previous sanction of the technical committee.

When any work is done by daily labour, muster roll shall be kept. No labourer shall work for a continuous period exceeding 179 days. If execution of work is by the Panchayat directly, bills and other accounts shall be kept separately and they shall be given for scrutiny to any citizen on requisition. Only on unavoidable circumstances, the work can be carried out directly.

6.1.7 Completion of ProjectCompletion period

The completion period of the public works should be properly analysed using scientific criteria and specified in the tender schedule. Climate change, value of the work, the time required to store construction materials, the time required for different items, and all other factors must be considered in determining the time schedule. Time of completion shall be reckoned from the date of handing over of site[32]. Once the Contractor / Convener who has done the work notify the Implementing Officer, the Implementing Officer personally inspectsthe work place and records the quantity in the book. Once the work is completed and the measurement recorded, the higher official checks the measurements and attests the same.

From the total project cost, taxes, contribution to Building Workers Welfare Fund, the cost ofmaterials allowed by the institution / department and penalty are deducted and the balance amount is released to the Contractor. The liability to pay the taxes, subscription towards the Construction Worker's Welfare Fund etc., shall be on the contractor. The penalty is calculated considering the last day of recording the measurement by the Assistant Engineer inthe measurement book. No partial payment or final payment shall be allowed to any contractor or beneficiary committee without ensuring the quality of work or riot based on the measurements recorded in the measurement boot, as the case may be, in respect of any work[3] The measurement of work and check measurement shall be completed within one week of receipt of such information and after that final payment of the work shall be made within two weeks.

6.1.8 Preparation of Bills

The bills shall be prepared in the following format.

- Bills (KPW Form 2)
- Secured Advance (KPW Form 23A)
- Hand Receipt (KPW Form 24)

The Implementing Officer is responsible for ensuring that all statutory repayments from the contractor's bills are completed. It is the duty of the Implementing Officer to ensure that all the calculations recorded in the measurement book are correct and to check the accuracy of the measurements carried over in the measurement book.

- The report of the Monitoring Committee certifying that the work has been completedsatisfactorily is required
- The contractor should certify that the quantities recorded in the measurement book areaccurate.
- The decision of the Technical Committee on the dispute over the measurementsrecorded is to be accepted.
- The engineer is responsible for the accuracy and acceptance of the quality of work,quantities, and billing rates.
- The payment is to be credited to the Contractor's bank account.
- If the measurement and measurement checking is done by a Government Engineerthen the approval of the Technical Committee is not required.

6.1.8.1 Amounts to be charged from the Bills

Generally, income tax, goods and services tax and construction worker welfare fund contributions are deducted from the project cost

Items	Contractor	Beneficiary Committee / Company/ Firm	Remarks
Income Tax	1%	2%	
Goods and Services Tax	2%	2%	
Building Workers Welfare Fund	1%	1%	

In addition to the above mentioned deductions, the following deductions may on somesituations can also be made:

- If the institution allows departmental materials for the work, the departmental rates as per the contract should be deducted. If Bitumen is supplied as departmental material, along with market rate, conveyance charge also is to be charged along with market rate.
- Failure to complete the work within the stipulated time will result in a penalty under the revised PWD Manual. The amount of the penalty thus received can be depositedin the institution's own fund.

- If Part Bill is paid, a retention amount of 2.5% of the bill amount should be withheld and kept as a performance security deposit.
- If an advance has been paid to the Beneficiary Committee, the proportionate amount should be recovered from the Part Bill.

6.1.8.2 Building Workers Welfare Fund Contribution – Collection Charge

As per Kerala Building and Other Construction Workers Welfare Cess Act, 1996, (Section 3(3) 1% of the total value of the work is to be collected from the relevant work bill and transferred to the Workers Welfare Fund Board. 1% of the amount so collected can be collected by the respective local bodies in the form of collection charge.

6.2 Extension of Time of Completion and Penalty

If the work cannot be completed within the stipulated time due to reasons other than that of the Contractor, the application for extension should be made by the Contractor through the Assistant Engineer before the expiry date. Upon such application 25% of the original time of the work may be allowed as grace period.

When the contract period has to be extended due to default on the part of the contractor, the Contractor should apply through the Implementing Officer and obtain the approval of the Panchayat Committee on the said application and extend the period of completion up to 25% or up to 6 months, whichever is less, by levying a fine of 1% of the PAC. If the period of completion is to be extended again, a penalty of 2% is to be levied. However, the maximum extension cannot exceed 50% of the total completion time. The works completed after this period cannot be authorised. Payment is to be made to the contractor only after the arrangements for these works are carried out.

Note: According to a circular issued by the Additional Chief Secretary, Local Self Government Department, if the contractor does not complete the work on time, the penalty will be one per cent for the first three months and two per cent for each subsequent three months.

6.3 Termination of Contract

6.3.1 Termination of Contract (in case of death, insanity or insolvency)

In the event of death, insanity or bankruptcy of the Contractor, if his legal heirs / representative are ready to complete the work and is convinced by the authority that he / she can complete it, the authority may conclude the work with the same terms as in the previous contract.

However, if the work cannot be carried out in this manner, the work will be terminated in the present condition without imposing any penalty and action will be taken to complete the workin such a manner as not to incur any loss to both parties. The Contractor shall pay the amount due to the Government from this Contract from the Contractor's assets.

6.3.2 Termination (Default of the Contractor)

If the contract is terminated due to the fault of the contractor, the contractors may be fined forthe damages caused thereby. The contract may be terminated under any of the following reasons and may take other steps to complete the work on the liability for the contractor.

- The contractor not taking over the site and starting work even after the stipulated time
- The contractor not making proportional progress in the work even after the extension of time
- The contractor not applying for extension of time even after the end of the period of completion.

The license of the contractor whose contract has been terminated is to be cancelled and is to be barred from participating in the tender process for five years.

6.3.3 Realisation of Loss on account of Termination

An amount equal to 30% of the cost of the remaining works at agreed rates of the terminated contract shall be recovered from the defaulted contractor. The contractor shall be directed to remit this amount within three months. The total loss sustainable due to the default of the original contractor is to be assessed and the loss if any shall be realised after completion of the work. . Following steps can be adopted for realisation of loss, if he fails to remit the amount within this period.

- EMD / Security
- Bill amount / retention if any due to the contract.
- Any dues from department to the contract
- Bank Guarantee / Performance Guarantee
- By filling civil suit against the contractor

6.3.4 Revoking of Termination

The contract for a work on terminated can be revoked if the contractor expresses his willingness at later date to complete the balance work. But performance guarantee for 30% of the balance work to be completed shall be deposited. This performance guarantee shall be released only on completion of the work.

6.4 Sub Standard Work

If any work done is found defective or not in accordance with the specification, the Engineer under the control of the work may order its removal and re-construction or its rectification is deemed fit. The contractor is bound to carry out such removal and re-construction or rectification at his cost. The Engineer shall refer the matter to the higher authority, who will decide whether to accept reject or rectify the same. In case it is decided to be accepted, the authority will also decide the rate at which the work

may be accepted.

6.5 Progress Report

Progress report in the prescribed form is to be prepared and forwarded by the Assistant Engineer and remedial measures are to be suggested for speedy execution of the work.

6.6 Incentives for timely completion

Incentive at the rate of 1% of the estimate PAC subject to the maximum of Rs. 4 lakhs will be paid to the contractor if the work is completed with the original time of completion.

1. Community Based Organisational System

1.1 Public Works Management Committee

A minimum of 15 members should be there in the Panchayat Level Public Works Management Committee. The structure of the Management Committee is given below.

Chairman	-	President
Vice chairman	-	Chairman of the Standing Committee of DevelopmentConvenor -Assistant Engineer
Members	-	Chairman of the Standing Committee of Finance 8 Ex-officio 3 people's representatives Engineer of the Electricity BoardAgricultural Officer 2 Political party representatives

Suggestion: A voluntary activist can be depicted as unofficial coordinator.

1.2 Beneficiaries' Committee

This is a public committee for the implementation of the proposed project, which has been published from time to time in accordance with the Panchayat Raj Act and guidelines.

The responsibility of the supervision of the implementation, monitoring and evaluation of thiskind of committees is vested with the technical - public works officials. Upon completion of the work, the Beneficiary Committee itself can be transformed into the Management Committee responsible for the maintenance of the system.

1.3 Works committee

The committee formed for the implementation of specific works as per the Panchayat RajAct. There shall be a maximum of 15 members including people's representatives, officers and the nominated person, in the works committee. The committee ceases with the completion of the specific work.

1.4 Joint committee

The committee formed as per the Panchayat Raj Act, for the implementation of work being performed jointly by more than one local government institutions. The President of the Panchayat where the project is being implemented shall be the Chairman of the Committee.

The Convenor shall be the Officer of the public works sector of the Panchayat, where the project is proposed.

The number of members shall be a maximum of 15 including the Presidents, people's representatives and the nominated persons of the Panchayats concerned.

1.5 Monitoring Committee

This committee is the one formed for the daily monitoring of the works taken up in the fieldof public works. The Panchayat President and the A E. would be President and Convenor respectively. Two people's representatives (including a woman), Vice president (Finance), a voluntary worker and an independent technical expert would be members of the monitoring committee.

The Panchayat has the power to nominate the members.

The Novel Programmes

The formation of the public works division itself is a novel decision regarding the LSGD. A public works division came to existence by including the transferred engineering division completely to the Panchayat and coordinating the existing overseer, posts also with that will provide a letter work place for technical hands inthe LSG performance.

This has enabled the public works division to be set up as a comprehensive technical execution unit of the Panchayat in addition to mere supervising and control of the construction, tax collection or assigned work. Through this, the skills and services of the officers available in the areas where the best technical expertise is essential can be utilized forthe benefit of the public.

The Panchayat is able to make available the service of the technical division in agriculture, housing, transport, irrigation, maintenance of minor watersheds, land use, elimination of sewage and drainage. It can develop a network of officials and voluntary technical aspects so as to support their developmental function at grass root level.

Annexe 4.3.1 Major Regulatory Powers as per Kerala Panchayat Raj Act 1994

Some of the main regulatory provisions in the KERALA PANCHAYAT RAJ ACT 1994, which facilitates smooth public life and ensures facilities are provided to them, are enlisted below:

Section 219 A**. Village Panchayat to arrange for the removal of rubbish, solid, wastes and filth**. The Secretary shall make adequate provision for preventing the depots, place, receptacles, dust bins, vehicles and vessels referred to in sub section (1) from becoming sources of nuisance.

Section 219D. **Introduction of house-to-house collection of rubbish.** - (1) The secretary may, with the sanction of the village panchayat introduce in the village panchayat area or part there of house to house collection of rubbish

Section 219G. **Provision for processing of solid wastes.** - For the purpose of recycling, treating, processing and disposing of solid wastes or converting such solid wastes into compost or any other matter, construct, acquire, operate maintain and manage any establishment within or outside the village panchayat area and run it on a commercial basis or may contract out such activity.

Section 219H. **Removal of rubbish and solid waste accumulated on non-residential premises**. - (1) The Secretary may if he thinks fit by notice in writing of any premises used as (a) a factory, workshop or a place for carrying or any manufacturing process, or (b) a market or trade premises, or (c) a slaughter houses, or (d) a hotel, eating house, or restaurant, or (e) a hospital or a nursing home, or (f) a warehouse or godown, or (g) a place to public resorts, where rubbish offensive matter, filth, trade refuse, special wastes, hazardous wastes or excrementitious and polluted matters are accumulated in large quantities, to collect such matters accumulated thereon and to remove the same to a depot or place provided or directed by the secretary at such time and in such manner and by such routes as may be specified in the notice.

Section 219 I. **Prohibition of improper disposal of carcasses rubbish and filth.** - (1) No person shall after due provision has been made under section 219A by the village panchayat for the deposit and removal of rubbish, solid waste, carcasses or filth, deposit the same, -

Section 219 J. **Prohibition of keeping filth on premises. -** No owner or occupier of any premises shall keep or allow to be kept for more than twenty four hours any filth on such premises or in any building or on the roof thereof or in any outhouse

or any place appurtenant thereto, or fail to comply with any requisition of the secretary as to the construction, repair paving or clearing of any latrine belonging to premises

Section 219 K**. Prohibition against allowing outflow of filth**: - No owner or occupier of any premises shall allow the water from any sink, drain, latrine or stable, or any other filth to flow out of such premises to any portion of a street except a drain or a cess-pool or to flow out of such premises so as to cause an avoidable nuisance by the soakage of the said water or filth into the walls or ground at the side of drain forming a portion of a street.

Section 219 L. **Prohibition of disposal of skin**. -No person shall deposit the skin of a carcass or dispose of the carcass at a place other than that provided for the purpose.

Section 219 M. **Prohibition of using any cart without cover for the removal of filth etc**. - No person shall, for the removal of filth use any cart or receptacle not having a proper covering for preventing the escape of the contents thereof or of the stench there from, or intentionally or negligently spill any filth while removing or fail to sweep and carefully clean the place any such filth has spilled or place or deposit in any public place any filth whether in a closed or open vessel or otherwise.

Section 219 N. **Prohibition of deposit of rubbish or filth in public places**. - No person shall deposit or cause to be deposited any rubbish or filth or other debris into any public place not intended for deposit of rubbish, filth, or debris.

Section 219 O. **Prohibition against causing nuisance in public streets etc**.- No person shall cause any nuisance by relieving himself in any street, public place or public path or permit any person under his control to do so.

Section 219 R. **Power to inspect premises for sanitary purposes. -** The secretary or any officer authorized by him may at any time inspect any premises for the purpose of ascertaining the compliance of the provisions of this Act.

Section 219 S. **Punishment for depositing or throwing any rubbish or solid waste in contraction of the provisions of this Act**. - Whosoever deposits or throws any rubbish, solid waste or carcasses in contravention of the provisions of this Act shall, on conviction, be punishable

Section 220. **Prohibition of constructions in or over public roads, etc**. - Not-withstanding anything contained in this Act no person shall, (a) build any wall or erect any fence or other obstruction or projection or make any encroachment whatsoever, whether permanent or temporary, in or over any public road.

Section 221. **Public markets** - The village panchayat may, provide places, or use as public markets or close any such market or part thereof. All public markets within a village panchayat area shall be under the control and management of the village panchayat.

Section 222. **Licensing of private markets:** - (1) No person shall open a new private market or continue to keep open a private market unless he has obtained a licence from the Village Panchayat to do so. such, licence shall be got renewed by the licensee every year

Section 223. **Levy of fees by licensees of private markets**. - The Licensee of a private market may, subject to such rules as may be prescribed, levy any one or more of the following fees in any private market at such rates not exceeding the maximum prescribed, namely: -

Section 224. **Prohibition of sale in unlicensed private markets, etc. –** No person shall sell or expose for sale any animal or article. –

Section 225. **Prohibition of sale in public roads.** - The village panchayat shall by public notice prohibit the sale or exposure for sale of any animals or articles in or upon any public road or place or part thereof.

Section 226. **Prevention of person suffering from contagious diseases from entering markets.** - The Village Panchayats in the case of public markets, and the licensee in the case of private markets, shall prevent the entry therein or expel there from any person suffering from any contagious or infectious disease and may expel there from any person who is creating a disturbance therein.

Section 227. **Public landing places and cart-stands, etc.** - Subjects to such rules as may be prescribed, the village panchayat may – (a) provide public landing places, halting places and cart-stands (including stands for animals and vehicles of any description) and levy fees for their use; and (b) Where any such place or stand has been provided, prohibit the use for the same purpose by any person, within such distance, thereof, any public place or the side of any public road as the panchayat may, subject to the control of the Regional Transport Authority, specify

Section 228**. Private cart-stands.** - (1) No persons shall open a new private cart-stand or continue to keep open a private cart-stand unless he obtains from the village panchayat a licence to do so. Such licence shall be got renewed by the licensee every year.

Section 229**. Public slaughter houses**. - (1) A Village Panchayat may provide places for use as public slaughter houses and charge such rents and fees for their use not exceeding the maximum as may be prescribed:

Section 230. **Licence for slaughter houses**. - (1) The owner of any place within the village panchayat area which is used as a slaughter house for the slaughtering of animals or for the skinning or cutting up of any carcasses shall in the first month of every year or in the case of a place to be newly opened one month before the opening of the same, apply to the 176[Village Panchayat] for a licence.

Section 231. **Slaughter of animals for sale as food and power of Inspection.** - (1) No person shall slaughter within the Village Panchayat area except in a public or licensed slaughter house any cattle, horse, sheep, goat or pig for sale as food or skin or cut up any carcass without or otherwise than in conformity with a licence from the Village Panchayat or dry or permit to be dried any skin in such manner as to cause a nuisance. It shall be ensured that the said slaughter house is kept clean:

Section 232. **Purpose for which places may not be used without a license**. - (1) The village panchayat may notify that no place in the Panchayat area shall be used for any of the purposes specified in the rules made in this behalf being purposes which in the opinion of Government, are likely to be offensive or dangerous to human life or health or property, without a license issued by the 178(Secretary) and except in accordance with the conditions specified in such licence:

Section 233**. Permission for the construction of factories and the installation of machinery** - (1) No person shall, without the permission of the village panchayat and except in accordance with the conditions specified in such permission, -

Section 234B. **Administrative powers of the panchayat in respect of the existing water supply and sewerage schemes.** - (1) Notwithstanding anything contained in the Kerala Water Supply and Sewerage Act, 1986 (14 of 1986) or in any other law, the maintenance and administration of the water supply and sewerage schemes which cannot be vested in and transferred to the panchayat under section 234A and is beneficial to the residents within the area of more than one Local Self Government Institutions shall vest in the committee to be constituted by the Government for the purpose.

Section 235**. Numbering of buildings**. - (1) The Secretary of the village panchayat may in any area, where this Act is applicable, affix a number of a particular size and form on the side or outer door of any building or on any place at the entrance to the compound.

Section 235 B**. Building site and construction or reconstruction of building**. - No part of the land shall be used as a site for the construction of a building and no building shall be constructed or re-constructed otherwise than in accordance with the provisions of this part and of any rules or bye-laws made under this Act relating to the use of building sites or the construction or reconstruction of buildings.

Section 235 N. **Power of Secretary to require alteration in work**. - (1) Where it comes to the notice of the Secretary that, a work – (a) is not in accordance with the plans or specifications approved, or (b) is in contravention of any of the provisions of this Act or any rule, bye-law, order of declaration made there under, he may, by notice, require the person for whom such work is done, -

Section 235 O**. Stoppage of construction or reconstruction endangering human life**. - Notwithstanding anything contained in any of the foregoing provisions in this chapter, the Secretary may, at any time, stop the construction or reconstruction of any building if, in his opinion, the work in progress is dangerous to human life

Section 235 Q. **Prohibition of commencement of work without permission**. - No person shall, commence the construction or re-construction of a hut without permission in any land referred to in section 235 P.

Section 235 W**. Demolition or alteration of building works unlawfully commenced**, carrying on or completed. - (1) Where the Secretary is satisfied that – (i) the construction, or reconstruction or alteration of any building - (a) has been commenced without obtaining the permission of the Secretary or in contravention of the decision of the village panchayat; or (b) is being carried on, or has been completed otherwise than in accordance with the plans specifications, or information on which such permission or decision was based; or (c) is being carried on, or has been completed in contravention of any of the provisions of this Act or any rule or bye-law or order made or issued there under or any direction or requisition lawfully given or made under this Act, such rule, bye-law or order; or

Section 235. X. **Order of stoppage of Buildings or works in certain cases**. - (1) Where the erection of any building or the execution of any work has been commenced or is being carried on (but has not been completed) without obtaining the permission of the Secretary or in contravention of any decision of the Village Panchayat or any of the provisions of this Act or any rule or byelaw made there under or any lawful direction or requisition given or made under this Act, or the rules or byelaws, the Secretary may without prejudice to any other action that may be taken under this Act, by order require the person at whose instance the building or the work has been commenced or is being carried on, to stop the same forthwith

Section 235 Z. **Penalty for unlawful construction of building.** - (1) Where the construction, reconstruction or alteration of any building, (a) is commenced without the permission of the Secretary; or (b) is carried on or completed otherwise than in accordance with the particulars on which such permission is based; or (c) is carried on or completed in contravention of any lawful order or in breach of any provision contained in this Act or in any rule or bye-law made there under or of any direction or requisition lawfully given or made; or (d) about which alteration or addition required by notice issued under section 235 Nis not duly made; or (e) about which any person to whom a direction, given by the Secretary under section 235 W, fails to obey such direction; the owner of the building or such person, as the case may be, shall, on conviction be liable to a fine which may extend to rupees ten thousand in the case of a building and to rupees one thousand in the case of a hut and to a further fine of rupees one thousand in the case of a building and rupees ten in the case of a hut for each day of continued offence:

Section 235 AA. **Property tax to the building constructed unlawfully**. - (1) Where any person has unlawfully constructed or re-constructed any building, such building shall, without prejudice to any action that may be taken against that person, be liable to property tax from the date of completion or occupation whichever is earlier, till the date of demolition of that building

Section 235 AB. **Power to regularize the unlawful building construction**. - (1) Not withstanding anything contained in this Act, if any person or institution unlawfully developed any land or constructed any building on or before 31st December 1998, the Government may, on realization of a compounding fee as prescribed, regularize such land development or building construction:

Section 236**. General provisions regarding licenses and permissions**. - (1) Save as otherwise expressly provided in, or may be prescribed under this Act, every application for any licence or permission under this Act or any rule or byelaw made there under or for the renewal thereof, shall be made not less than thirty and not more than ninety days before the earliest date with effect from which, or the commencement of the period (being a year of such less period as is mentioned in the application) for which the licence or permission is required

Section 238. **Precautions in case of dangerous trees and pruning of hedges and trees**. - (1) (a) If any tree or any branch or portion of a tree or the fruits of any tree be deemed by the village panchayat to be likely to fall and thereby endanger any person, any structure, or any cultivation, the Village Panchayat may by notice require the owner of the said tree to secure, lop or cut down the said tree or remove the fruits thereof so as to prevent any danger there from.

Section 245**. Persons empowered to prosecute**. - (1) Save as otherwise expressly provided in this Act, no person shall be tried for an offence against this Act or any rule or bye-law made thereunder unless complaint is made within one year of the commission of the offence by 194 Added by Act 13 of 1999. the police, the Secretary or a person expressly authorized by the Panchayat in this behalf, but nothing herein shall affect the provisions of the Code of Criminal Procedure, 1973. (Central Act 2 of 1974) in regard to the power of certain Magistrate to take cognizance of offences upon information received or upon their own knowledge of suspicion

Section 266. **Registration of Tutorial Institutions**. - (1) On or after the commencement of this Act, no tutorial institution shall be established within a village panchayat area without prior registration obtained from that village panchayat and an application for such registration shall be made to the village panchayat concerned in the prescribed manner along with such fee as prescribed:

Section 270. **Registration of Private hospitals and private para-medical institutions**. - (1) On or after the commencement of this Act, no private hospital or para-medical institutions shall be established within the territorial area of a village panchayat without prior registration in that village panchayat

Section 271 B**. Right to information**. - (1) Every person bonafide requiring any information shall have the right to get such information in accordance with the procedure prescribed. (2) Notwithstanding anything contained in sub-section (1), the Government may, in the interest of public and local administration by notification in the Gazette, classify any document containing special categories of information as notified document and no person shall have any right to such information and the Panchayat may reject any application to get such information.

Annexe 4.3.2 Major Regulatory Powers as per the Kerala Municipalities Act 1994

For ensuring public safety and providing a serine life for the citizens, lot of statutory provisions are there in the Kerala Municipal Act 1994. Similar provisions are there in the Panchayat Raj Act also. Some of the main regulatory provisions in the Kerala Municipal Act 1994, which facilitates smooth public life and ensures facilities are provided to them, are enlisted below:

POWER TO CARRY WIRE, PIPES, DRAINS ETC., THROUGH PRIVATE PROPERTY

Section 317— The Secretary may, for the purpose of implementation of any scheme for water supply or drainage entrusted to a Municipality or for its maintenance or for the establishment or maintenance of any lighting of public streets carry any cable, wire, pipe, drain or channel of any kind through, across, under, or over any road, street or place laid out for road or street and after giving fifteen days' notice in writing to the owner or occupier, through, across, under, over or up the side of, any land or building in the Municipality, and may place and maintain posts, poles standards, brackets or other contrivances to support wires and lights on any pole or post in the Municipality not owned by the State or the Central Government and may do all acts necessary or expedient for repairing or maintaining any such cable, wire, pipe ,drain, channel, post, pole, standard, bracket or other similar contrivance in an effective state for the purpose of which it is intended to be used or for removing the same: Provided that such work shall be done so as to cause the least practicable nuisance or inconvenience to any person.

PROHIBITION OF MAKING CONNECTION WITH MAINS WITHOUT

PERMISSION

Section 318—(1) No person shall, without the permission of the Secretary make any connection with any municipal cable, wire, pipe, any underground drain under the control of the Municipality or with the house connection of any other person.

LICENSING OF PUBLIC LATRINES

Section 321— (1) The Secretary may issue licence, for the period as fixed by the Council, for providing and maintaining latrines for public use.

PROVISION OF LATRINES BY OWNER OR OCCUPIER

Section 322— (1) The Secretary may, by notice, require the owner or occupier of any building, within the time specified in such notice, to provide a latrine or alter or remove from an unsuitable to a more suitable place any existing latrine in accordance with the directions contained in such notice for the use of the persons employed in or about or occupying such building and to keep it clean and in proper order.

PROVISION OF LATRINES FOR LABOURERS

Section 323— Every person employing workmen, labourers or other persons exceeding nine in number, shall provide and maintain for the separate use of persons of each sex so employed, latrines of such description and number and in such position as the Secretary may, by notice, require within such time as may be fixed in the notice

PROVISION OF LATRINES FOR MARKETS, CART STANDS, CATTLE SHEDS, CHOULTRY ETC

Section 324—The Secretary may, by notice require the owner or manager of a market, cart stand, cattle shed, chou try, theatre, railway station, dock, wharf or other place of public resort to provide and maintain within the time specified in such notice for the separate use of persons of each sex, latrines of such description and number and in such position as may be specified in such notice.

CONTRACT WITH OWNER OR OCCUPIER FOR REMOVAL OF RUBBISH OR FILTH

Section 328—The Secretary may enter into contract with the owner or occupier of any premises to remove rubbish or filth from such premises on such terms and conditions as may seem suitable to the Secretary and on payments of fees at such rates as the Municipality determines from time to time.

REMOVAL OF SOLID WASTE, RUBBISH AND SOLID WASTE

ACCUMULATED ON NON- RESIDENTIAL PREMISES.

Section 334-_The Secretary may, if he thinks fit, by notice in writing , require the owner or the occupier of any premises used as-

(i) a factory, workshop or a place for carrying on any manufacturing process, or

(ii) a market or trade premises, or

(iii) a slaughter house, or

(iv) a hotel, eating house, or restaurant, or

(v) a hospital or a nursing home, or

(vi) a warehouse or godown, or

(vii) a place to which large number of persons resort, where rubbish, offensive matter, filth, trade refuse, special wastes, hazardous wastes or

excrementitious and polluted matters are accumulated in large quantities, to collect such matters accumulating thereon and to remove the same to a depot or place

provided or directed by the Secretary at such time and in such manner and by such routes as may be specified in the notice.

POWER TO INSPECT PREMISES FOR SANITARY PURPOSES

Section 344— The Secretary or any officer authorized by him may, at any time , inspect any premises for the purpose of ascertaining compliance with the provisions of this Act.

TEMPORARY CLOSURE OF STREETS

Section 356— The Secretary may, by an order in writing, temporarily close any street to traffic for repair or in order to carry our any work connected with drainage, water supply or lighting or any of the purposes of this Act.

POWER OF SECRETARY TO ORDER WORK TO BE CARRIED OUT OR TO CARRY IT OUT HIMSELF IN DEFAULT

Section 362-Where any private street or part thereof is not levelled, paved, metaled, flagged, channelled, drained, conserved or lighted to the satisfaction of the Secretary, he may, by notice, require the owners or occupiers of building, or lands fronting or abutting on such street or pan thereof to curry out any work, which in his opinion may be necessary and within such time as may be specified in such notice.

REMOVAL OF ENCROACHMENTS

Section 367— (1) The Secretary may, by notice, require the owner or occupier of any premises to remove or alter any projection. Encroachment or obstruction other than a door, gate, bar or ground floor window situated against or in front of such premises and in or over any street.

PROHIBITION OF DEPOSITS ETC., OF THINGS ON PUBLIC STREET

Section 370-_Without permission of the Secretary,- (a) no person shall place or deposit upon any public street or upon any open channel, drain, or well in any street or in any public place within a municipal area, any stall, chair, bench, box, ladder, bale or other things so as to form an obstruction or encroachment thereto;

(b) no workshops doing repair work of motor vehicles or motor vehicle parts shall do any repair work or for doing repair work or after doing repair work, park upon public streets near their premises.

SECRETARY MAY WITHOUT NOTICE REMOVE ENCROACHMENT

Section 372— Notwithstanding anything contained in this Act, the Secretary may, without notice, cause to be removed.

PROHIBITION OF MAKING HOLES AND CAUSING OBSTRUCTION.

Section 375-_No person shall make a hole or cause any obstruction in any street unless he previously obtains the permission of the Secretary and complies with such conditions as he may impose.

NUMBERING OF BUILDINGS

Section 380— (1) The Secretary shall cause a number to be affixed to the side or outer door of any building or to some place at the entrance of the premises.

POWER OF SECRETARY TO REQUIRE ALTERATION IN WORK.

Section 395-_Where it comes to the notice of the Secretary that a work,-

(a) is not in accordance with the plans or specifications approved, or

(b) is in contravention of any of the provisions of this Act or any rule, byelaw, order or declaration made thereunder, he may, by notice, require the person for whom such work is done.

STOPPAGE OF WORK ENDANGERING HUMAN LIFE

Section 396— Notwithstanding anything contained in any of the foregoing provisions in this Chapter, the Secretary may, at any time, stop the construction or reconstruction of any building if, in his opinion, the work in progress endangers human life.

DEMOLITION OR ALTERATION OF BUILDING WORK UNLAWFULLY

COMMENCED, CARRIED ON OR COMPLETED.

Section 406-_Where the Secretary is satisfied-

(i) that the construction, reconstruction or alteration of any building or digging of any well-

(a) has been commenced without obtaining the permission of the Secretary or in contravention of the decision of the Council; or

(b) is being carried on, or has been completed otherwise than in accordance with the plans or specifications on which such permission or decision was based; or

(c) is being carried on, or has been completed in breach of any of the provisions of this Act or any rule or bye-law or order made or issued thereunder or any direction or requisition lawfully given or made under this Act, such rule, bye-law or order; or

(ii) that any alteration required by any notice issued under section 395 has not been duly made; or

(iii) that any alteration of or addition to any building or any other work made or done for any purpose in or upon any building has been commenced or is being carried on or has been completed in contravention of the provisions of section 405, he may make a provisional order requiring the owner or the person for whom the work is done to demolish the work done, or so much of it as, in the opinion of the Secretary, has been unlawfully executed or to make such alterations as may, in the opinion of the Secretary, be necessary to bring the work in conformity with the provisions of this Act, bye-laws, rules, direction, order or requisition as aforesaid, or with the plans and specifications on which such permission or decision was based, and may also direct that until the said order is complied with, the owner or such person shall refrain from proceeding with the work.

ORDER OF STOPPAGE OF BUILDINGS OR WORKS IN CERTAIN CASES

Section 408— (1) Where the erection of any building or the execution of any work has been commenced or is being carried on (but has not been completed) without obtaining the permission of the Secretary or in contravention of any decision of the Council or any of the provisions of this Act or any rule or bye-law made thereunder or any lawful direction or requisition given or made under this Act, or the rules or bye-laws, the Secretary may, without prejudice to any other action that may be taken

under this Act, by order require the person at whose instance the building or the work has been commenced or it being carried on, to stop the same forthwith.

PRECAUTIONS IN CASE OF DANGEROUS STRUCTURES

Section 411— (1) Where any structure is deemed by the Secretary to be in a ruinous state and dangerous to the passers-by or to the occupiers of neighbouring structures, the Secretary may by notice require the owner or occupier of such structure to fence off, take down, secure, demolish or repair the same so as to prevent any danger therefrom.

PRECAUTIONS IN CASE OF DANGEROUS TREES

Section 412— (1) Where any tree or any branch of a tree or the fruits of any tree deemed by the Secretary to be likely to fall and thereby endanger any person or any structure, the Secretary may, by notice, require the owner of the said tree to secure, lop or cut down the said tree or any branch thereof so as to prevent any danger therefrom.

PRECAUTIONS IN CASE OF DANGEROUS TANKS, WELLS, HOLES ETC

Section 413— (1) Where any tank, pond, well, hole, stream, dam, bank or other place 'appears to the Secretary to be, for want of sufficient repair, protection or enclosure, dangerous to the passer-by or to persons living in the Neighbourhood, the Secretary may by notice, require the owner to fill in, remove, repair, protect or enclose the same so as to prevent any danger therefrom.

POWER TO STOP DANGEROUS QUARRYING

Section 414— Where in the opinion of the Secretary, the working of any quarry or the removal of stone, earth or other material from any place is dangerous to persons residing in or having legal access to the Neighbourhood thereof or creates or is likely to create a nuisance, the Secretary may, by notice, require the owner or person having control of the said quarry or place to discontinue working the same or to discontinue

removing stone, earth or other material from such place or make such order as he deems necessary for the purpose of preventing danger or abating the nuisance arise or likely to arise from such quarry or place.

PRECAUTIONS AGAINST FIRE

Section 415— (1) The Secretary may by notice, require the owner of any structure, booth or tent partly or entirely composed of or having any external roof, verandah, pandal or wall partly or entirely composed of cloth, grass, leaves, mats, or other highly inflammable materials to remove or alter such tent, booth, structure, roof, verandah, pandal or wall, or may grant him permission to retain the same on such conditions as the Secretary may think necessary to prevent danger from fire.

PROHIBITION OF CONSTRUCTION OF WELLS, TANKS, ETC., WITHOUT THE PERMISSION OF THE SECRETARY

Section 416— (1) No new well, tank, pond, cistern, fountain or the like shall be dug or constructed without the permission of the Secretary.

PROHIBITION OF WASHING BY WASHERMEN AT UNAUTHORISED PLACES

Section 424—(1) The Secretary may, by public notice, prohibit the washing of clothes by washer men in the exercise of their calling, within the municipal area.

REMOVAL OF FILTH OR NOXIOUS OR WILD VEGETATION

Section 427— The Secretary may, by notice, require the owner or occupier of any building or land which appears to him to be in a filthy or unwholesome state, or over-grown with any thick, noxious or wild vegetation, trees or undergrowth injurious to health or offensive to the Neighbourhood, to clear, cleanse or otherwise put the land in proper state or to clear away and remove such vegetation, trees or undergrowth within twenty four hours or such longer period not exceeding forty eight hours and in such manner as may be specified in the notice.

SECURING TREES ADJACENT TO HOUSE OR WELL

Section 428— Where it appears to the Secretary that any tree or branch of any tree is likely to be a nuisance to the adjacent houses or wells or tanks, the Secretary may, by notice, require the owner of the said tree to chop, secure or cut down the said

tree within such time as may be specified in the notice, which shall not exceed forty-eight hours, so as to prevent the nuisance therefrom.

FENCING OF BUILDINGS OR LANDS AND PRINTING OF HEDGES AND TREES.

Section 429— The Secretary may, by notice, require the owner or occupier of any building or land near a public street.

SECRETARY TO ACT IN DEFAULT

Section 430— Where any person fails to comply with a requisition made by the Secretary under sections 426, or section 427, or section 428 or section 429, the Secretary may, without prejudice to any other action that may be taken against such person, cause the act or the work mentioned in that section to be done and the expenses incurred thereby may be recovered from such person in such manner as arrears of property tax under this Act.

LICENSING OF DOGS

Section 437— No person shall keep any dog except with a licence obtaining from the Secretary and every owner shall cause his dog to be inoculated against rabies.

POWER TO DISPOSE OF STRAY PIGS AND DOGS

Section 438— The Secretary may order for the seizure and destruction of unlicensed pigs or dogs straying in the municipal area shall make such arrangements therefor as he may deem fit.

POWER OF SECRETARY TO USE OR SELL MATERIALS OF DANGEROUS STRUCTURE TAKEN DOWN, ETC., AND PROCEDURE WHEN THERE IS NO OWNER OR OCCUPIER

Section 439— (1) Where the Secretary takes down any structure or part thereof or cuts down any tree, hedge, shrub, or part thereof or removes any fruit by virtue of his powers under this Chapter, the Secretary may sell the materials or things taken down, cut down or removed, and apply the proceeds in or towards payment of the expenses incurred therefore

POWER OF SECRETARY TO ISSUE DIRECTIONS TO ABATE NUISANCE

Section 440— (1) Where the Secretary is satisfied that any act or omission, place or thing which causes or is likely to cause injury, danger, annoyance, disturbance or offence to the sense of sight, smell or hearing or to rest or sleep or which is or may be dangerous to life or injurious to health or property of any person or persons, he may issue such direction to such person at whose instance, he has reason to believe that such nuisance is caused or such act or omission it is likely to be caused and take all steps as may be required to abate the said nuisance within such time as may be

specified in the notice which shall not exceed forty eight hours.

THE SECRETARY MAY ENTER ANY FACTORY, WORKSHOP OR WORKPLACE

Section 451— (1) The Secretary or any person authorized by him in this behalf may enter any factory or workshop or workplace at any time between sunrise and sunset.

REGULATION OF MILK TRADE

Section 456— (1) No person shall without or otherwise than in conformity with a licence from the Secretary- (a) carry on within a municipal area the trade or business of a dealer in or importer or seller or hawker of milk or dairy produce.

CONTROL OF SECRETARY OVER PUBLIC MARKETS

Section 459— (1) No person shall, without the permission of the Secretary or, if the collection of fees have been farmed out, of the farmer, sell or expose for sale any animal or article within any public market.

POWER TO CLOSE PRIVATE MARKET

Section 466— The Secretary or any officer duly authorized by him in that behalf may close any private market in respect of which no licence has been applied for or the licence for which has been refused, withheld or suspended or which is held or kept open contrary to the provision of this Act.

PROHIBITION OF USE OF PUBLIC PLACE OR SIDES OF PUBLIC STREETS AS CART STAND ETC

Section 473— Where a Municipality has provided a public landing place, halting place or cart stand, the Secretary may prohibit the use for the same purpose by any person within such distance thereof as may be determined by the Municipality of any public place or the sides of any public street, and may in addition to the penalty imposed by or under this Act seize and detain any cart, carriage or vessel plying in disobedience of such prohibition and may release it after obtaining satisfactory guarantee for the due observance of such prohibition.

DUTY OF SECRETARY TO INSPECT

Section 476— The Secretary shall make provision for the constant and vigilant inspection of animals, carcasses, meat, poultry, flesh, fish, fruit, vegetables, corn, bread, flour, milk, ghee, butter, oil and any other articles exposed or hawked about for sale or deposited in or brought to any place for the purpose of sale or preparation for sale.

POWER OF SECRETARY FOR PURPOSES OF INSPECTION

Section 477— (1) The Secretary or any person authorized by him in writing for the purpose may, without notice, enter any slaughter house or any place where animals, poultry or fish intended for food are exposed for sale or where articles of food are being manufactured or exposed for sale at any time by day or night when the slaughter, exposure for sale or manufacture is being carried on and inspect the same and any utensil or vessel used for manufacturing, preparing or containing any such article.

POWER OF SECRETARY TO SEIZE DISCEASED ANIMAL, NOXIOUS

FOOD, ETC.

Section 479— Where any animal, poultry or fish intended for food appears to the Secretary or to the person authorized by him, to be diseased, or any food appears to him to be noxious, or if any vessel or utensil used in manufacturing, preparing or containing such articles appears to be of such kind or in such state as to render the article noxious, he may seize or carry away or secure such animal, article of food, utensil or vessel, in order that same may be dealt with as hereinafter provided.

COMPETENT AUTHORITY TO REOPEN A GRAVE

Section 489-without the sanction in writing of the Secretary or an order in writing of a Magistrate, of competent jurisdiction, reopen a grave already occupied.

(As per Section 176(3) Cr.PC, whenever such Magistrate considers it expedient to make an examination of the dead body of any person who has been already interred, in order to discover the cause of death, the Magistrate may cause the body to be disinterred and examined.)

DISPOSAL OF UNCLAIMED DEAD BODIES

Section 491— Notwithstanding anything contained in any other law or direction for the time being in force the Secretary shall arrange for the disposal of unclaimed dead bodies found within his jurisdiction and may incur the expenditure, therefore.

POWER OF ENTRY INTO SUSPECTED PLACES

Section 495— The Secretary or the health officer may, at any time, by day or by night and without notice, if it appears reasonable to him inspect any place in which any dangerous disease is reported or suspected to exist and take such measures as he may think fit to prevent the spread of such disease beyond such place.

PROVISION OF PLACES FOR DISINFECTION AND POWER TO DESTROY INFECTED ARTICLES

Section 497—(1) The Secretary shall from time to time notify places at which conveyances, clothing, bedding or other articles which have been exposed to infection from any dangerous disease shall be washed or disinfected.

SECRETARY MAY ORDER REMOVAL OF PATIENTS TO HOSPITAL

Section 500— Where a hospital or other place for the reception of persons suffering from dangerous diseases is provided by a Municipality, the Secretary may, on a certificate signed by a qualified medical practitioner, arrange for, or direct the removal to such hospital or place of any person suffering from a dangerous disease who is, in the opinion of such practitioner, without proper lodging or accommodation, or without, medical supervision for prevention of the spread of the disease, or who is in a place occupied by more than one family.

SUMMONS TO ATTEND AND GIVE EVIDENCE OR PRODUCE

DOCUMENTS

Section 519— The Secretary may summon any person to attend before him and to give evidence or produce documents as the case may be, in respect of any question relating to taxation, inspection, or registration or to the grant of any licence or permission under the provisions of this Act.

POWER OF ENTRY TO INSPECT, SURVEY OR EXECUTE WORK

Section 529— The Secretary or any person authorized by him in this behalf may enter on any building or land, with or without assistants or workmen, to make any inquiry, inspection, test, examination, survey, measurement or valuation or for the purpose of lawfully placing or removing pipes or meters or to execute any other work authorized under this Act or any rule, bye-law, regulation or order made thereunder or which it is necessary for any of the purposes of this Act or in pursuance of any of the said provisions, to make or execute.

POWER OF ENTRY ON LANDS ADJACENT TO WORKS

Section 530— (1) The Secretary or any person authorized by him in this behalf may, with or without assistants or workmen, enter on any land adjoining or within fifty meters of any work authorized by this Act or by any rule, bye-law, regulation or order made thereunder, for the purpose of depositing on such land any soil, gravel, stone or other materials or of obtaining access to such work or for any other purpose connected with the carrying on the work.

POWER TO CALL FOR INFORMATION FROM VILLAGE OFFICERS

Section 530A—(1) The Secretary may, with the approval of the Chairperson, by an Order in writing require the concerned Village Officer of the Municipal area to furnish him with such categories of information as may be prescribed, in respect of a Village or any part thereof or any person or property therein and every such order shall be complied with by the Village Officer.

POWER OF SECRETARY TO AGREE TO RECEIVE PAYMENT OF

EXPENSES IN INSTALMENTS

Section 536—Instead of recovering expenses in the manner provided under section 538, the Secretary may, if he thinks fit, take an agreement from the person liable for the payment thereof, to pay the same in instalments of such amounts and at such intervals as will secure the payment of the whole amount due, with interest thereon at the rate of twelve percentage per annum within a period of not more than five years.

POWER TO SUMMON ANY PERSON

Section 518 and 519 - The powers conferred by virtue of sections 518 and 519 of Kerala Municipal Act 1994 on the Secretary of Municipality is same as that of a Revenue Officer mentioned in the Kerala Enquiries and Summonses Act, 1960 (4 of I960). Section 518 of Kerala Municipality Act 1994 deals with the POWER OF PERSONS CONDUCTING ENQUIRIES-Every inspecting or superintending Officer holding any enquiry into matters falling within the scope of their duties shall have, for the purposes of such enquiry, the same powers in regard to the issue of summonses for the attendance of witnesses and the production of documents as are conferred upon the ***revenue officers*** by the Kerala Enquiries and Summonses Act, 1960 (4 of I960) and the provisions of that Act shall apply to summonses issued and to persons summoned by virtue of the powers conferred by this section.

Section 518 of Kerala Municipality Act 1994 deals with the POWER OF PERSONS CONDUCTING ENQUIRIES-Every inspecting or superintending officer holding any enquiry into matters falling within the scope of their duties shall have, for the purposes of such enquiry, the same powers in regard to the issue of summonses for the attendance of witnesses and the production of documents as are conferred upon the ***revenue officers*** by the Kerala Enquiries and Summonses Act, 1960 (4 of I960) and the provisions of that Act shall apply to summonses issued and to persons summoned by virtue of the powers conferred by this section.

Section 519. Summons to attend and give evidence or produce documents. — The Secretary may summon any person to attend before him and to give evidence or produce documents as the case may be, in respect of any question relating to taxation, inspection, or registration or to the grant of any licence or permission under the provisions of this Act.

Section 2 of Kerala Enquiries and Summonses Act, 1960 (4 of I960). Revenue Officers empowered to summon persons to appear or to produce any document before them.— The Members Board of Revenue, the collectors, Deputy Collectors, Revenue Divisional Officers, Tahsildars and Deputy Tahsildars shall have power to summon any person whose evidence may to them to be necessary for the investigation of any matter in which they or any of the officers subordinate to them are authorized to hold an enquiry, and also to require, subject to any privilege in the matter of production of document which may be claimed by that person under

any law for the time being in force, the production of any document relevant to the matter under enquiry, which may be in the possession or under the control of such person.

Public and Private Nuisance - Waste Management/Nuisance.

Public Nuisance

Kerala Municipal Act provides for prevention and removal of public nuisance in different forms. They are,

Removal of solid waste, rubbish and solid waste accumulated on nonresidential

premises. (Section 334);

Failure to set up waste management facility (Section 334A 1 ,2 and 3)

Prohibition of improper disposal of carcasses, rubbish and filth. (Section 335);

Prohibition of allowing outflow of filth (Section 337);

Prohibition of disposal of skin (Section 338);

Prohibition of using any cart without cover in the removal of filth etc. (Section 339);

Prohibition of throwing rubbish or filth into public places. (Section 340);

Prohibition of deposit of filth, rubbish or excreta in water bodies. (Section 340 A);

Prohibition of commission nuisance in public streets etc. (Section 341);

Prohibition of obstruction in or over streets (Section 364);

Prohibition and regulation of doors, ground floor windows and bars opening outwards. (Section 366);

Removal of encroachments. (Section 367);

Prohibition of structures or fixtures which cause obstruction in public streets. (Section 369);

Prohibition of deposits etc., of things on public street (Section 370);

Prohibition of making holes and causing obstruction (Section 375);

Clearing of debris of fallen trees etc. by occupiers (Section 378);

Power to stop dangerous quarrying (Section 414);

Filling in pools, etc., which are sources of nuisance. (Section 417);

Regulation or prohibition of certain kinds of cultivations (Section 418);

Prohibition or regulation of washing of animals, clothes, or fishing or drinking in public water courses, tanks, etc. (Section 422);

Prohibition of washing by washer men at unauthorized places (Section 424);

Prohibition of defiling of water of tanks, etc., whether public or private (Section 425);

Fencing of buildings or lands and printing of hedges and trees (section 429);

Further powers with reference to insanitary buildings (Section 432);

Power to dispose of stray pigs and dogs (Section 438);

Prohibition of letting animals stray on public streets. (Section 439);

Abatement of nuisance from factory, workshop etc. (Section 449);

Duty of expelling persons suffering from infectious diseases etc., from market and power to expel disturbers. (Section 468);

Power to prohibit or regulate the sale of articles in public streets. (Section 470);

Disinfection of buildings and articles. (Section 496);

Prohibition of transfer of infected articles. (Section 498);

Power of Municipality to prohibit use of water likely to spread infection. (Section 499);

Secretary may order removal of patients to hospital. (Section 500);

Prohibition of infected person carrying on occupation. (Section 501);

Prohibition of diseased person entering public conveyance. (Section 502);

Power to order closure of places of public entertainment. (Section 504);

Minor suffering from dangerous disease not to attend school. (Section 505).

Private Nuisance

Prohibition of keeping filth on premises (Section 336);

Stoppage of work endangering human life (396);

Precautions in case of dangerous structures. (Section 411);

Precautions in case of dangerous trees (Section 412);

Precautions in case of dangerous tanks, wells, holes etc. (Section 413);

Cleaning of insanitary private tank or well, the water of which is used for drinking etc. (Section 419);

Removal of filth or noxious or wild vegetation (Section 427);

Securing trees adjacent to house or well (Section 428);

Lime-washing and cleansing of buildings (Section 431);

Buildings unfit for human habitation (Section 433);

Abatement of overcrowding in dwelling house or dwelling place (Section 434);

Prohibition of keeping of animals so as to cause nuisance or danger (Section 436);

Prohibition of nuisance in private market (Section 465).

Annexe 10.1 Panchayats and Municipalities/Municipal Corporations having Scheduled Tribe Population

Sl No	Code	Village Panchayats	Population 2011 Cenaua
1	G120103	Thirunelly	14422
2	G090601	Agali	11982
3	G120201	Panamaram	11888
4	G120305	Noolpuzha	11229
5	G090602	Pudur	10239
6	G120202	Poothadi	9212
7	G090603	Sholayar	9165
8	G120106	Thavinhal	8884
9	G120301	Meenangadi	8301
10	G120302	Nenmeni	8202
11	G120204	Pulpalli	7866
12	G140503	Panathady	7639
13	G120102	Vellamunda	7571
14	G140107	Enmakaje	7432
15	G140501	Balal	6892
16	G131001	Aralam	6891
17	G140502	Kodom Beloor	6762
18	G120205	Kaniambetta	6252
19	G120303	Ambalavayal	6211
20	G060101	Adimaly	6162
21	G120104	Thondernad	5862
22	G120105	Edavaka	5726

Sl No	Code	Village Panchayats	Population 2011 Cenaua
23	G120404	Mutil	5711
24	G140205	Delampady	5435
25	G140504	Kallar	5355
26	G140207	Kuttikol	5321
27	G140506	West Eleri	5131
28	G120401	Kottathara	4871
29	G091003	Muthalamada	4842
30	G060405	Velliyamattom	4737
31	G131105	Kolayad	4694
32	G010504	Vithura	4289
33	G071110	Kuttampuzha	4113
34	G140206	Bedaduka	3884
35	G060201	Marayoor	3812
36	G120407	Padinharethara	3754
37	G120408	Meppadi	3591
38	G120405	Pozhuthana	3553
39	G140507	Kinanoor Karindalam	3543
40	G120203	Mullamkolly	3534
41	G140305	Badiyadka	3517
42	G140405	Pullurperiya	3257
43	G130306	Naduvil	3250
44	G120402	Vengappally	3068
45	G060503	Arakulam	3039
46	G010407	Peringammala	3020

Sl No	Code	Village Panchayats	Population 2011 Cenaua
47	G120406	Thariyode	3009
48	G060501	Idukki Kanjikuzhy	2777
49	G050601	Melukavu	2615
50	G140505	East Eleri	2580
51	G060207	Mankulam	2547
52	G060402	Udumbanoor	2417
53	G060203	Kanthalloor	2376
54	G090904	Perumatty	2341
55	G060602	Upputhara	2263
56	G140106	Paivalike	2234
57	G060209	Edamalakudy	2230
58	G060401	Vannappuram	2182
59	G010507	Tholicode	2140
60	G100101	Chaliyar	2108
61	G020501	Kulathupuzha	2103
62	G130307	Udayagiri	2046
63	G050602	Moonilavu	2016
64	G051105	Mundakayam	2007
65	G131101	Kanichar	1960
66	G130404	Payyavoor	1939
67	G130409	Ulickal	1939
68	G030508	Naranamoozhy	1875
69	G100106	Pothukal	1870
70	G130308	Alakode	1806
71	G120409	Muppainadu	1782
72	G051101	Erumeli	1728

Sl No	Code	Village Panchayats	Population 2011 Cenaua
73	G081606	Athirappally	1706
74	G010506	Kuttichal	1660
75	G130107	Cherupuzha	1660
76	G010406	Nanniyode	1613
77	G100102	Chungathara	1605
78	G060802	Kumily	1604
79	G010908	Amboori	1489
80	G130905	Pattiom	1453
81	G060604	Kanchiyar	1434
82	G030504	Ranni Perunad	1427
83	G051107	Koruthod	1396
84	G140403	Madikkai	1392
85	G130902	Chittariparamba	1381
86	G131103	Kottiyoor	1378
87	G060206	Chinnakanal	1374
88	G110904	Nanmanda	1310
89	G060505	Vazhathope	1273
90	G140201	Belloor	1266
91	G120403	Vythiri	1262
92	G100301	Mambad	1261
93	G110206	Vanimel	1254
94	G080503	Pananchery	1224
95	G091302	Malampuzha	1208
96	G140301	Chengala	1194
97	G091305	Pudussery	1186
98	G111010	Kodenchery	1156

Sl No	Code	Village Panchayats	Population 2011 Cenaua
99	G131104	Muzhakkunnu	1147
100	G131102	Kelakom	1121
101	G131107	Peravoor	1114
102	G130401	Eruvessi	1111
103	G060803	Kokkayar	1110
104	G100501	Urungattiri	1087
105	G140404	Pallikkara	1064
106	G130408	Padiyurkalliad	1043
107	G050608	Thalanad	1028
108	G090905	Vadakarapathy	1002
109	G010405	Pangode	988
110	G110704	Kottur	984
111	G100105	Edakkara	964
112	G060204	Vattavada	961
113	G100202	Karulai	959
114	G100201	Amarambalam	927
115	G131002	Ayyamkunnu	889
116	G140102	Vorkady	888
117	G060407	Kudayathoor	885
118	G030506	Chittar	866
119	G140204	Karadka	850
120	G090902	Kozhinjampara	844
121	G140202	Kumbadaje	833
122	G060103	Bisonvally	823
123	G090503	Kottoppadam	815
124	G140103	Puthige	805

Sl No	Code	Village Panchayats	Population 2011 Cenaua
125	G100103	Moothedam	774
126	G060701	Muttom	772
127	G140303	Madhur	756
128	G090505	Kanjirappuzha	743
129	G100104	Vazhikkadavu	729
130	G060801	Peruvanthanam	707
131	G081107	Varandarappilly	685
132	G111104	Karassery	634
133	G091102	Nelliampathy	605
134	G010501	Aryanad	602
135	G100204	Chokkadu	577
136	G060502	Vattikudy	564
137	G020507	Thenmala	558
138	G111006	Puduppady	554
139	G010905	Kallikkadu	546
140	G020403	Piravanthur	541
141	G030509	Vechuchira	540
142	G021101	Chithara	538
143	G070403	Vengoor	532
144	G131006	Payam	526
145	G020508	Aryankavu	517
146	G060205	Santhanpara	516
147	G060603	Vandenmed	511
148	G081602	Kodassery	509
149	G091101	Ayiloor	503
150	G140402	Ajanoor	500

Sl No	Code	Village Panchayats	Population 2011 Cenaua
151	G111002	Koodaranji	497
152	G091107	Vandazhy	492
153	G051106	Parathode	481
154	G130106	Peringome Vayakkara	474
155	G090509	Thenkara	471
156	G131004	Thilankeri	458
157	G091204	Kizhakkenchery	453
158	G090901	Eruthempathy	433
159	G060306	Udumbanchola	422
160	G131106	Malur	422
161	G110706	Panangad	420
162	G060102	Konnathady	407
163	G010503	Vellanad	390
164	G060607	Chakkupallam	384
165	G111001	Thiruvambadi	376
166	G130305	Chapparapadavu	366
167	G050607	Teekoy	362
168	G081103	Mattathur	361
169	G100508	Edavanna	361
170	G140602	Kayyur Cheemeni	359
171	G130901	Trippangottur	358
172	G130105	Eramam Kuttoor	351
173	G140105	Manjeswhar	350
174	G060806	Vandiperiyar	341
175	G080504	Puthur	333
176	G060606	Ayyappancoil	326

Sl No	Code	Village Panchayats	Population 2011 Cenaua
177	G110607	Chakkittapara	326
178	G140203	Muliyar	293
179	G010502	Poovachal	283
180	G091006	Pattenchery	280
181	G110201	Chekkiad	280
182	G010603	Panavoor	275
183	G051103	Kootickal	273
184	G070501	Vengola	271
185	G110303	Kavilumpara	268
186	G110903	Kakkur	268
187	G010907	Vellarada	267
188	G111004	Madavoor	267
189	G040303	Thanneermukkam	260
190	G080405	Pazhayannur	260
191	G060804	Peerumedu	258
192	G050605	Poonjar Thekkekara	256
193	G130302	Chengalai	256
194	G060208	Devikulam	251
195	G030602	Aruvapulam	250
196	G111009	Kattippara	249
197	G070102	Kottuvally	241
198	G140306	Kumbala	238
199	G110705	Unnikulam	235
200	G010805	Vilappil	232
201	G110307	Narippetta	232
202	G040304	Cherthala South	231

Sl No	Code	Village Panchayats	Population 2011 Cenaua
203	G100205	Karuvarakundu	227
204	G040403	Mararikulam South	225
205	G060104	Vellathooval	221
206	G051104	Manimala	218
207	G071105	Kavalangad	218
208	G090508	Tachampara	218
209	G091106	Nenmara	217
210	G110905	Narikkuni	217
211	G091301	Akathethara	211
212	G110205	Valayam	206
213	G080502	Nadathara	205
214	G050802	Puthuppally	202
215	G100306	Vandoor	202
216	G050504	Kadanad	199
217	G050708	Mannarkkad	195
218	G050803	Panachikkad	187
219	G091304	Puduppariyaram	186
220	G090502	Karimba	184
221	G140104	Meenja	180
222	G070505	Edathala	173
223	G090504	Kumaramputhur	171
224	G030507	Seethathodu	168
225	G140603	Pilicode	166
226	G060202	Munnar	165
227	G060307	Rajakumari	163
228	G010605	Vembayam	162

Sl No	Code	Village Panchayats	Population 2011 Cenaua
229	G110305	Maruthomkara	158
230	G100705	Thazhekode	157
231	G071001	Puthrukka	156
232	G110902	Chelannur	153
233	G140101	Mangalpady	153
234	G060302	Senapathy	152
235	G030501	Ranni Pazhavangadi	151
236	G050904	Vakathanam	150
237	G091001	Kollengode	146
238	G110603	Changaroth	146
239	G030603	Pramadom	145
240	G090903	Nalleppilly	145
241	G110701	Balussery	144
242	G070201	Karumalloor	134
243	G040103	Panavally	133
244	G040301	Mararikulam North	133
245	G060305	Nedumkandam	133
246	G030502	Ranni	130
247	G060301	Pampadumpara	129
248	G091208	Kannambra	128
249	G071003	Vadavucode Puthen Cruz	122
250	G050805	Kurichy	121
251	G050609	Thidanad	120
252	G060703	Edavetty	120
253	G010803	Maranalloor	119

Sl No	Code	Village Panchayats	Population 2011 Cenaua
254	G070901	Udayamperur	118
255	G040207	Aroor	117
256	G040903	Kumarapuram	114
257	G060704	Karimkunnam	114
258	G010903	Ottasekharamangalam	112
259	G030303	Koipuram	112
260	G050705	Pallikkathode	110
261	G070301	Mookkannur	110
262	G041201	Pathiyoor	109
263	G071004	Mazhuvannoor	107
264	G090501	Alanallur	107
265	G040202	Pattanakkad	106
266	G071407	Manjalloor	106
267	G140401	Uduma	105
268	G030606	Thannithode	104
269	G051004	Vellavoor	104
270	G071405	Kalloorkkad	103
271	G030505	Vadasserikkara	101
272	G050104	TV Puram	101
273	G040404	Muhamma	100
274	G050303	Athirampuzha	99
275	G030107	Mallappally	98
276	G060404	Alakkode	96
277	G070502	Vazhakkulam	96
278	G080401	Chelakkara	96
279	G050706	Meenadom	95

Sl No	Code	Village Panchayats	Population 2011 Cenaua
280	G051102	Kanjirappally	95
281	G111008	Omassery	92
282	G070904	Edakkattuvayal	91
283	G040102	Chennampallippuram	88
284	G010508	Kattakada	83
285	G041002	Chettikulangara	82
286	G100207	Edappatta	81
287	G060706	Purapuzha	80
288	G091207	Vadakkanchery	80
289	G110707	Koorachundu	80
290	G050606	Thalappalam	79
291	G070503	Kizhakkambalam	79
292	G070104	Vadakkekara	78
293	G070604	Elamkunnapuzha	77
294	G081101	Alagappa Nagar	77
295	G050306	Kumarakom	76
296	G050801	Ayarkkunnam	76
297	G071401	Avoly	76
298	G130104	Kankole Alapadamba	76
299	G040105	Thaicattussery	75
300	G070305	Ayyampuzha	75
301	G111007	Thamarassery	75
302	G010403	Pullampara	74
303	G060805	Elappara	74
304	G060105	Pallivasal	73
305	G070103	Ezhikkara	73

Sl No	Code	Village Panchayats	Population 2011 Cenaua
306	G100304	Trikkalangode	73
307	G091103	Elavenchery	72
308	G030302	Eraviperoor	70
309	G030407	Naranganam	70
310	G040204	Kuthiathodu	69
311	G060506	Mariyapuram	69
312	G071408	Marady	69
313	G050401	Kadaplamattom	68
314	G110604	Kayanna	67
315	G050305	Neendoor	66
316	G060504	Kamakshy	66
317	G071104	Kottappady	66
318	G050704	Pampady	65
319	G071404	Paipra	65
320	G081305	Vellookkara	65
321	G050505	Meenachil	63
322	G091206	Tarur	63
323	G100203	Kalikavu	63
324	G040201	Vayalar	62
325	G050403	Kanakkari	62
326	G050603	Poonjar	62
327	G040401	Aryad	61
328	G050408	Manjoor	61
329	G070306	Kanjoor	60
330	G050703	Kooroppada	59
331	G070701	Njarakkal	59

Sl No	Code	Village Panchayats	Population 2011 Cenaua
332	G071406	Ayavana	58
333	G100206	Thuvvur	56
334	G050407	Ramapuram	55
335	G130903	Kunnathuparamba	55
336	G040504	Punnapra South	53
337	G050406	Uzhavoor	52
338	G040206	Ezhupunna	51
339	G040402	Mannanchery	51
340	G050201	Kaduthuruthy	51
341	G100407	Vazhakkad	51
342	G140304	Mogral Puthur	51
343	G060406	Karimannoor	50

Sl No	Code	Municipalities/Municipal Corporation	Population 2011 Census
1	M120200	Mananthavady	8532
2	M120300	Sulthanbathery	7057
3	M120100	Kalpetta	3218
4	M100600	Nilambur	1119
5	M130800	Irutti	853
6	M131000	Sreekandapuram	711
7	M140100	Kanhangad	669
8	M060200	Kattappana	423
9	M060100	Thodupuzha	298
10	M140200	Kasaragod	263

Sl No	Code	Municipalities/Municipal Corporation	Population 2011 Census
11	M070500	Muvattupuzha	258
12	M110200	Koyilandy	246
13	M020300	Punalur	232
14	M040500	Alappuzha	163
15	M071000	Elloor	157
16	M070100	Kalamassery	156
17	M050400	Kottayam	126
18	M110100	Vadakara	116
19	M130100	Mattannur	102
20	M020100	Karunagappally	87
21	M070600	N.Paravur	67
22	M050500	Ettumanoor	58
23	M030300	Pathanamthitta	57
24	M090700	Mannarkkad	55
25	M010300	Nedumangad	53
26	M070900	Thrikkakkara	53

Annexe 13.1 Details on Development Authorities

Thiruvananthapuram Development Authority
Statement showing the Outstanding Liabilities as on 31/12/2020 (Rs in lakhs)

Sl No	Name of financial institution from which loan availed	Purpose of loan	Years of loan availed	Amount of loan	Balance amount outstandingat the end of December 2020
1.	Government	Palayam Shopping Complex& Residential Apartment	1994 - 95	100.00	100.00
2.	Government	-do -	1995 - 96	100.00	100.00
3.	Government	Capital Loan	1996 - 97	100.00	100.00
4.	Government	Capital Loan	1997 - 98	100.00	100.00
5.	Government	Karamana-Killippalam Road Land acquisition	1998- 99	150.00	150.00
6.	Government	Palayam Shopping Complex, Palayam – Pattoor road widening	1998 - 99	100.00	100.00
7.	Government	Palayam Shopping Complex, Palayam – Pattoor	1999 - 00	100.00	100.00
8.	Government	Karamana – Killippalam	1999 - 00	425.00	425.00

Sl No	Name of financial institution from which loan availed	Purpose of loan	Years of loan availed	Amount of loan	Balance amount outstandingat the end of December 2020
9.	Government	Karamana – Killippalam – Pattoor Road	2000 –01	225.00	225.00
10.	Government	Karamana-Killippalam, Palayam–Pattoor, Karamana-Pappanamcode	2000 –01	112.50	112.50
11.	Government	Widening Punnen Road	2002-03	20.00	20.00
12.	Government	Capital Region Development	2002 -03	50.00	50.00
13.	Government	Widening Karamana Pappanamcode Road	2002 -03	100.00	100.00
14.	Government	Palayam urban renewal	2003 -04	45.09	45.09
15.	Government	Various works	2003 -04	24.91	24.91
16.	Government	Palayam urban renewal	2004 -05	200.00	200.00
17.	Government	LAR	2004 -05	68.30	68.30

Sl No	Name of financial institution from which loan availed	Purpose of loan	Years of loan availed	Amount of loan	Balance amount outstandingat the end of December 2020
18.	Government	For the construction of 'C' block at palayam	2005 -06	150.00	150.00
19.	Government	For depositing in court to avoid attachment of Government properties in LAR cases	2006 -07	130.00	130.00
20.	Government	To meet the liability to KURDFC	2008 -09	100.00	100.00
20.	Government	To meet the liability to KURDFC	2008 -09	100.00	100.00
21.	Government	To satisfy court verdict on LAR cases	2009 -10	75.00	75.00
22.	Government	To satisfy court verdict onLAR cases	2009 -10	125.00	125.00
23.	Government	For effecting the payment of contractors bill for the work on Swaraj Bhavan	2010 -11	76.20	76.20
24.	Government	For effecting the payment related to LAR cases	2010 -11	173.80	173.80
25.	Government	For effecting the payment related to LAR cases	2011-12	250.00	250.00

Sl No	Name of financial institution from which loan availed	Purpose of loan	Years of loan availed	Amount of loan	Balance amount outstandingat the end of December 2020
26.	Government	For effecting the payment related to LAR cases	2012-13	250.00	250.00
27.	Government	For effecting the payment related to Kazhakuttom project	2013-14	100.00	100.00
28	Government	For effecting the payment of KURDFC loan	2013-14	175.00	175.00
		Total *		**3625.8**	**3625.8**

Greater Cochin Development Authority

Statement showing the Outstanding Liabilities as on 31/12/2020 (Rs in lakhs)

Sl. No.	Item Description	Amount Invested (Rupees in Lakhs)
1.	Government Loan (Principal + Interest)	2487.78
2.	Open Market Borrowing from Govt. (Principal + Interest)	3706.54
3.	Guarantee Commission due to Govt. (Principal + Interest)	287.07
4.	Enhanced Land cost decreed by the Hon'ble Courts	100.00

Details of Loans under Open Market Borrowing Programme

(Rupees in lakhs)

Financial Year	Date of Receipt of loan	Amount sanctioned (Rupees in lakhs)	Order Number & date	Purpose	Outstanding Balance at the beginning of the year (Rupees in lakhs)	Amount repaid till the end of the year Principal & Interest (Rupees in lakhs)	Amount Outstanding at the close of the year (Rupees in lakhs)
1994-95	31.3.95	100	GO (Rt) No. 1738/95/LAD Dated 30.3.95	Area development	75		75 + Interest @ 13.5%
1995-96	29.3.96	100	GO (Rt) No. 1418/96/LAD Dated 19.3.96	,,	87.5		87.5 + Interest @ 15%
1996-97	24.3.97	100	GO (Rt) No. 904/97/LAD Dated 6.3.97	Area development & clearing LA expenditure	100		100 + Interest @ 15%
1997-98	30.3.98	100	GO (Rt) No. 836/98/LAD Dated 24.3.98	,,	100		100+ Interest @ 14%
1998-99	31.3.99	100	GO (Rt) No. 733/99/LAD Dated 27.2.99	‘’	100		100+ Interest @ 13.5%
1999-00	31.3.00	100	GO (Rt) No. 147/2000/LAD Dated 29.3.2000	‘’	100		100+ Interest @ 13.5%
2000-01	31.3.01	200	GO (Rt) No. 4934/2000/LSG D Dated 13.12.2000	‘’	200		200 + Interest @ 11%

Financial Year	Date of Receipt of loan	Amount sanctioned (Rupees in lakhs)	Order Number & date	Purpose	Outstanding Balance at the beginning of the year (Rupees in lakhs)	Amount repaid till the end of the year Principal & Interest (Rupees in lakhs)	Amount Outstanding at the close of the year (Rupees in lakhs)
2000-01	31.3.01	125	GO (Rt) No. 998/2001/LSGD Dated 16.3.2001	''	125		125 + Interest @ 11%
2001-02		Nil					
2002-03	31.3.03	30	GO (Rt) No. 1180/03/LSGD Dated 28.3.2003	''	30		30+ Interest @ 11%
2003-04	29.3.04	65	GO (Rt) No. 1098/04/LSGD Dated 28.3.2003	Area development	65		65 + Interest @ 11%
2004-05	31.3.05	53.5	GO (Rt) No. 1143/05/LSGD Dated 23.3.05	Eastern Entry, S.Rly.Station Kaloor-Kadavanthra road	53.5		53.5 + Interest @ 11%

Annexe 14.1 Report on Thrissur Corporation Electricity Department Revamping and Restructuring

Report On Thrissur Corporation Electricity Department: Need For Revamping And Restructuring -Prepared by Toby Thomas, B.Sc., LL.M.,P.A. to Mayor (Municipal Secretary Grade I on Deputation),Office of Mayor, Thrissur

Preface

Present era demands competition in market which requires a competitive edge. The competition will finally evolve a qualitative market solution for all. To coup up with the pace of market, the existing TCED structure require revamp and restructure. The distribution of energy is a matter of utmost importance which requires a change to cater the basic needsof consumers. The report is an attempt to limn the present status of Thrissur Corporation Electricity Department (TCED) and forensically analyses the structural, legal existence of TCED in the context of Kerala Municipalities Act of 1994, Indian Electricity Act 2003 and other relevant laws, regulations, orders. The report will also depict the leeway and choices in the present context.

Introduction

The project for electrification of erstwhile Thrissur Corporation (the then) Municipality started with the Royal Decree No. 44 issued by the King of Cochin.[1] By the royal decree, the license was granted to Messrs. Chandrie & Company, Ltd., on 3rd. January 1936.[2] As per the license condition a company constituted as "Cochin State Power andLight Corporation" and also established power house at Kottapuram, Thrissur. On 01.02.1937 first electricity connection was issued to Shri. N.O. Inasu, the then Chairmanof Thrissur Municipality. By the time Municipal Council of Thrissur on 31.07.1937 decided to take over the electricity supply from Messrs. Chandrie & Company, Ltd. On 14th of August 1937, a sale deed No. 3407 of 1937 was executed between Director Chandrie & Co. Ltd., Managing Agents and Director, The Cochin State power & Light Corporation Ltd., (both for and on behalf of the Cochin State Power & Light Corporation Ltd.) and Chairman of Trichur Municipal Council on behalf of Trichur Municipal Council.[3]The Electricity Department of Trichur Municipality started functioning on 17.08.1937(1st of Chingam 1113) with 53 staffs and with 129 consumers. On 01.11.1122 the power house and connected equipment's were surrendered to government along with 22staff due to financial crisis existed due to world war.

The modality worked out are, all the power necessary for the town will be made available to the Municipality, which should be made the sole licensee for distributing the power within the town to any limit, even exceeding the 200 K.W. limit, the power house compound, buildings and plant and the distributing system outside the town limits should be purchased by them, for the original value paid by the municipality (including 25% premium paid to the assigner) less depreciation, as charged, plus 20% surcharge. The council has also resolved to modify this by the statement that 20% surcharge need not be paid in the case of purchase for which 25% premium has already been included as paid, the price per unit of the bulk supply should not exceed $7^{1/2}$ pies. The price per unit will be the sanctioned tariff rate, subject to such surcharge as fixed by the Government from time to time not exceeding 25%, the amount necessary for extending the distributing system in the town, for which a loan has been asked for from the Government, will be temporarily appropriated from the purchase money, after earmarking the same for payment of the debenture loan, without prejudice to our claims against the Cochin Textiles in the matter of the supply of power to them, the liability of the Municipality for the supply of power under the existing contract has to be taken over by the Government.[4] The electricity duty was introduced by Electricity Duty Act on 08.07.1945, by which 9 paise per unit for domestic consumers shall be paid as duty to Government. On 01.07.1949 (17-11-1124) Travancore-Cochin State formation held. The electrical energy tariff became equalized with the power tariff of Pallivasal supply.

Legal Analysis

The legal history of Trichur Electricity Department can be arrayed as follows"- Cochin State Trichur Electric License, 1111(1936 A.D.) The Electricity supply at Thrissur indebted to the Notification No. 44 issued dated 3rd January 1936, where the license for the supply of energy by the Government of Cochin under the Cochin Electricity Regulation, 1102 was enacted. The license condition define licensees shall mean and include Messrs. Chandrie and Co. Ltd., and their permitted assigns.[5] The clause is very clear on the assignment of license and its perpetual successor of the License. The Clause 2, Interpretation further defines Deposited map[6], Units[7], Local Factor[8]. The Clause 4 of the license mandates that licensee shall have a capital of Rs. 2,50,000 and are in a position fully and efficiently to discharge the duties and obligations imposed upon them by the license throughout the area of supply be three months from the commencement of the

license. Clause 5 define the area of supply as the area within which the supply of electric energy is authorized by license as the whole of the area contained within a radius of ten miles from the Vadakkumnathan Temple in Trichur and in particular the Municipal Town of Trichur, the towns of Ollur and Pudukad. The license also makes provisions for purpose of supply[9], Systems of supply[10], Compulsory works[11]. The license further empowers the licensees to lay transmission and distribution lines and undertake supply of electrical energy for all purposes to areas outside the area of supply whether within or without the Cochin State territory with the previous permission in writing of the Government of Cochin.[12] The license also makes provision as to the generating station[13] and the licensees liberty to generate from the generating station within the area of supply energy and to buy bulk electrical energy from a Hydro-Electric or other source having a generating station outside the area of the license.[14]The other license conditions includes transmission lines from the generating stations,[15] Employing a resident engineer,[16]breaking up of streets and railways and crossing of water ways,[17] Limits of price to be charges in respect of the supply of energy,[18]The prevailing cost of generating energy at the generating station shall be determined by calculating costs, charges and allowances, which includes (1) the sum expended for fuel, oil, water , and stores consumed, for salaries and wages and any contributions for pensions, superannuation and insurance of officers and servants, for repairs and maintenance and for renewals not chargeable to capital account; (2) sums paid as rents, rates and taxes other than on profits and for insurance in respect of generating station; (3) the proper proportion of management and general establishment charges attributable to the generating station; (4) any other expense on revenue account attributable to the generating station; Continuity of service,[19]purchase of undertaking,[20]variation from the schedule to the regulation,[21]assignment of license to a public limited company registered in the State of Cochin under the Indian Companies Act 1913 within two months of the commencement of the license was a mandate as per license[22]and the final clause makes it mandatory condition that the licensee shall submit to the Government of Cochin all proposals for capital expenditure and no capital expenditure shall be incurred by the licensees except with the previous sanction of the Government of Cochin. The license First Annexure deals with the list of streets or parts of streets in which the licensees are to lay down suitable distributing mains for the purpose of supply of electrical energy, second annexure

deals with breaking up of streets and railways and third annexure deals with the electricalenergy charges for general purposes and industrial purposes.

How the electric energy supply transferred to Thrissur Corporation (erstwhile Municipality)

The electric energy supply was transferred to Thrissur Corporation (erstwhile Municipality) by a sale deed executedon 14th day of August 1937. The sale deed was executed with Trichur Municipal Council for a consideration of Rs. 5,50,016—6—9 (Rupees five lakhs fifty-thousand and sixteen annas six and pies nine) sanctioned as per the proceedings of the Government of His Highness the Maharaja of Cochin Order 0-7-16849/12, Development Department dated the 7th day of August 1937. The legal analysis of sale deed it is evidentthat, the Thrissur Municipal Council became a licensee as per the laws for the supply of electrical energy way back in the pre-independence period of 1937.

Relevance of Order D7.16849/12 dated 19th August 1937[23] and Order D7.P1.15/12 dated 19th of August 1937[24]

The first referred order issued by the Government of Cochin,permission was given to appoint a manager, a resident engineer and necessary staff for the electricity department. Also sanctioned the formation of electricity committee consists of three Councillors including the engineering member of the Council to exercise a general supervision over the department. The second referred order mandates that, the accounts of the Electricity Department of the Municipality should be maintained as a separate account and that it should not be mixed up with the general budget of the municipality. It further orders that "the electricity department of must be run as a separate concern on a commercial basis." The Order further says that, if there is any surplus profit over 10 percent, such surplus can be taken credit for under the general revenues. If electrical undertaking does not earn a sufficient amount to meet the obligations relating to the working expenses and payment of interest charges and depreciation etc. such deficit should be met from the generalrevenues.

Indian Electricity Act 1910 (Act 9 of 1910)

The first legislation introduced was Electricity Act of 1887, toregulate the power generation, supply and the use of electrical energy. The Act of 1887 was repealed by the Indian Electricity Act of 1903 (3 of 1903). The Indian Electricity Bill was passed by the Legislative Council on 18th March 1910 and it became the Indian Electricity Act, 1910 (9 of 1910) and it came into force with effect from 1st January 1911.The present law shall be viewed in the light of history. When the license for supply of electric energy commenced at Thrissur on 3rd January 1936 by the King of Cochin, the laws applicable was Cochin Electricity Regulation III of 1102, and rule (17) of the Cochin Electricity Rules. Though the Act of 1910was passed it was applicable to British Indian territories andhave no application in the Kingdom of Cochin. The Indian Independence, formation of Travancore-Cochin state in the year 01.07.1949(17-11-1124) and the formation of Kerala State in the year 1956. The conjoint reading of Article 13(1) of the Constitution of India and Section 58(2) of Indian Electricity Act of 1910 the license as granted in the year 1936 to Thrissur Municipal Council became Constitutionally and statutory valid and became intra vires. The provision says that nothing in this Act shall be deemed to affect the terms of any license which was granted, or of any agreement which was made, by or with the sanction of the Government fill the supply or use of electricity before the commencement of this Act.

The Electricity Act 2003

By the operation of Section 185(1) of the Act of 2003 the IndianElectricity Act, 1910, the Electricity (Supply) Act, 1948 and the Electricity Regulatory Commissions Act, 1998 are repealed. The Act of 2003 was enacted to consolidate the laws relatingto generation, transmission, distribution, trading and use of electricity and generally for taking measures conducive to development of electricity industry, promoting competition therein, protecting interest of consumers and supply of electricity to all areas, rationalization of electricity tariff, ensuring transparent policies regarding subsidies, promotion of efficient and environmentally benign policies constitution of Central Electricity Authority, Regulatory Commissions and establishment of Appellate Tribunal and for matters connected therewith or incidental thereto. The proviso to Section 14 says that, any person engaged in the business of transmission or supply of electricity under the provisions of the repealed laws or any Act specified in the Schedule on or before the appointed date shall be deemed tobe a licensee under this Act for such period as may be stipulated

in the licence, clearance or approval granted to him under the repealed laws or such Act specified in the Schedule, and the provisions of the repealed laws or such Act specified in the Schedule in respect of such licence shall apply for a period of one year from the date of commencement of this Act or such earlier period as may be specified, at the request of the licensee, by the Appropriate Commission and thereafter the provisions of this Act shall apply to such business. The Kerala State Electricity Regulatory Commission recognized Thrissur Corporation Electricity Department under Thrissur Corporation as a deemed licensee under the Act of 2003.

The Kerala Municipalities Act 1994

The Thrissur Municipal Council was constituted by the Cochin Municipal Act, 1113 (18 of 1113) which was later repealed and saved by the Kerala Municipalities Act of 1960 and later by Kerala Municipalities Act of 1994. The supply of electrical energy by the Thrissur Corporation is a unique oneof its kind when compare with other municipalities and corporations. To address the issue at hand Section 52A was inserted by Act 14 of 1999 with effect from 24.03.1999. The provision says that the administration of Municipality on any of the undertakings for generating, transmitting, supplyingand consuming the electrical energy shall not be contrary to the Indian Electricity Act, 2003 (Central Act 36 of 2003) or Electricity (Supply) Act, 1948 (Central Act 54 of 1948) or therules made under these Acts or the conditions in the licence issued to the Municipality, and shall be subject to the conditions as may be prescribe. The provision is very clear as to the application of existing electricity Act of 2003 and connected laws operating in the field.

TCED vis-a-vis KSEB

Kerala State Electricity Board was established in the year 1957 whereas the TCED established in the year 1937. KSEB has been functioning as the State Transmission Utility (STU) and a distribution licensee with effect from 10.12.2004 under section 172(a) of the Electricity Act, 2003. As per the Electricity Act of 2003, KSEB was transformed into Kerala State Electricity Board Ltd in 2014. The original KSEB was dissolved and its assets and liabilities were transferred from government to the newly formed company KSEB Limited.[25]In contrast the electric supply license was obtained by Messrs. Chandrie & Company, Ltd. in the year 1936 which was a

company (body incorporate) operating in terms of company laws, which lost its company nature by the takeover by the Trichur Municipal Council in the year 1937. Though the Order D7.P1. 15/12 dated 18.08.1937 was specific as to the nature of electricity department Thrissur Municipality, that, the electricity department of the municipality must be run as a separate concern on a commercial basis, the later came Kerala Municipalities Acts were not specific as the legal existence of the TCED. Though the Kerala Municipalities Act of 1994 specifically provide Section 52A to extend the application of Electricity Act 2003 to TCED, the Act was silent as to the legal existence of TCED similar to KSEBL also the accounting of profit and loss. TCED in strict sense entrusted with the commercial operations likewise KSEB. TCED while doing the commercial operations lacks the legal backing as to the modalities of Financial Management, HR Management, Day to day administration in a company like structure. Also, the commercial operations as per reference[26] cited above, can be effectively carry forward in the present era of competition with strong corporate structural basis with local governmental ownership.

Solutions and Way Forward

The present dilemma with TCED can only be addressed by going back to a corporate nature (as in the case of 1936) like KSEBL. Though at present TCED holds distribution license, while transforming to limited company the scope shall not be limited to distribution license. To say specific the scope shall extend to generation, transmission as well. The TCED have already taken up run of the river Small Hydel Projects (SHEPs) of 25MW, which are Averkutty (10MW), Ittiyani (2.5MW), Kannankuzhi (10MW) and Kanhirakolly (3MW). The DPR for Kannankuzhi was submitted and pending Techno- Economical Feasibility Clearance and the process is ongoing, which find a relevance with the draft National Electricity Policy 2021, where it says that faster implementation of hydel projects shall be undertake by governments.[27] In addition to this TCED have taken up plan to implement 20 MW solar power plants. It also talks about the PPP models,[28] promoting competition, which essentially requires a corporate face for TCED. The required changes are;

1. The TCED shall be reconstituted as THRISSUR CORPORATION ELECTRICITY DEPARTMENT LIMITED. (TCEDL)
2. The incorporation process of TCEDL shall be done with a professional

experts' consultancies private or government consultancies. The service availed by KSEBL may be explored.

3. It shall be a limited Company constituted under The Companies Act of 2013 alike to KSEBL or Palakkad SmallHydro Company Limited (PSHC Ltd.). The scope of company shall be generation, transmission and distribution along withcore areas in SHEPs, Solar Energy and connected activities like accredited agencies, consultancies, project implementation agencies etc.
4. The authorized paid-up equity capital of TCED shall bedefined so the benefits of Clause 28, Kerala State Electricity Regulatory Commission (Terms and Conditions for Determination of Tariff) Regulations 2021, that is to say return on equity shall be allowed at rate of 14% per annum.
5. The assets and liabilities shall be accounted for the purpose of quantifying the equity and connected matters.
6. The TCEDL formation will help the TCED to follow accountingsystem strictly in accordance with the Companies Act 2013. At present the accounting system followed by the TCED is without the legal corporate nature, so the financial statements are defective terms of clause 3(43) of Kerala State Electricity Regulatory Commission (Terms and Conditions for Determination of Tariff) Regulations 2021, which says that, in case of licensees or generating entities other than those covered under the Companies Act of 1956 orCompanies Act of 2013, the financial statements prepared as per the provisions of the law under which they are established. The interpretation of this clause relates the preparation of financial statements to Kerala Municipalities Act of 1994. The Municipal Accounts Rules and Manual is not equipped to capture and to reflect the profit and loss or the commercial operation of TCED.
7. There shall be separate budget for TCEDL, which shall be prepared and approved by the Board before placing it before Council.
8. The TCEDL shall follow the auditing standards prescribed under Companies Act 2013. The role of State Audit Department shall be limited to Municipal fund.
9. The TCEDL shall have a Board of Directors like in the case of KSEBL. The Board shall consist of
    i. Mayor, Thrissur Corporation, Chairman & Managing Director of the Company
    ii. Deputy Mayor, CFO cum Director.
    iii. Chairperson, Development Standing Committee, Director

iv. Chairperson, Welfare Standing Committee, Director
v. Chairperson, Health Standing Committee, Director
vi. Chairperson, Education and Sports Standing Committee, Director
vii. Chairperson, Public Works Standing Committee, Director
viii. Chairperson, Town Planning Standing Committee, Director
ix. Chairperson, Tax Appeal Standing Committee, Director
x. Corporation Secretary, Director
xi. Assistant Secretary, Director
xii. Legal Expert Member, Nominee Director
xiii. Technical Expert Member, Nominee Director
xiv. Financial Expert Member, Nominee Director
xv. Labour Representative elected through referendum, Nominee Director

10. The TCEDL may have following departments alike to KSEBL which are Finance, H.R, Distribution & IT, Generation (Civil) for SHEPs, Generation (Electrical) for SHEPs, Project, RDSS, Planning, Safety & Supply Chain Management, Legal & Audit.

Conclusion

To conclude, it is relevant to appreciate the existing scenario with the present dynamics of competitive market. The social change is an inevitable one in all established systems. Marxian perspective on social change says that the economic needs should be pursued purely on the basis of need while providing general well-being for all. Having said so, it is quite natural to have changes which help the institution to revamp and restructure which in turn protect the interests of consumers, manpower working with establishment and finally rewarding Municipal Corporation. The systemic change will open up new avenues of market competition and opportunities to TCED.

End Notes

1 Under Section (3) of the Cochin Electricity Regulation III of 1102, and rule (17) of the Cochin Electricity Rules.

2 Cochin State Trichur Electric License, Notification No.40 issued by Public Works Department, Government of Cochin on 03.01.1936.

3 Sale Deed No.3407 of 193

4 Proceedings of the Government of His Highness the Maharaja of Cochin, Local Self Govt. Department, OrderL.S2-346/21 dated 24th April 1947.

5 Clause No.2(ii) of Cochin State Trichur Electric License, 1111(1936 A.D.)

6 Clause No.2(iv), Ibid.

7 Clause No.2(v), Ibid.

8 Clause No.2(vi), Ibid; Local factor shall mean the ratio or percentage of the average quantity per hour to the maximum quantity per hour of energy supplied in any month.

9 Clause 6, Ibid.

10 Clause 7, Ibid.

11 Clause 8, Ibid.

12 Clause 9, Ibid.

13 Clause 10, Ibid.

14 Clause 10(b), Ibid.

15 Clause 10(c), Ibid.

16 Clause 11, Ibid.

17 Clause 12, Ibid.

18 Clause 13, Ibid.

19 Clause 14, Ibid.

20 Clause 15, Ibid.

709 Clause 16, Ibid.

22 Clause 17, Ibid.

23Proceedings of the Government of His Highness the Maharaja of Cochin, Appoint of Staff.

[24] Proceedings of the Government of His Highness the Maharaja of Cochin, Maintenance of account relating to.

[25] https://www.ksebea.in/kseb/, Accessed on 23rd November 2021.

[26] Supra note 24.

[27] Paragraph 5.1 to 5.1, Draft National Electricity Policy 2021.

[28] Paragraph 7.7, Ibid.

References

a. Indian Companies Act 1913
b. Cochin Electricity Regulation III of 1102, and rule (17) of the Cochin Electricity Rules.
c. Cochin State Trichur Electric License, Notification No.40 issued by Public Works Department, Government of Cochinon 03.01.1936
d. Sale Deed No.3407 of 1937.
e. Proceedings of the Government of his Highness the Maharaja of Cochin, Order D7.16849/12 dated 19th August 1937
f. Proceedings of the Government of his Highness the Maharaja of Cochin, Order D7.P1.15/12 dated 19th of August 1937
g. Proceedings of the Government of his Highness the Maharaja of Cochin, Local Self Govt. Department, Order L.S2-346/21 dated 24th April 1947
h. Indian Electricity Act 1910
i. The Electricity Act 2003
j. The Kerala Municipalities Act 1994
k. Companies Act 2013
l. Kerala State Electricity Regulatory Commission (Terms andConditions for Determination of Tariff) Regulations 2021.
m. Draft National Electricity Policy 2021