

Local Governance:

3. Total Quality Management



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Pinarayi Vijayan
Chief Minister

Message

It is with immense pleasure I came to know that KILA is publishing handbooks on decentralisation in English language also. No doubt, Kerala Decentralisation has become another model to emulate. I hope that these six handbooks brought out by KILA deal with various subjects which give insights in the Local Developments and Decentralised Planning. The number of Elected Representative and Officials visiting Kerala to understand Kerala's ambitious Decentralisation programmes is increasing annually. I am sure that these handbooks would be of much help to those people who come from far and wide.

I heartily congratulate KILA for this new venture.

Lovingly,
Pinarayi Vijayan



Dr. K.T. Jaleel
Minister for Local Self Government

Message

Local Governance system enables the government to understand the issues and concerns of the public through its various modes that has been developed as part of Decentralised Planning. The elected representatives must have the awareness that in a democracy, citizens are the supreme authority in decision making. The Elected Members have to play a pivotal role to fulfil their responsibility to the people. Democratic Decentralisation is the means to attain such an end. Each and every member must have the awareness on various aspects of Decentralisation. KILA by organising foundation courses to all newly elected representatives with the sole aim of strengthen the capacity of Elected Representatives. This six set of hand books have been prepared with this end in view. I am sure that these hand books serve the purpose of reference books also. As there is great demand from representative and officials from outside the state to study the Kerala model of decentralization, these books will also help them a lot to understand Kerala model Decentralisation.

I heartily congratulate KILA for having brought out this for capacitating the Elected Representatives in stipulated time.

Lovingly,
K T Jaleel



Dr. P.P. Balan
Director, KILA

Foreword

The contribution of Kerala to the Local Self Governance system is very important. The onus of this, for next five years is on the newly elected representatives. The representation should be able to make new steps holding the achievement of previous years. The union and state governments use limited power in matters of urgent importance and direct impact on people. But the local government has the responsibility to establish local development and social justice.

In spite of the Kerala model of decentralization being well acclaimed, it is not free from the inefficiencies in the local administrative processes. This points towards a requirement of law-administration and technological skills to be acquired along the new administrative process of decentralization. KILA provides intensive training on these subjects regarding local self-governance from first phase onwards. KILA tries thus to develop the skills and efficiency in the activities for the welfare of the people. The collection of hand books titled Local Governance gives basic idea on these subjects. These handbooks have been prepared through the different levels of deliberations and activities with subject experts and stakeholder. I appreciate Assistant Professor Dr.J.B.Rajan, Associate Professor Dr. Peter M. Raj, and Professor Dr. Sunny George for the academic leadership provided. I also appreciate KILA extension faculty members, Sri. K. Gopalakrishnan, Sri. C. Radhakrishan, Sri. K.V. Anilkumar, Sri. N.P. Venugopal, Sri. Devarajan, Sri. Prathap Singh, Sri.P.K. Jayadevan, Mrs. Geethanjali, Miss. Akhila for the content editing and Sri Siraj Meenatheri for the Logistics help.

Dr. P.P. Balan

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Chapter 1

Total Quality Management (TQM): Introduction

It is the quality of our work, which will please God and not the quantity.

- Mahatma Gandhi

1.1. What is Total Quality Management?

The basic goal of local governance is to fulfill the needs of the people, in tune with local circumstances. There are many functions, traditional as well as devolved, that the LSGIs have to take care as per Actss Rules. These functions will affect all walks of life of people, especially the services of Grama Panchayats (GPs) that are at the cutting edge level in the decentralised governance system. It is the duty of the LSGIs to perform the functions scientifically and in a people-friendly manner. Total Quality Management (TQM) is a practical management strategy in this direction. TQM ensures better office management and timely service delivery.

The concept of TQM is revealed by its name itself viz. ‘Total’, ‘Quality’, and ‘Management’. It indicates assurance of quality in all functional domains and activities of an organization. For the assurance of quality, collective involvement and efforts of Elected Representatives, Officials, and Citizens are essential. ‘Total’ also means quality in all functional domains and activities of LSGIs. Hence TQM is a strategy to ensure complete quality for citizen satisfaction through a proper mechanism. TQM is a continuous process. It is people-centered management that is capable of inculcating quality culture in the organisation. TQM aims to enhance the quality of services by making use of the existing physical and human resources. It is the process of organizational change, filling the gaps between the existing conditions of services and the expected quality parameters. For that, along with

the arrangements of physical facilities, updation and maintenance of documents and records, information communication system should also be enhanced. The slogan of TQM is the enhanced reality based satisfaction of people. This methodology helps to develop a practicable mechanism to provide quality services by realizing the requirements of citizens.

1.2. Quality Management in LSGIs- A Brief History

1.2.1. A Few Initiatives

There are glimpses of quality improving initiatives in office administration and service delivery by LSGIs in Kerala that are worthy to note. Sri.B.N.Suresh, while he was the Secretary of Enmakaje Grama Panchayat (GP) in Kasaragode district in 2006, issued an office order to ensure better office management. This was a laudable attempt. Karakulam and Nellanad GPs in Thiruvananthapuram had formulated Guidelines to ensure better performance of Panchayat Office and their Institutions. This is another replicable model for ensuring efficient office administration. The ISO 9001:2008 certificate awarded to Kumbala GP of Kasargode District in 2010 is a unique example for standardisation in service delivery in the GP level. The ‘One Minute Certificate’ system implemented by Velookkara GP in Thrissur district is yet another model of e-governance for timely service delivery.

Implementing TQM helps the organization to improve the efficiency of service delivery mechanism. This ensures quality service delivery mechanism and there by the attainment of good governance. The initiatives of TQM in Cheruvannur Nallalam GP in Kozhikode district proved that the TQM, a buzz word in the Corporate Sector, is relevant and applicable in the quality improvement of service delivery in Local Self Government.

1.2.2. Cheruvannur-Nallalam GP: Initiating TQM

The TQM initiative in Panchayats dates back to the Certificate Course conducted by KILA for Elected Representatives in Grama Panchayats of Kerala. The Module on Certificate Course for the Elected Representatives included a session on TQM for ensuring quality improvement in Local Governments. One of the participants of certificate course from Cheruvannoor-Nallalam Grama Panchayat (GP) of Kozhikode District became highly inspired by the concepts of TQM and took remarkable efforts to implement the same in his GP. As the result of a series of discussions at various levels (Standing Committees, Steering Committee, Panchayat Committee and Officials), the Panchayat decided to

implement TQM for ensuring quality in the delivery of services and its continuous improvement. In addition to this, the GP planned for continuous training, continuous monitoring, and recognition for quality performance of Officials. In order to build up teamwork, quality circle was formed in the GP. By ensuring adequate infrastructure facilities, installing information boards and re-structuring the office environment systematically, Cheruvannoor-Nallalam GP implemented TQM. This ensured quality service with all required facilities, by the Grama Panchayat, as and when approached by the public.

1.2.3. Front Office Management (FOM)

Taking clues from the success story of TQM implemented by the Cheruvannur-Nallalom GP, KILA initiated *Jana Sevana Kendram* in the name of ‘Front Office Management’ (FOM) and piloted the GP of Wayanad District. As this pilot initiative became a success, KILA requested the State Government to issue an Order to implement the Front Office Management (FOM) in all the GPs in the State. Accordingly, the Government issued Orders to this effect. (GO. (MS) No. 123/2009/LSGD dated 02.07. 2009).

The FOM was implemented in the GPs of Kerala in 2009 and they received much appreciation. However its initial vibrancy declined over the period. The study conducted by KILA on FOM in the year 2013 shows that there are some inherent limitations. It is TQM that motivated the government to implement FOM in all GPs with the broader vision of change management initiative for attaining good governance. The TQM involves two components viz. hard TQM and soft TQM. Arranging physical facilities, fixing benchmarks for services, developing checklists etc are parts of hard TQM. Continuous citizen survey for measuring satisfaction and needs of citizen, continuous improvement, continuous training, continuous monitoring, involvement of all employees and elected representatives, team building, quality circle etc are the soft components of TQM. Unfortunately the FOM failed to give due importance to these soft components of TQM. It is clear from the Cheruvannur- Nallalam model that they implemented the TQM through continuous and enthusiastic efforts. A Quality Circle was constituted for solving work related problems of office employees, continuous training to employees and elected representatives for their capacity building, encouraged and empowered the committees through continuous monitoring. The arrangement of physical facilities in Cheruvannur-Nallalam GP is a part of this broader change management initiative. FOM has implemented only the hard components of TQM from the Cheruvannur-Nallalam initiative, ignoring the soft components. The

absence of soft components of TQM, such as continuous improvement of facilities and services, continuous monitoring for improving quality, continuous training for capacity building, recognition for the good practices and efforts of employees, in FOM is a serious setback. With this realization, the Government has now initiated to implement TQM, instead of FOM, in LSGIs.

1.2.4. Implementation of TQM in LSGIs

With the objective of eliminating the drawbacks of FOM, KILA initiated training for LSGIs to implement TQM and obtain ISO certification. The Government of Kerala issued guidelines in this regard. (GO. (MS). No. 373/2013/LSGD Dated 02.12.2013). 44 GPs were certified ISO 9001:2008 through the implementation of TQM, by July 2015. The morals obtained from these certified GPs government renewed the Guideline during 2015. GO.(MS).No 18/2015/LSGD Dated 29.1.2015. As per this Guideline, the LSGIs are bound to implement TQM.

1.2.5. Why TQM?

The priorities of twelfth plan (2012-2017) guidelines of the Central Government and State Government includes quality service delivery. There are so many tools for attaining good governance, and the same is explained in the handbook for good governance. Among that most important and comprehensive tool is TQM. This helps the LSGIs to implement a management mechanism to attain efficiency and effectiveness in attaining service delivery and maintaining people friendly office environment.

Chapter 2

Total Quality Management: Principles

Your attitude towards work is more important than the ability to do the same

-A P J Abdul Kalam

2.1. Introduction

Even though quality has been an overriding concern since the era of industrialization, the mechanism for achieving it - TQM - gained world-wide attention in the 1980s. It is being widely practiced effectively in the production and service sectors of the corporate sector. TQM focuses on managing the entire organization to deliver quality goods and services to customers. TQM is a set of management practices applicable for the organizations, geared to ensure organisations to consistently meet customer requirements. Though different schools of thoughts exist in theories pertaining to TQM, it places strong focus on process measurement and controls as means of continuous improvement. The ISO 9001: 2008, guideline for quality management system (QMS) proposes eight principles for Quality Management. A bird's eye view of these principles is stated below:

2.2. Principles

2.2.1 People Centered

Every activity of the Panchayat should be people centered. The vision of Panchayat Raj is fulfilled, only when the Panchayats perform its functions by fulfilling the expectations of the people. The cardinal principle of TQM is people centered, which envisage that every organisation should deliver services according to the expectations of people. For this,

Panchayat should identify the current and future needs of the citizens. Every action of the Panchayat shall be towards the fulfillment of peoples' needs.

2.2.2 Leadership

Creative leadership is essential for quality service delivery in every organisation. The dedication, sincerity, and ability of the leaders are cardinal in the effective functioning of the service delivery management system in the Panchayat. Continuous directions from leadership based on continuous review meeting and monitoring is essential for effective efforts for attaining the objectives. It is the ability of leadership that motivates all employees and elected representatives to work for the attainment of objective and creates work environment. However in the Panchayat context, team leadership is important instead of individual centered leadership. Team leadership is essential for the effective and efficient functioning and delivery of quality service.

2.2.3 Participation

The very base of the organizational success is the total participation of all functionaries in the organization. Total Participation of people in different levels (elected representatives, Officers, and public) is the factor of efficiency. The pre-condition of true participation is involvement of all stake holders in decision making and development of design for implementation.

Participation is the base of Democracy

2.2.4. Process Oriented

The services offered by an organization are the end result (output) of a series of processes that takes place within the organization by utilizing various resources (inputs viz, human resource, physical resources and work friendly environment). Each and every function in the organization can be viewed as the series of processes of converting organisational inputs into desired outputs. Process is the effective utilization of resources for attaining objectives.

2.2.5 System Oriented

An organization is a collection of several individuals, sections and mechanisms. This collection of individuals, sections and mechanisms of the organization is a system. Thus an organization

is a system, and a system is composed of elements or subsystems so interrelated and integrated that they form a whole that displays unique attributes. From system concept, any default or failure from a single person or section of the organization will adversely affect the functioning of the organization.

A small hole in the ship may cause it to sink!

2.2.6. Continuous Improvement

Continuous evaluation should be done to ensure that the organization is regularly striving for attaining its objectives by strictly following the policies. To assess the performance of the Panchayat at various levels at regular intervals, continuous meetings should be convened. The adequacy of resources like human resource, infrastructure facility and work-friendly environment should be ensured from time to time. Consistency of efforts for continuous improvement is the base for success of TQM. Essentials like quality policy, quality goals, and quality audit reports should be subjected to continuous assessment to incorporate qualitative modifications, if needed. Improvement of the quality of services should be ensured continuously.

2.2.7. Factual Approach to Decision Making

The success of any organisation depends on right decisions at the right time. The decisions will be effective and suitable, if they are based on the analysis of accurate and real data and information. Timely and effective decisions are based on the facts and information. Hence, it is essential to ensure that data are sufficiently accurate and reliable. This principle insists that the decision making and implementation shall be based on the data base created for the purpose. It is the responsibility of the GP to create a data base and its continuous updation for planning the development and welfare activities.

2.2.8. Mutually Beneficial Relationship

The continuous effort of the people, elected representatives and officials is the base for the success for people centered governance. They shall always work in a mutually complement manner. Hence their interactions, interventions and efforts shall be for quality improvement and attainment of objectives through a mutually beneficial relationship.

*Whatever be the beauty of pearls, they have to be strung together
to make the garland!*

2.3. Conclusion

The philosophical base of TQM is based on the principles described in this chapter. Quality in services and good governance in the Panchayats can be ensured on the effective implementation of these principles.

Chapter 3

Total Quality Management (TQM) : Application

**“Without your involvement you can’t succeed.
With your involvement, you can’t fail”**

- **APJ Abdul Kalam**

3.1. Introduction

The discussion on the principles of TQM, in Chapter 2, is meaningful only if they are put into practice. There are different ways of applying the quality management principles. This chapter attempts to explain the applicability of QMS principles in the context of local governance by corroborating the existing good governance components.

3.2. People Centered

The Preamble of Kerala Panchayat Raj Act states that the Local Self Governments Institution (LSGI), being the Government Palpable to the local people, should be people centered in the governance. The decentralization of power implemented in Kerala through the ‘Peoples Plan Campaign’ (PPC)¹ was by imbibing people centered approach. It is now ripe to ensure the participation of people in governance too, with people centered approach. TQM helps to ensure better quality of services by making LSGIs really people centered. The focus of every activity of the Panchayat should be to provide specific services in tune with the needs of the people. This can be identified through Citizen Survey. (See Box. 3.1).

¹Decentralisation in Kerala was launched through PPC during the 9th Five Year Plan (1997-2002) for making the people better involve in the local planning.

Box 3.1: Citizen Survey

- A Citizen Survey can be conducted to identify the needs and expectations of the people. It helps to chalk out the solutions from the citizens for the efficient and effective implementation of various services and developmental activities.
- A well-designed questionnaire can be used for this purpose to the Citizens. It can be served during the Ayalsabha, Grama Sabha, or when they come to Panchayat for various services, or through sample survey of selected households from each and every ward of the GP.
- Panchayat can formulate different projects and activities based on the suggestions of the Citizen Survey by adhering to the relevant rules, with due emphasis for the satisfaction of the people.

3.3. Leadership

It was discussed in chapter 2 that an active leadership is an inevitable factor in the efficient and effective working of an organisation. Especially for implementing TQM, in its visioning process and for specification of quality objectives for the attainment of vision and mission, strong leadership is indispensable. Thus leadership is the core for continuous improvement and enhancing the quality of services through continuous monitoring. The leadership as envisaged in the Panchayat Raj System is not individual centered; but a democratic team centered.

Box 3.2: Democratic Leadership – Hierarchy

In Local Government system leadership quality is needed in different levels

Levels	Leader
Panchayat	: Panchayat President
Office	: Secretary
Steering Committee	: Panchayat President
Standing Committees	: Standing Committees Chairpersons
Quality Circle	: Conveners
Institutions of Panchayat	: Heads of Institution

The success of TQM depends upon the ability and commitment of leaders



3.3.1 Formulation of a Quality Policy

The first step to the implementation of TQM is the formulation of a Quality Policy. It shall be based on the findings of the Citizen Survey to ensure better quality of services and developmental activities in the Panchayat. It is to be formulated through different phases. (See Box 3.3)

3.3.2. Quality Vision

Developing the vision of the institution is the first phase of Policy Formulation. Vision is a broad dream, which encompasses and justifies the very existence of the institution.

E.g. The vision of 'transforming the Panchayat/Municipality as people friendly'.

3.3.3. Mission

Mission is the *modus operandi* to achieve the vision. The time bound missions lead to the achievement of vision.

E.g. To transform the Panchayat/Municipality into a people friendly within a period of one year, through the implementation of TQM and by achieving ISO Certification.

3.3.4. Quality Policy

Once the vision and mission of the Panchayat are finalized, the next step is to formulate a quality policy in tune with them. An anecdote for a quality policy can be as follows:

'The policy of this LSGI is to ensure ardent efforts in all phases with team work, transparency, friendliness, responsiveness and based on democratic principles to achieve the ISO Certification; through a time bound implementation of TQM to realize the vision of "a completely people-friendly LSGI", thereby attaining the satisfaction of Citizens.'

3.3.5. Quality Objectives

In order to finalize the objectives, the vision, mission, and policy of the LSGI should be subjected to thorough discussions at all levels of the LSGI to ensure a better clarity regarding the policy of the LSGI. Objectives are the practical versions of the policy. Objectives are to be fixed in tune with the quality policy; providing due consideration to all segments of the organization.

3.3.5.1. Quality Objectives – Features

- i. Objectives pertaining to different sections/officials should be complementary to each other even though their nature shows difference. Each specific objective should contribute towards the attainment of the general objective.

E.g.: 1. The efficient functioning of the front office by receiving application without any defects using well designed check lists and main office in handling of the same respectively contributes in providing quality service to the Citizen; within the least possible time limit.

- ii. Objectives fixed should be **simple** and **specific**, pertaining to different sections or officials in the Panchayat/Municipality.

E.g: (a) Ensure the rate of rejection of applications at the front office is zero.

(b) Ensure the demand and collection of property tax is 100 %.

- iii. Objectives should be **measurable**

E.g. Reduce the maximum time limit for granting building permits from the existing 30 days to 15 days.

- iv. Objectives should be **attainable**

Eg. Offering wage employment for the entire youth in the Panchayat/Municipal Office is a non-attainable objective, while formulating programmes ensuring definite income for a means of living like 'Self Employment Schemes for the Unemployed Youth' is an attainable one.

v. Objectives should be **realistic**

E.g. The Govt. Schools in the Panchayat/Municipality possess basic infrastructure facilities, but the medical field is suffering a lot for the same. In such a circumstance, the objective of enhancing the infrastructure facilities of Schools in the Panchayat/Municipality is not a realistic one.

vi. Objectives should be **time bound**

Eg. The objective of reducing the time limit for granting building permits from the existing 30 days to 15 days should be implemented within a period of 3 months. To achieve this, all the back log shall be cleared by that time,

3.3.6. Quality Manual

Quality Manual is an authoritative document related to the Panchayat, its responsibilities, quality policy, objectives, and quality mechanism.

3.3.7. LSGI Committee Review Meeting

The realization of the objectives of quality depends upon the continuous process of monitoring and evaluation. Continuous monitoring and evaluation efforts at each and every phase are more effective than the output of any set of activities. So the LSGIs should conduct review meeting.

Prevention is better than cure.

Box 3.4: Review Meeting Model Agenda

1. Progress of activities undertaken on the minutes of the previous Committee (progress of corrective measures).
2. Review of suggestions, proposals, and complaints of the Citizens, if any.
3. Position of infrastructure facility.
4. Observations of Internal Audit.
5. Report of activities of the Quality Circle.
6. Working condition of the Grievance Redressal Cell.
7. Precautionary measures to avoid complaints.8. Recommendations and Suggestions for improvement of activities.

3.4. Participation

The principle of participation envisages the inclusion of each and every one (citizens, elected representatives, and officials) in the planning and administrative process. The gist of TQM insists planning, implementation, and evaluation in a participatory manner. For this, the internal as well as external democratic platforms can be activated and empowered.

3.4.1. Platforms for participation

The council of LSGIs shall convene a meeting and take initiative for strengthening and empowering the platforms of participation viz;

- LSGI Council
- Steering Committee,
- Standing Committees,
- Meeting of Officials,
- Quality Circle
- Grama/Ward Sabha Meeting
- Ayal Sabha Meetings
- Ward Development Samithi Meeting
- Other Committees prescribed by Act or Rules (e.g. Institutional Management Committees)

Box 3.5: Quality Circle (QC)

- Quality Circle is the informal group of employees, solving the work related problems and fulfilling responsibility, with mutual cooperation and thus ensuring quality service delivery.
- Create sense of responsibility, establish a work related friendly environment, continuous evaluation, planning and conducting continuous training and identifying innovative ways and practices are the responsibilities of QC.
- Formulating strategies for smooth working of the office, solving problems./obstacles/limitations etc, Endeavor the rectification of grievances, if any, Seek remedies to complaints, if any, in the LSGI through the Finance Standing Committee that are not redressed at the level of the Officials.

3.4.2. Capacity Building

The effectiveness of participation depends on the capacity/ability of officials in different sections of the organization. Hence capacity building is an important task for implementing TQM

Box 3.6: Capacity Building

As part of Capacity building process:

- Fix the responsibilities and required skills for performing such responsibilities in each and every section.
- Give continuous training for improving the capacity.
- Inculcate the realization that each and every individual is an essential element in the organization.

3.5. Process Oriented

The implementation of TQM needs process oriented analysis, evaluation and monitoring. The functioning of an institution involves series of inter-related activities. The process is a group of inter- related activities. Process oriented working means the most suitable and coordinated implementation of activities or group of activities with available resources. This need to identify the activities and decide which sections/officials/institutions of LSGI shall be inter related and perform continuous monitoring and control for its effective functioning. Hence process maps shall be developed.

3.5.1. Process Map

It is explained that process mapping is essential for the process oriented functioning. The process map describes the stage by stage progress of activities related to a process of service delivery. At the first stage, think about the time taken by each section/officer to complete the process, and how to reduce the time for each process. This reduction decision shall not be taken for one application but to standardize and applicable for all the applications received in the office for the purpose. During the renewal of citizen charter in each year, the reduced time for each service shall be stated.

The services and development activities of an LSGI is the result of different process. There shall be a clear picture of the duties and responsibilities of each section/official for all the services and processes of the institution. It would be attained through the preparation of Process Map for the same.

3.6. System Oriented

As described in Chapter 2, the LSGI is a system consisting of different operational phases. Planning, Financial Management, Project Implementation, Grievance Redressal, Delivery of Services, and Monitoring and Evaluation are the sub-systems of a Local body the efficient functioning of these are complementary to each other. That means the performance of one system will affect the performance of other system. Likewise if we are looking at the LSGI on the basis of resources, we can see systems viz, Human resources, infrastructure facility including office automation and work friendly environment. The quality of activities is ensured by the availability and efficient inter-relatedness between these resources.

Box. 3.7: Human Resource: Capacity Building

The capacity building of Elected Representatives as well as Officials is to be ensured and enhanced to achieve the quality objectives. It is important that each and every individual's efforts are essential for attaining quality objectives. The human resources shall be analysed to ascertain, to ensure that the skill and knowledge of each individual shall be efficiently utilized to attain the above said objectives. In order to ensure efficiency of human resource:

- Fix the benchmark of efficiency- knowledge, skills - essential for different activities.
- Identify the gaps in efficiency.
- Organize essential training programmes.
- Evaluate the effectiveness of training programmes.
- Ensure that every individual is effectively involved and their knowledge and skill are being utilized for achieving the quality objectives.
- Keep necessary documents related to the details of various training programs conducted in the Panchayat including the procedures, participation, educational qualification of Officials and Elected Representatives, their abilities, number of training programmes attended, previous experience, etc.

3.6.1. Infrastructure Facility

The infrastructure facilities required by the Panchayat/Municipality need to be planned systematically.

Box 3.8: Infrastructure Facility

Infrastructure facilities of implementing TQM:

- Suitable building, work place and related facilities
- Special arrangements and facilities for differently-abled, people who need special attention, the aged, children, women etc..
- Facilities for the public.
- Hardware and software facilities for efficient working.
- Supportive facilities like, transportation, communication, data base etc.

Box 3.9: Work friendly Environment

The organization shall ensure the work environment needed to achieve conformity to service requirements. For this, a suitable atmosphere capable to ensure the smooth and efficient functioning is to be created and maintained. The interior lighting, air, sound etc. should be work-friendly.

3.7. Continuous Improvement

The success of TQM is based on the attention given for continuous improvement efforts for improving quality. Hence the Panchayat/Municipality shall continually improve the efficiency of the quality management system by adhering to quality vision/mission, quality policy, and quality objectives. To ensure this, Institutional review meeting and quality audits may be conducted. Take necessary remedial measures, if needed. The review meeting shall also plan preventive measures to avoid future shortcomings. Two type of actions/measures are needed;

i. Corrective Actions

Corrective Action is a reactive process to address concerns or issues after they have occurred. In order to rectify the concerns/issues occurred, actions will be taken to rectify them and to avoid the happening of same mistakes in future.

ii. Preventive Actions

Preventive Action is a proactive process and is initiated to stop a potential problem from occurring or from becoming too severe. Preventive action focuses on identifying negative trends & addressing them before they become significant.

Box 3.10: Corrective Actions and Preventive Actions

- Analyse the complaints, problems, and quality issues of public about the service delivery.
- Identify the reasons for such complaints, problems, and quality issues and take corrective measures.
- Analyse whether the corrective measures are implemented, what the results are, whether it has benefited to solve/avoid the problem.

3.8. Factual Decision-making

The efficient and effective functioning of any institution is based on the process of right decision at the right time. Intelligent and timely decisions can be made only on the basis of data. Proper statistics, information regarding the availability of resources, records and documents etc. contributes to proper decisions.

Box 3.11: Facts to be Analysed

The following facts shall be analysed:

- What is the satisfaction level of citizen?
- What are the issues/features of services?
- What are the possibilities of issues in connection with the service?
What are the corrective and preventive measures?
- The effectiveness of coordination and efficiency of different sections inside the office.

3.8.1. Record Management

The efficiency of TQM is based on proper management of records. A major part of time lapse occurs in searching for old documents and records due to lack of proper record management. Hence the necessary documents and records shall be correctly and systematically maintained.

Box 3.12: Record Management: Needs

A major part of time lapse occurs in searching for old documents and records due to lack of proper record management. Workload would be minimal if the records and documents could be identified easily and traced by any person in the office

The records of LSGIs are divided into two groups viz Documents and Records.

A. Documents

Documents are the instructions, forms, description of processes, proceedings, etc. to execute a task.

Eg. Quality Manual, Quality Policy, Plan Guidelines, Orders, Guidelines for Monitoring and Implementation stock file of standing instruction & orders etc.

B. Records

The term, Record is meant by the files and reports kept as evidence of projects or activities already implemented or undertaken. As part of TQM, the LSGIs shall maintain records to prove that the needs and wants of citizens are properly addressed. Some of the records are given below

1. Records showing the qualification, skills, experience, training attended etc by the officials and elected representatives.
2. Records of continuous monitoring viz
 - Ward Sabha/Grama Sabha, Ayal Sabha minutes
 - Quality Circle meeting minutes
 - Standing Committee meeting minutes
 - Steering Committee meeting minutes
 - LSGIs Council meeting minutes
 - Action Taken Report (ATR) on Audits, complaints etc
 - Personal register, Attendance register and Movement register
 - Records of administrative and development activities
 - Records of service delivery and service delivery review report
 - Actions taken on different audit queries and progress of rectification
 - Complaints of citizens and proposals
 - Public grievances and actions taken on proposed remedial measures

- All registers and records stipulated as per rules, stock records of software, its maintenance, grievances of employees, redressal measures, proposed actions, the progress of actions taken.

Box 3.13: Record Management

Record 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. Record management includes:

- Setting up of a Record Room (make it in digital form, wherever possible).
- Maintain and retrieve records according to demands.
- Ensure the responsibility of proper replacement of records, when it returns after use.
- Prepare and update a separate register/folio for the records maintained, details of distribution, deletion or additions, modifications etc.
- Ensure Continuous Evaluation of the record management system through proper Observations and Monitoring.

Box 3.14: Right to Information Act and Record maintenance

As per the RTI Act, it is the responsibility of LSGIs to provide all records to citizens if they ask. In order to reduce the work and time of providing answers and records for RTI questing, it is essential to maintain an efficient record management system. The TQM principle of factual decision making also proposes the same.

3.8.2. Database

Database is essential for evaluating the development sector and for efficient planning and monitoring. Database can be created through collection of data from primary or secondary sources. The reports of Panchayat level statistics issued by the Economics and Statistics department of Kerala in every five years can also be used for creating database.

3.9. Mutually Beneficial Relationship

The Local Government includes the Elected Representatives, Officials and Grama Sabha. The Local Governance includes, in addition to Local Government, many organizations like the neighborhood groups, various committees in the ward level, committees under the Local Self Government, institutional committees, NGOs, Volunteers, CBOs etc. In short,

Local Self Governance envisages a mutually complementary relationship of its Citizens, Officials and Elected Representatives. While the Development Standing Committee concentrates on project planning and the Finance Standing Committee concentrates on budget formulation, both of them functions in a mutually beneficial basis. i.e. a budget is mandatory for the fruitful implementation of the project, while the budget is prepared on the basis of projects developed through planning process. The mutual confluence of both is ensured by the complementary functioning of different Standing Committees.

Better quality service as well as efficiency of office management of the Panchayat is ensured through the effective implementation of the principles of TQM mentioned above.

Chapter 4

Quality in Office Performance: ‘5 - S’ Framework

*Those who cannot work with their hearts achieve but a hollow,
half-hearted success that breeds bitterness all around*

- A P J Abdul Kalam

4.1. Introduction

It is the need of the hour that the LSGIs shall be equipped with innovative technology to respond proactively and creatively towards the citizen. The unsystematic office environment, biling of unwanted files, materials and parts may destroy the work friendly environment of the office and reduce the efficiency of employees. This will also lead to loss of resources like space, time, money and energy and thereby ineffective and inefficient governance. The “5-S” practice is a well-recognized methodology used to improve the work environment of office.

4.2. What is “5- S”?

It is the combination of five Japanese words used in systematic house keeping technique. The term “5-S” represents five words in Japanese: Seiri, Seiton, Seiso, Seiketsu, and Shitsuke. The English equivalents for these words are Sort, Set in Order, Shine, Standardisation, and Sustain.

4.2.1. Sort (*Seiri*)

The efficient working of office can be assured, if we sort and make available stock by fixing the requirements, on the basis of what, when, where and how much. Sort refers to separating items that are not required for the present functioning of office and dispose them off or keeping them away from the work area and kept recorded. This helps for the effective utilization of valuable resources like place, time money and energy etc.

Box 4.1: Sorting of articles	
• Always needed	• Not at all needed
• Useful in certain occasions	• Not needed but may be useful
• Very rarely used	• Should be thrown out

Benefits from implementation of sorting:

- Avoids difficulties in work place due to the jam-packed condition of unwanted materials and records.
- Avoids the loss of time due the unwanted search for documents, records and materials.
- Avoids inefficiency of working duce to excessiveness of records and files
- Avoids the inaccessibility of shelves and almirahs due to excessive storage of materials in it.
- Staff members are able to work in a healthy atmosphere

4.2.2. Set in Order (*Seiton*)

Systematically arrange the essential files and materials, in such a way to take them very easily and speedily. Everything shall have a place; each and everything including people shall be in its place is the slogan of set in order. It will reduce the loss of time and energy through the unwanted search for files and materials. Neatness reduces the time it takes to locate or store items.

Those files and materials which are constantly used shall be arranged in close proximity to the officer for accessing them very easily. Others shall be arranged according to the frequency of use. This will surely reduce the unwanted movement, reduce the loss of time due to search for files and materials of loss and thereby ensures the speedy delivery of services.

4.2.3. Shine / Cleaning (*Seiso*)

In addition to being neat or orderly, the physical environment should also be clean. Most efficient cleanliness everywhere in the office is meant by the principle shine. No place in the office shall be left unclean. Clean those places which are even unnoticed by the public. The

initiatives for cleaning in office shall focus on, not only the shiny appearance of the office and arrangements but the usefulness of it.

Implementation Process

- The responsibility of cleaning shall be entrusted to all employees of the organization. Assigning specific duties like cleaning specific places, computer, tools, parts, materials, racks etc.
- Everyone should clean the table and chair, where he is sitting to work.
- Ensure that dust on the floor, corners of wall, surroundings of pillars, walls, windows, and doors of the office are removed.
- Ensure that cobwebs and other unwanted/unused materials are completely removed.
- Make regular and thorough cleaning activities as part of the work.

4.2.4. Standardize (*Seiketsu*)

After the implementation of the above said three 'S', a system shall be developed to standardize the activities to ensure sustainability. Ensure the coordinated effort of the three 'S' to avoid the return of office to its old position.

Implementation Process

- Assign responsibilities of different activities to officials for the implementation of first three 'S'.
- In order to avoid pitfalls assign the responsibilities of three 'S' as part of work.
- Monitor the effectiveness of activities in connection with the first three 'S'.
- Every day 5 minutes should be assigned for implementing the first three 'S' by all officials.

4.2.5. Sustain (*Shitsuke*)

It means self discipline i.e. convert the activities in connection with the '5S' as part of work and behaviour of all employees.. We can ensure the suitable environment for '5S' through continuous instructions, continuous awareness campaign, and continuous training.

Box 4.2: Five Phases of Implementation of five 'S'

First Phase	:	Clean the inside, outside and floors.
Second Phase	:	Cleaning wall, pillars, ceiling etc...
Third Phase	:	Cleaning and arranging the insides of racks, boxes, almirahs, tables and other essential articles.
Fourth Phase	:	All materials shall be cleaned, labeled and marked with standardization symbols in files and records.
Fifth Phase	:	Ensure that all the activities and functions are performed accurately

Key elements to be given more attention during the implementation of Five 'S':

- Ensure the cooperation and participation of all the officials and elected representatives.
- The commitment of LSGI is the first and foremost important step towards implementation.
- Secretary shall be given the authority to implement five 'S'
- Ensure self and continuous sustainability of the programme.

It is possible only through instilling an efficient work culture among the employees and attitude change.

4.3. Responsibilities

a) Responsibilities of Secretary of LSGI:

- Give training to all employees about the implementation process of Five 'S'.
- Delegate the authority and responsibility to each and every employee in the office.
- Provide sufficient time and resources to officials and prepare an action plan for the implementation of five 'S'.
- Accept the proposals of employees and ensure their creative and active participation.

- Give appreciation for the notable efforts of employees for the implementation of '5S'.

b) Responsibilities of employees:

- Provide continuous knowledge to the coworkers.
- Create curiosity in '5S' and give positive support for its implementation.
- Take active steps for the routine five 'S' activities themselves.
- Give endless supports to the superiors.

4.4. Benefits

- '5S' implementation inculcates a sense of cleanliness and makes them more systematic.
- The involved participation creates teams and improves creativity.
- Ensures the maximum utilization of instruments and available space.
- Creates a work friendly environment.
- Improves quality of services and reduces the pitfalls, delay in service delivery.
- Avoids red-tapism and reduces complaints.

The implementation of '5-S' improves health, discipline among employees, quality of service delivery and thereby it can be considered as the first step towards the implementation of ISO 9001:2015. The responsibility of continuous monitoring and evaluation for the smooth implementation and sustainability can be entrusted with Quality Circles in the office. The implementation of '5-S' creates a quality culture by impressing citizens, and also by establishing effective quality processes for good services and reduced delivery in time. Through '5-S', a quality model of GPs can be attained and this forms the basic step for attaining good governance.

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