

Local Governance:
5. Citizen Governance



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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 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. Radhakrishnan, 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

Grama Sabha, Ward Sabha, Ward Committee

1.1 Decentralization and Democracy

Decentralization of power is an important milestone in the evolution of Indian democracy. The thoughts and debates which are held worldwide on parliamentary-representative democratic system led to idea of decentralization of power. A notion emerged that democracy can be maintained only by handing over the centralized power at the top administrative level to the lower level, ultimately, to the public. The idea became powerful that local administrative bodies should have an administrative system with direct citizens participation. Participatory Democracy was accepted as the basic principle of democratic rule. It was based on these revelations, Panchayat Raj, *Nagarapalika* systems were introduced through 73rd & 74th amendments of Indian Constitution and Grama Sabhas and Ward committees were envisaged as per Article 243A and 243 (s) of the Constitution.

The Decentralization of power envisages reaching the power to the citizens. The report of Dr. Satyabhadrath Sen Committee of 1998 mentions that **power should go to the people and should not be blocked at any level**. Grama Sabha/Ward Sabha is the most effective & official venue for transferring the power to the public and utilizing direct democracy.

1.2 Participation in Administration – Grama Sabhas and Ward Sabhas

In the Kerala Panchayat Raj/Municipality Act, Grama Sabhas/Ward Sabhas/Ward Committees have given extensive powers, rights and duties. It is hoped that all the public will realize and utilize the power and rights of Grama Sabha/Ward Sabha/Ward Committee which may help to make the local administrative body transparent, efficient and public friendly. The empowerment of Grama Sabhas/Ward Sabhas/Ward Committees can be attained through decentralizing the power and distributing it among the public. Thus people can participate in the developmental activities directly and thus strengthen democracy.

1.3 What is Grama Sabha?

The Article 243(A) added by the 73rd amendment of the Constitution introduced conditions to establish Grama Sabhas in Grama Panchayats. As per the sections 3(1) & 3(2) of Kerala Panchayat Raj Act, Grama Sabha in each of the Panchayat electoral ward consists of the all the registered voters of that electoral ward (constituency).

1.4 Ward Sabha and Ward Committee

The Article 243(S) deals with the Ward Committees which are to be formed in every municipality. Each ward sabha of the municipality consists of all those in the voters' list of the ward constituency. (Kerala Municipality Act, Section 42A). But the municipalities with a population of more than one lakh, ward committees are to be formed instead of ward sabhas in each ward as per section 42 of Kerala Municipality Act. According to the Planning Guide Lines (G.O.(MS)No.362/2013/LSGD, dated 16.11.2013), even the municipalities with such ward committees have to convene a meeting of all the voters in wards for suggesting developmental programmes.

1.5 Ward Committee (In Municipalities with a population of more than one lakh)

1.5.1 Formation

In every municipality with a population of more than one lakh, a ward committee should be constituted by the Mayor/ Chairperson in each ward of the local body within 3 months of coming to office (Kerala Municipality Act Section 42, Kerala Municipality (Formation of Ward Committee and Meeting Procedures) Rules 1995.)

1.5.2 Members

Structure of Ward Committee is shown in box 1.1

Box 1.1 Structure of Ward Committee	
1.	Ward Councilor – Chairman
2.	15 members from the Residents Associations of a ward.
3.	20 persons from the members of Ward Neighborhood Groups.
4.	One Person each from the political parties which have representation in the municipality.
5.	Head of all the recognized educational institutions functioning in the ward.
6.	20 persons nominated by the Municipal Chairperson and Ward Councilor. (They need not to be residents of the ward)
(i)	10 persons representing cultural organizations, educational organizations, voluntary organizations and commercial-industrial institutions functioning in the ward.
(ii)	5 persons representing various professions. (Eg. Agriculture, Industry, Health, Education, Engineering, etc.)
(iii)	5 persons from Registered Trade Unions.

1.5.3 Ward Committee Meeting

- Ward Councillor should convene the Ward Committee meeting once in every three months. If necessary, meetings can be convened in between
- A notice containing venue, date and time of the meeting should be issued to all members 7 days prior to the date of meeting. A copy of the notice should be published in the notice boards of the municipality and ward centre.
- Ward Committee Chairman (Ward Councilor) one who is then-selected from the committee members in the absence of the Chairman should preside the meeting.

1.5.4 Agenda

- Agenda should be prepared by the Secretary or an official designated by the Secretary after discussion with the Ward Committee Chairman.
- Agenda should be read over at the beginning of the meeting of the ward committee.

1.5.5 Quorum

- Quorum of the committee will be one fifth of the total members.
- Meeting should be put off to another day if the quorum is not completed within 30 minutes after the proposed time of meeting. Such postponed meeting should be convened within 15 days.

1.5.6 Registration of Members

Register containing names and details of the Ward Committee members should be kept in the ward centre. Members who attend the Ward Committee meeting should mark their attendance in the register.

1.5.7 Minutes/Function of Chairperson/President

- Secretary or an official designated by the secretary should prepare minutes.
- After recording the meeting resolutions, minutes should be signed by the President. Copies of the minutes and resolutions should be issued to the members within 5 days after the meeting and published in the notice boards of the municipality and ward centre.
- Chairperson should submit suggestions and recommendations of the Ward Committee for the consideration of council.

1.6 Grama Sabha/Ward Sabha/Ward Committee – Relevance

Grama Sabha/Ward Sabha/Ward Committee is the basic component of Panchayat Raj/ Nagarapalika system. In the process of handling power by the public, these are the democratic venues where all the citizens with voting rights can participate directly in the administrative matters and can apply their power.

1.7 Powers, Rights, Duties and Responsibilities of Grama Sabha

1.7.1 Powers, Rights and Duties of Grama Sabha

(Kerala Panchayat Raj Act, Section 3A)

1[3A. *Powers, function and rights of the Grama Sabha.* – (1) Grama Sabha shall, such manner and subject to such procedure, as may be prescribed, performs the following powers and functions, namely: -

- (a) to render assistance in the collection and compilation of details required to formulate development plans of the Panchayat;
- (b) to formulate the proposals and fixing of priority of schemes and development programmes to be implemented in the area of Village Panchayat;
- (c) 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;
- (d) to render assistance to implement effectively the development schemes by providing facilities locally required;
- (e) to provide and mobilise voluntary service and contribution in cash or in kind necessary for the development plans;
- (f) suggesting the location of street lights, street or community water taps, public wells, public sanitation units, irrigation facilities and such other public utility schemes;
- (g) 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;
- (h) to promote harmony and unity among various groups of people within the area of the Grama Sabha and to organise arts and sports festivals to develop goodwill among the people of that locality;
- (i) to monitor and render assistance to the beneficiary communities engaged in the developmental activities within the area of the Village Panchayat;
- (j) to verify the eligibility of persons getting various kinds of welfare assistance from the Government such as pensions and subsidies;
- (k) to collect information regarding the detailed estimates of works proposed to be implemented in the area of the Grama Sabha;
- (l) to make available details regarding the services to be rendered and the activities proposed to be done by the concerned officials in the succeeding three months;
- (m) to know the rationale behind every decision taken by the panchayat regarding the area of the Grama Sabha;

- (n) 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;
 - (o) to co-operate with the employees of the village panchayats in the sanitation processes and rendering voluntary service for the removal of garbage;
 - (p) 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;
 - (q) to assist the activities of parent-teacher associations of the schools within the area of the Grama Sabha;
 - (r) to assist the public health activities especially prevention of diseases and family welfare, within the area of the Grama Sabha;
 - (s) 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 know 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 and 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 Panchayat shall attend the meetings of the Grama Sabha as may be required by the President and an officer nominated by the Village Panchayat as the co-ordinator of the Grama Sabha shall assist the convener 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 its 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 with in 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 criterion 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 Sabhas.
- (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 scrutinised 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 Panchayat:

Provided that the Village Panchayat shall not change the order of priority in the list sent by the Grama Sabha for approval.

1.7.2 Responsibilities of Grama Sabha (Kerala Panchayat Raj Act, Section 3B). -

- (1) The Grama Sabha shall have the following responsibilities namely: -
 - (i) dissemination of information regarding developmental and welfare activities;
 - (ii) participating in and canvassing of programmes of Health and Literacy and such other time bound developmental programmes;
 - (iii) collecting essential socio-economic data;
 - (iv) providing feed back on the performance of development programmes;
 - (v) resort to moral sanction to pay taxes, repayment of loans, promote environmental cleanliness and to maintain social harmony;

- (vi) mobilise local resources to augment resources of the panchayat;
 - (vii) supervising development activities as volunteer teams and;
 - (viii) make arrangements for reporting urgently incidence of epidemics, natural calamities etc. to the concerned.
- (2) The Grama Sabha shall make periodical reports to the village panchayats in respect of matters specified in a section 3 A.]

1.8 Rights, Duties and Responsibilities of Ward Committees and Ward Sabhas

1.8.1 Responsibilities of Ward Committees/Ward Sabhas

(Kerala Municipality Act Section 45)

- 1) The following Duties and responsibilities are to be exercised by the Ward Sabha/ Ward Committee
 - (a) Assist the collection and consolidation of details necessary for the formulation of development schemes for the Municipality.
 - (b) 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.
 - (c) Prepare a final list of eligible beneficiaries based on the criterion prescribed for projects meant for beneficiaries in the order of priorities.
 - (d) Render necessary assistance for effective implementation of development schemes by providing local facilities required.
 - (e) Seek and obtain detailed information regarding the implementing on the ward and observe its implementation in accordance with the directions.
 - (f) Provide and mobilise voluntary services and assistance in cash or kind for social welfare programmes.
 - (g) Prepare the order of priority as to the location to install street lights, street/ public water taps, public wells, public sanitation units, irrigation facilities and other public utility services.
 - (h) Discuss and formulate literacy programmes necessary for the ward area, formulate schemes for implementing awareness regarding matters of public interest like sanitation environmental protection, pollution control etc. and to

give protection from social evils like corruption, false and fabricated transaction etc.

- (i) to promote harmony and unity among the people belonging to different sections in the ward area and to organize arts/sports festivals in order to promote goodwill among them.
 - (j) To observe and assist beneficiary committees which are conducting developmental programmes in the ward.
 - (k) To verify the eligibility of the persons who get pensions and subsidy from the government.
 - (l) To make aware the people for the prompt payment of taxes, fees, rents and other some due to Municipality
 - (m) To cooperate with the employees of the ward area in sanitation arrangements of the area and rendering voluntary services in the removal of garbage.
 - (n) To encourage the residents of the ward to plant kitchen garden and to encourage in horticulture activities.
 - (o) To identify the deficiencies in systems of water supply, street light etc. in the ward and to suggest remedial measures.
 - (p) To identify the lacunae and lapses in following the building rules and implementing spatial planning.
 - (q) To assist the activities of parents-teachers association in the ward area.
 - (r) To assist the functioning of public health activities, especially, immunization and family welfare activities in the ward area.
 - (s) To perform other functions as may be prescribed.
- 2) The Ward Committee or the Ward Sabha 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 plan outlay and allocation of funds and also the details of estimates and cost of materials of the works executed or proposed to be executed.
- 3) The audit report or performance audit report coming for the consideration of the Ward Committee or Ward Sabha should be discussed in its meeting and its opinion

and suggestion and recommendation be communicated to the council in a ward committee or ward sabha, it should be discussed and should inform the opinions and suggestions to the related council.

Special Meeting – Voters’ Right

If voters not less than 10% of the total number of voters in a ward request to call a meeting to discuss an issue in the Grama Sabha or Ward Sabha the Convener (ward member/Councillor) shall within 15 days. Call such a special meeting with the given agenda.

1.8.2 Duties of Ward Committees/Ward Sabhas (Kerala Municipality Act, Section 46(1))

- 1) Ward Committee and Ward Sabha will have the following duties, i.e.,
 - i) Disseminate information about development and welfare activities.
 - ii) Participate and propagate the programmes related to health and literacy and other similar time bound development programmes.
 - iii) Collect the essential socio-economic details.
 - iv) Provide information about the progress of development activities.
 - v) Adopt moral means for payment of taxes repaying loans, keeping the premises clean and maintaining communal harmony.
 - vi) Mobilise, resources locally to arrangement the financial sources of Municipality.
 - vii) Supervise the development activities as voluntary groups.
 - viii) Make arrangements to report immediatly the occurance of epedemic, natural calamities, etc. to the concerned.
 - ix) Co-ordinate and implement the activities for the protection of nature to impart knowledge to the people on enviornmental problem.

1.8.3 Rights of Ward Committees/Ward Sabhas (Kerala Municipality Act, Section 46(2))

- i. To avail information regarding the services to be rendered and the activities proposed to be done by officers for the next three months.

- ii. To get information on the detailed estimates of the works to be undertaken in the ward area.
- iii. To know the logic of each of the resolutions taken by the municipality on ward area.
- iv. To know about the follow up actions taken, on the decession of Ward Sabha and ward committees and about the reasons for not implementing any of the decision.
- v. To get information regarding detailed townplanning scheme, building permits etc.

1.9 Authorised persons for conducting Grama Sabha/Ward Sabha/Ward Committee

1.9.1 Convener of Grama Sabha/Ward Sabha

Conveners of Grama Sabhas are ward members and conveners of ward sabhas are Municipal councillors. If one Councillor/Ward Member is unable to execute his duties due to physical problems or some other justifiable reason, the President/Mayor can appoint the Ward Member/ Councillors of the adjacent ward as the convener.

1.9.2 Co-ordinator

An official decided by the Village Panchayat/Municipality should act as the co-ordinator of Grama Sabha/Ward Sabha/Ward Committee. Co-ordinator should assist the convener in all matters related to Grama Sabha/Ward Sabha/Ward Committee.

1.9.3 Facilitator

Facilitators from the ward can be given charge for conducting the Grama Sabha/Ward Sabha efficiently. Their service can be rendered for topic presentation, leading the group discussions and organizing the meeting.

1.9.4 Sub -Committees

Grama Sabha/ Ward Sabha can Constitute a sub-committee with not less than 10 members to help in implementing any scheme or project and for improving its rights and responsibilities.

1.9.5 Officials

If the President/Mayor requires, any official in the office of the local administrative institution or in institutions under the control of local body to attend the meeting of Grama Sabha/ Ward Sabha. He/She should do so (Kerala Panchayat Raj Act Section 3 A(5), Kerala Municipality Act Section 42 A(7)). The officials who attend the meeting should provide details regarding the present activities and the activities to be done in the next three months.

1.10 Convening the Meeting of Grama Sabhas/Ward Sabhas

1.10.1 Convening Grama Sabha/ Ward Sabha – Responsibility

Meeting should be conducted once in every three months at the place decided in the discussion between the President/Chairperson/Mayor and Ward Member of Panchayat/ Municipality/ Municipal Corporation. The responsibility of convening the meeting is vested with the ward member who is the Convener.

1.10.2 Decision for Convening Meetings

The decision of fixing the dates for convening the meetings of Grama Sabha/Ward Sabha should be taken by considering the time required for preparing and printing the documents on important agenda for discussing at each of the meetings. For example, if the date of a Grama Sabha for selecting the beneficiaries is fixed without giving much time either to conduct enquiry on applications for the benefits or to evaluate and prepare the priority list of the applicants based on the norms and conditions, it has to be postponed. Otherwise it will be only a hoax.

1.10.3 Date and Time

Caution should be taken not to conduct more than one meeting at the same time. Holidays are preferable. Meeting must be conducted between 8 in the morning and 6 in the evening.

1.10.4 Agenda

- i. Agenda should be fixed on the basis of compulsory items to be included as per the Panchayat Raj/Municipality Act, Government instructions, items which are found by local administrative institution as necessary, suggestions from the officials, public requirements and recommendations from the Neighbourhood Committee.
- ii. In addition to the common agenda, items required by the voters of the ward and ward members have to be included in each ward meetings

1.10.5 Preparation of Notice

- i. Grama Sabha/Ward Sabha notice should be issued to all voters. Separate notice should be prepared for each Grama Sabha/Ward Sabha.
- ii. An item-wise agenda with date, time and venue must be included in the notice.

- iii. Block Panchayat Member, District Panchayat Member (representing the area) and Member of Legislative Assembly should be invited in the Grama Sabha by the Ward Member. (Not applicable for Ward Sabha)

1.10.6 Preparation of Documents to be presented/distributed

As per the agenda, required number of copies of all the necessary documents should be taken. (If it is Grama Sabha for selecting the beneficiaries, the priority list with marks obtained for beneficiaries on each benefit, applications obtained, etc.) Secretary and heads of institutions will have the responsibility.

1.10.7 Preparation/Printing of Documents to be distributed

The documents (if it is a plan formulation meeting, the income-expenditure statement of the previous year and project recommendations for the next plan prepared in the prescribed form) should be prepared and printed for distributing to all the participants of Grama Sabha/Ward Sabha/Ward Committee.

1.10.8 Publicity

All possible measures for publicity should be done. The service of neighbourhood groups, A.D.S., ward development committee, ayal sabhas, neighbourhood committees, students, clubs, etc., can be utilised.

1.10.9 Organizing

Ward Development Committee of each ward should act as the Organizing Committee of Grama Sabha/Ward Sabha. House to house distribution of notice, assure the participation of the public, conducting the publicity programmes, arrangement of venues, registration, facilitation in group discussions, etc., should be done by the organizing committee. Signed receipts should be collected from every house. It is better to distribute the notice 7 days prior to the meeting. Ward Development Committee and ayal sabhas should ensure the representation of all the neighbourhood committees of the ward in the Grama Sabha/Ward Sabha.

1.10.10 Hall, Sound System, etc.

They have to be pre-arranged. Meeting should be arranged in a place where there is facility for group discussion.

1.11 Conducting of Grama Sabha/Ward Sabha Meeting

1.11.1 Chairperson

The President will preside the meeting of Grama Sabha whereas the Chairperson/Mayor will preside the meeting of Ward Sabha. In the absence of President, Vice President has to preside and in the absence of both, Convener should preside the meeting. Likewise, forward sabha in the absence of Chairperson, the Deputy Chairperson or any Standing Committee Chairperson suggested by the Chairperson or in the absence of both, Convener should preside the meeting.

1.11.2 Registration

Registration should be done in various counters based on various subjects. The officials/responsible persons should be pre-arranged for the same. The name, house name, age, male/female, SC/ST, official/elected member and such other details should be entered in the register. Co-ordinator will have the full responsibility of registration. Co-ordinator can avail the help of the ward development committee/neighbourhood committee.

1.11.3 Punctuality of Time

Care must be taken to keep punctuality regarding the beginning and ending of the meeting. (Ensure that a minimum of 4 hours is available)

1.11.4 Quorum

The quorum of Grama Sabha/Ward Sabha will be 10% of the total number of voters in that ward. But the quorum will be 50 when the meeting is again convened after the first one is adjourned for want of quorum.

1.11.5 Programme List

There will be a pre-planned programme list as per the agenda. Not more than half an hour is used for inaugural session. A minimum of two hours time should be availed for group discussion. The rest of the time can be given for topic presentation and general discussion.

1.11.6 Topic Presentation

Topic presentation has to be done according to the agenda of each meeting. Topic presentation should be done by the pre-planned persons.

1.11.7 General Discussion

After the topic presentation, a general discussion related to the topics presented before the group discussion, general issues in the ward, personal matter, etc. should be allowed.

1.11.8 Questions & Resolutions

- Members have the right to submit the written questions and resolutions before the meeting of Grama Sabha/Ward Sabha begins or when it is on for consideration.
- Elected Member or official has to answer the questions and doubts and that should become the part of the minutes.
- Permission should be granted for presenting resolutions related to any issues under the jurisdiction of the Grama Sabha/Ward Sabha.

1.11.9 Group Discussion

The topics for group discussion, things to be discussed, facilitators of discussion, venue for the discussion, etc. should be well-planned. Reporting should be done in the plenary session after the group discussion. Minutes and decisions of group discussions should be recorded and kept with the documents of Grama Sabha/Ward Sabha meeting.

1.11.10 Decisions and Suggestions

Decisions should be taken, recommendations should be approved and resolutions should be passed in the plenary session itself.

1.11.11 Resolutions, Recording of Minutes & Informing Members

- Minutes of the meeting should be recorded in the register at the time of the meeting itself.
- Decisions should be read over to the members before the meeting ends.
- It is the duty of the co-ordinator of Grama Sabha/Ward Sabha to record the minutes.

1.11.12 Signing of the Minutes and Resolutions

- After the meeting, the elected members who participated, officials and co-ordinator should sign the minutes.
- In addition to this, the signature of some of the members (voters) should be collected.
- Any voter who demands should be permitted to sign in the minutes.

1.11.13 Issuing the Copies of Minutes

If any voter demands the copies of minutes of Grama Sabha/Ward Sabha, Secretary has to issue the same collecting fee in the rate of photocopying charge.

1.12 Follow up of Grama Sabha/Ward Sabha Meetings

1.12.1 Safe Custody of Records

- The next day itself, co-ordinator should return the registration forms, group discussion notes, minutes book, photographs, etc., and get acknowledged by the Secretary.
- Secretary has to keep them as official documents.
- The copies of the minutes and decisions should be kept in the village centers/ward centers by the co-ordinator.

1.12.2 Considering the Decisions of Grama Sabha/Ward Sabha by Local Bodies

Grama-Block-District Panchayats/Municipalities should give due consideration on the recommendations and suggestions of Grama Sabha/Ward Sabha. An analysis of matters related to the execution of decisions must be done by the Ward Development Committee and Grama Sabha.

Grama Sabha/Ward Sabha and Disqualification of Member
If a member who is the Convener of Grama Sabha fails to convene the Grama Sabha once in three months for three consecutive times, his/her membership will be ceased. (Kerala Panchayat Raj Act, Section 35 P) If a councilor fails to convene Ward Sabha once in three months for two consecutive times, his/her membership will be lost. (Kerala Municipality Act, Section 42 A(6))

1.12.3 Execution of Decisions

If any decisions taken by the Grama Sabha/Ward Sabha/Ward Committee is not executed, the Local body should inform the reason for the same to the Grama Sabha/Ward Sabha/Ward Committee, in the next meeting. (Kerala Panchayat Raj Act Section 3(6), Kerala Municipality Act Section 42 A(6))

1.13 Scrutiny of Eligibility and Selection of Beneficiaries

The right to verify the eligibility for various benefits like pension and subsidy and select the beneficiaries on the basis of priority is vested with the Grama Sabha/Ward Sabha/Ward

Committee. (G.O. 362/12/LSGD, dated 16.11.2013 Annexure 16 Para 7, Kerala Panchayat Raj Act Section 3 A (9), Kerala Municipality Act 45(1)(C)). The steps for the same is given below:

- 1) When selecting the beneficiaries, the eligibility and priority criteria should be informed to the Grama Sabha/Ward Sabha.
- 2) A draft priority list of applicants after the enquiry and verification (List based on the marks scored for priority) has to be made available to Grama Sabha/Ward Sabha.
- 3) Scrutiny of applications should be done in the presence of the applicants in the meeting.
- 4) After the scrutiny, a final list of eligible beneficiaries should be prepared and submitted to Grama Panchayat/Municipality by the Grama Sabha/Ward Sabha/Ward Committee. The local body should not change the order of priority approved by the Grama Sabha/Ward Sabha.
- 5) Grama Sabha has to select the beneficiaries not only for the projects implemented by the Grama Panchayat but also for the projects and schemes of other teirs of Panchayats (Block/District Panchayats) and other departments. The beneficiaries selection for the various schemes implemented in municipality by other departments are done by the Ward Sabha/Ward Committee.

The persons who get benefits:

- BPL Families
- Ashraya Beneficiaries
- Those who receive special benefit from public distribution system, welfare pensions and unemployment wages.
- Those who are selected as beneficiaries for development programmes.
- Their list should be placed in the Grama Sabha/Ward Sabha/Ward Committee.
 - 1) Must ensure that only eligible ones get benefits and that the ineligible ones do not.
 - 2) If the beneficiaries are selected by the Grama Sabha/Ward Sabha/Ward Committee, the name and details of the selected beneficiaries should be

published in the web site. Only such lists can be considered for providing benefits.

1.14 Receipt, Expenditure Statement and Administrative Report

The following must be presented and discussed in the Grama Sabha/Ward Sabha/Ward Committee:

- 1) The development projects and their expenditure of previous year.
- 2) Administrative Report of the previous year.
- 3) The development projects proposed to be taken up in the current year and the expenditure anticipated for the same.
- 4) Amount earmarked in the budget.
- 5) Details of the plan fund.
- 6) Details of funds in various heads.
- 7) Details of the estimates, materials and expenditure of works implemented or to be implemented.

1.15 Audit Reports

- 1) Audit Report of Kerala State Audit Department (formerly Local Fund Audit) and Performance Audit Report should be presented and discussed in the Grama Sabha/Ward Sabha/Ward Committee and the opinions, recommendations and suggestions should be informed to the Grama Panchayat/Municipality.
- 2) A Social Audit on the development-welfare activities can be conducted by the Grama Sabha/Ward Sabha/Ward Committee. For this purpose, a social audit team can be formed. This social audit team should conduct social audit and place the audit report in the Grama Sabha/Ward Sabha/Ward Committee and after the discussion, it should be submitted to the Grama Panchayat/Municipality.

1.16 Making Meetings More Efficient

Points, that the elected members should consider for making meetings more efficient:

1. The President of the Local body is the President of Grama Sabha/Ward Sabha/Ward Committee. Hence it is better not to convene more than one Grama Sabha/

Ward Sabha/Ward Committee at the same time. (Never convene more than two). At the time of fixing the meeting dates, special attention has to be given for the same.

2. Decide the agenda before hand and item-wise agenda list should be included in the meeting notice.
3. The review of decisions in the previous meeting should be done compulsorily at every Grama Sabha/Ward Sabha/Ward Committee meetings.
4. The presence of Secretary and President at the Grama Sabhas in Grama Panchayats and Secretary and Chairperson in Ward Sabha/Ward Committees should be ensured.
5. The presentce of officials should also be ensured
6. Form an organizing committee in order to organize Grama Sabha/Ward Sabha/Ward Committee as a campaign. Utilize the service of Ayal sabha neighbourhood committees and ward development committees effectively.

1.17 Plan Formulation and Implementation

- 1) All the elected members should take keen interest to ensure full participation of Grama Sabha/Ward Sabha/Ward Committee in preparing suggestions for projects and development programmes which are to be implemented in the Grama Panchayat/Municipal area (which project, where to start, etc.) and in fixing their priority (the projects included in the programme should have the approval of the Grama Sabha/Ward Sabha).
- 2) The Grama Sabha/Ward Sabha/Ward Committee should observe and monitor the implementation of development-service-welfare projects and ensure transparency and efficiency.
- 3) All the developmental activities should be subjected to social audit and discuss the social audit report in the Grama Sabha/Ward Sabha/Ward Committee.
- 4) Special Grama Sabha/Ward Sabha/Ward Committee should approve the action plan of Mahatma Gandhi National Rural Employment Guarantee Programme (not applicable for municipalities) and the master plan of Watershed Development.

1.18 Arrangement of public amenities

Grama Sabha/Ward Sabha/Ward Committee should suggest where to install the street lights, public water taps, public wells, public sanitation units, irrigations facilities and other public amenities. Ensure that such rights are utilized by them.

1.19 Public Works

Each elected member has the responsibility of empowering the Grama Sabha/Ward Sabha/Ward Committee to perform the following responsibilities.

- 1) To know the estimate, details about the materials and expenditure of the works implemented or going to be implemented in the Grama Sabha/Ward Sabha/Ward Committee area. (details should be issued in the Grama Sabha/Ward Sabha/Ward Committee.)
- 2) Ensure the erection of board at work site as per the public works rules.
- 3) Help the beneficiary committees who undertake development projects and closely monitor it.
- 4) Collect the details about the estimates of works to be implemented in the area.

Chapter 2

Special Grama Sabha/Ward Sabha

2.1 Necessity

Grama Sabhas/Ward Sabhas are the democratic venues which give the public an opportunity to participate in administrative-developmental matters directly. Through the direct participation in the local administrative, developmental activities, the faith and interest of public in the administrative system increases. Normally there are less opportunity for general Grama Sabha/Ward Sabha to ensure the welfare of the marginalised or to discuss the problem of such category who deserve special consideration. Hence the necessity for convening special meetings for discussing their problems are mentioned in the Twelfth Five Year Plan Guidelines. (G.O.(MS)362/2013/LSGD, dated 26.11.2013). The meeting of such special Grama Sabhas/Ward Sabhas for each category will be instrumental for getting the eligible consideration to the following categories.

2.2 Special Grama Sabha /Ward Sabha for Children

- Special Grama Sabha/Ward Sabha can be utilized as a general venue to connect the children, the future gifts of the society, with the local administrative system and to create awareness in them.
- All the children between the age of 10 and 18 in a ward of the local body will be a member of such Grama Sabha/Ward Sabha.
- Local bodies should give enough consideration to the recommendations and suggestions of such Grama Sabha/Ward Sabha.

2.3 Special Grama Sabha/ Ward Sabha for Youth

- Special Grama Sabha/Ward Sabha for youth aims at increasing the participation of youth in the local planning process and to plan youth-welfare programmes along with fostering their unity.

- Youth Grama Sabha/Ward Sabha consists of youth between the age of 18 and 35 and it has to be conducted at ward level.
- Such Grama Sabha/Ward Sabha helps the youth to create awareness among themselves about their rights and responsibilities and ensures their participation in planning and implementing projects for their sector.

2.4 Special Grama Sabha/Ward Sabha for Women

- Special Grama Sabha/Ward Sabha for women should be convened for ensuring the participation of women, who are more than half of the population, in the process of planning and to solve by discussing the various developmental-social issues they are facing.
- Such Grama Sabha/Ward Sabha is conducted by participating women above 18 years of age in a ward.

2.5 Special Grama Sabha/Ward Sabha for Senior Citizens

Special Grama Sabha/Ward Sabha for senior citizens is aiming at providing an opportunity for senior citizen to present and discuss their problems along with utilizing their experience and expertise in the planning process effectively.

2.6 Special Grama Sabha/Ward Sabha for Physically/Mentally Challenged

The emphasis must be given to the general streamlining, protection of rights and development of physically and mentally challenged. Special meetings should be conducted for planning projects for the physically challenged in which their participation should be ensured. The physically challenged have limitations in presenting their problems and taking decisions at general meetings. Hence special Grama Sabhas are necessary for increasing their intervention in the administrative level and for identifying and expressing their problems.

Organizing Special Grama Sabha/Ward Sabha
<ol style="list-style-type: none"> 1. The Convener of the special Grama Sabha/Ward Sabha will be the elected member of the local self government institution who represents the related ward. 2. The President of the Grama Sabha/Ward Sabha will be the President/ Chairperson of the Grama Panchayat/Municipality.

3. The special Grama Sabha/Ward Sabha has to be convened by the ward member/councilor who is the Convener. But the special Grama Sabha for the physically/ mentally challenged should be conducted at the Grama Panchayat/Municipality level. The responsibility of convening the same is vested with the Welfare Standing Committee Chairperson.
4. The official nominated by the Grama Panchayat/Municipality has to act as the co-ordinator of Special Grama Sabha/Ward Sabha.
5. The meeting proceedings and further actions will be the same as that of Grama Sabha/ ward Sabha meeting.

To know more about the Special Grama Sabhas, read “Special Grama Sabhas” published by KILA.

2.7 Oorukoottam

Due to the special life style and social structure of the tribal people, their development-welfare activities have to be discussed and decided by themselves. Oorukoottams are such venues for them. (“Ooru” means a cluster of tribal families in an area. Oorukoottam consists of all those in the ooru who have names in the voters’ list. There will be an Ooru Mooppan (Head) in every ooru.)

2.7.1 Oorukoottam Meetings

- Notice must be given to the members one week prior to the meeting of oorukoottam.
- A group of 9 to 11 members including Ooru Mooppan, two representatives from ooru, tribal promoters, a tribal representative from working group, a representative of tribal neighbourhood group and two representatives from the registered tribal voluntary organization, should be formed for preparing agenda, organizing the meeting.
- The above mentioned group members should decide the venue and suitable time for conducting the Oorukoottam.
- Should take steps for preparing a list of all the adults in the ooru and ensure their participation in the meeting. (Meeting notice should be delivered at every house. Notice should be published at public places in an ooru.)

- Convince them while issuing the notice about the reason for convening special oorumkootam and the details of the topics to be discussed there.
- As per the agenda in the notice of the Oorumkootam, meeting should be started at the right time with Ooru Mooppan, as the president. More than 50% of the total voters will have to attend the meeting of Oorumkootam (Quoram).
- Tribal promoter should prepare the attendance and minutes of Oorumkootam. Working group members who are responsible for conducting the oorumkootam have to record the important points discussed in the meeting.
- All the documents related to Oorumkootam, should be kept in the Grama Panchayat/ Municipality and copies should be made available at the Village Centre/Ward Centre. (Grama Kendra)
- The role of Oorumkootam in the formulation of Tribal Sub Plan is explained in the 7th Chapter of Hand Book 4, entitled, Local Planning.

2.8 Matsya Sabha(Assembly of Fisher People)

Due to various reasons, the participation of fishermen is minimal in Grama Sabhas/Ward Sabhas where direct democracy is ensured. As a remedy, matsya sabhas should be convened prior to Grama Sabhas. Matsya Sabha envisages ensuring the resourceful and creative participation of fishermen in local planning. Hence it can be assured that the utilization of available resources, funds and systems helps to attain the improvement of traditional fishermen. The boundary of the Matsya Sabha is the coastal ward. Matsya Sabha can be formed in such a manner that each coastal ward must have a matsya sabha of its own.

The eligibility of membership is restricted to the families having members (active fishermen/allied workers) depending on the traditional fisheries sector for livelihood. One of the family members should be active fisherman/allied worker. Such family members in each ward whose names have been included in the voters' list are eligible for attending the Matsya Sabha.

2.8.1 Meetings

- Matsya Sabha meeting should be organized before the Grama Sabha/Ward Sabha meetings. Chairperson/Convener should ensure that the resolutions from the matsya sabha get proper consideration Grama Sabha/Ward Sabha.

- The working of Matsya Sabha will be in democratic participatory method. Convener should ensure the maximum representation of fishermen in the meeting. Active participation of Matsyabhavan officials should also be ensured.
- Notice of Matsya Sabha meeting (including agenda) should be distributed 5 days prior to meeting.
- Matsya Sabha meetings should be convened at a time suitable to fishermen. The local peculiarities and fishing season have also to be considered.
- In emergency situations (natural disaster, failure of law and order, etc.), Chairperson has to convene emergency meeting.
- The quorum of matsya sabha meeting is 51% of fishermen families in a matsya sabha.
- For an effective integration of planning process, representation of three government officials (Fisheries Department, Matsyafed and Fishermen Welfare Board) should be ensured in the Matsya Sabha.
- In Matsya Sabhas where number of fishermen is high, arrangements should be done by dividing them into small groups for discussion.
- Matsya Sabha meeting can be held at the premises of Matsya bhavan or in a public institution/public place near the coastal area.

Chapter 3

Sevagram - Grama/Ward Kendram

3.1 Introduction

- The Local Self Government becomes transparent, effective and people friendly when all categories of people attending the Grama Sabha/Ward Sabha/Ward Committee convinced of the power and rights of Grama Sabha/Ward Sabha/Ward Committee and utilizing those powers.
- Government has ordered (G.O.(MS)No.112/2014/LSGD, dated 25.06.2014) to establish Sevagram Grama/Ward Kendram in each ward as a permanent main centre for Grama Sabha/Ward Sabha/Ward Committee for monitoring, analyzing and maintaining efficiency of Grama Sabha/Ward Sabha/Ward Committee activities.
- Sevagram – Grama/Ward Kendram will be worked as the office of Grama Sabha/Ward Sabha/Ward Committee in order to make the activities of Grama Sabha/Ward Sabha/Ward Committee (the basic component of local administrative system) accurate, efficient and meaningful.
- Along with the activities of Grama Sabha/Ward Sabha/Ward Committee, Sevagram – Grama/Ward Kendram is envisaged as a system for reaching the services to the public from the local self government institutions without any obstruction.
- The decentralized vision of arranging local administrative activities into ward levels for increasing the possibility of public to get the service at the ward level is envisaged in Grama/Ward Kendram.

Box 3.1 – Sevagram – Grama/Ward Kendram

- The centre for activities of Grama Sabha/Ward Sabha/Ward Committee.
- A venue for conducting meeting and discussions by Grama Sabha/Ward Sabha/Ward Committee members.
- A centre for providing services from local self government institution.
- A centre where various statistic reports of the ward is available.
- A centre which provides services of various officials of the local self government institution.
- A venue for the socio-cultural-eco discussions and activities of village/municipality

3.2 Purpose and Aims

- To function as an office of Grama Sabha/Ward Sabha/Ward Committee.
- Act as a meeting place of Grama Sabha/Ward Sabha/Ward Committee members.
- Act as the centre for ward level activities of officials, working in the field.
- Act as the information centre providing details about government activities and welfare activities.
- Act as a centre which monitors and co-ordinates ward level development-welfare activities.
- Act as a public service centre which provides services of local government institutions.
- Act as a centre for organizing socio-cultural-voluntary activities at ward level.

3.3 Activities

- Grama/Ward Kendram Centre should act as village sabha office in Grama Panchayats and ward sabha office in municipalities.
- Grama/Ward Kendram should act as centre which provides details about the various services of local self government institutions as well as the government.

- Act as a co-ordinating centre of neighbourhood groups, oorukoottam and matsya sabhas.
- Act as a co-ordinating centre of women groups, men groups, senior citizen groups and youth-students groups in the ward.
- Act as a centre of ward development committee, ward level health-sanitation committee, ward level vigilance committee, environment committee, Kudumbashree ADS, Literacy Committee, MGNREGS co-ordination committee, ward level pain and palliative care committee and other committees formed with the approval of local self government institution.
- Provide orders from the local government institution, notices, advertisements, beneficiary list at ward level, Grama Panchayat/Municipality decisions, Citizen Charter and visitor's diary at this centre.
- Prepare and keep the important statistic report and various maps(political, resource, social, water sheds, land use) and provide to the public.
- A news board should be installed at the Grama/Ward Kendram and information to the public should be published time to time.
- List of the beneficiaries(who get benefits permanently/benefits for a single time) including individuals and families (BPL List, list of those who get subsidy for food grains, list of those who get various welfare pensions, list of those who get unemployment wages, list of beneficiaries selected for various projects every year as a part of plan, etc.) selected and approved by the Grama Sabha/Ward Sabha/Ward Committee should be published in the Grama/Ward Kendram and has to be availed for anyone who wants to check the same.
- Grama/Ward Kendram will be the working centre of JHI, JPHN, Asha workers, Anganwadi workers, VEO, Agricultural Assistant, Live Stock Inspector, ICDS Supervisor, Literacy Prerak, and SC/ST Promoters who avail service to the public at ward level. The name, details including phone numbers of such officials should be published at the Grama/Ward Kendram and reports of their activities in the ward should be availed at the Grama/Ward Kendram.
- Act as a centre for providing life skill education and adolescent education and also play the role of a counseling centre.

- The activities of various public committees working along with local government institutions should be exhibited in the Grama/Ward Kendram. Grama/Ward Kendram should become the working centre of public activities.

3.4 Responsibilities

- (1) The main responsibility of the working of Grama/Ward Kendram is vested with ward member/councilor who is the convener (Ward Vikasana Samithy Chairperson) of Grama Sabha/Ward Sabha. The responsibility of stocks will be vested with the Secretary of the local self government institution.
- (2) An official working in the local government institution or in the institutions under the control of it should be appointed by the administrative committee to assist the convener of the Grama/Ward Kendram in the activities and secretary has to issue an order accordingly.
- (3) The official who has the charge of Grama/Ward Kendram will have the following duties:
 - Attend in the ward development committee meetings
 - Report the notifications and instructions from the panchayat/municipality in the ward vikasana samithy meetings
 - Avail documents, forms, etc. from the panchayat/municipality at the Grama/Ward Kendram
 - Invite attention of panchayat/municipality to the decisions and suggestions of ward development committee meetings.
 - The applications, forms, etc. obtained at Grama/Ward Kendram from the public should be handed over to panchayat/municipality.
 - Assist the convener in the working of Grama/Ward Kendram.
- (4) The responsibility of keeping records related with Grama/Ward Kendram is vested with the ward vikasana samithy convener.
- (5) The service of voluntary workers recommended by the ward development committee can be utilized for executing the work of Grama/Ward Kendram effectively.

3.5 Office – Centre

- (1) In the following suitable buildings operated in wards under the control of local self government institution can be used as the office of the Grama/Ward Kendram.
 - Anganwadi Building
 - Health Sub Centres
 - Community Hall
 - Place available in shopping complexes
 - Place available in various institutions under local self government institution
 - Other buildings which are vacant and useful
- (2) If the above buildings are unavailable in a ward, a rented building with an area of 25m² and accessible for people from any part of the ward can be found out as office of the Grama/Ward Kendram.
- (3) The rent of the building can be fixed by the engineer of the local government institution as per the rules and then the rent can be paid.
- (4) A board with blue background in the following style consisting of the details should be installed before Sevagram Grama/Ward Kendram.

Grama Panchayat/Municipality/Municipal Corporation	
90 cm	
Sevagram Grama/Ward Kendram	
Ward No.	
Name of the Ward.	
<div style="border: 1px solid black; width: 100px; height: 100px; display: flex; align-items: center; justify-content: center; margin: 0 auto;"><p style="margin: 0;">40cm Picture of Gandhiji</p></div>	
120 cm	

3.6 Working hours

Grama/Ward Kendram will be open on 5 days a week (3 pm to 7 pm) and a voluntary worker who has been given charge by the ward development committee should be present at the village centre/ward centre. Ward vikasana samithy should make arrangements for the same.

3.7 Facilitator

Facilitators are voluntary workers who were given charge by the ward development committee to co-ordinate ward level development activities and to prepare beneficiary lists for various government projects. A person with Kudumbashree membership and other qualifications is appointed as facilitator. Facilitator should be present at the Grama/Ward Kendram 5 days a week.

3.8 Fund for Expenses

- (1) An amount of Rs.50,000/- can be spent annually from the own fund/development fund for meeting the expenses of a Grama/Ward Kendram including its rent, stationery expenses, expenses for conducting the ward development committee meeting, honorarium to facilitator, etc.
- (2) Furniture for Grama/Ward Kendram can be bought using development fund or own fund.
- (3) For other expenses funds have to be raised through voluntary activities and through accumulation of local resources.

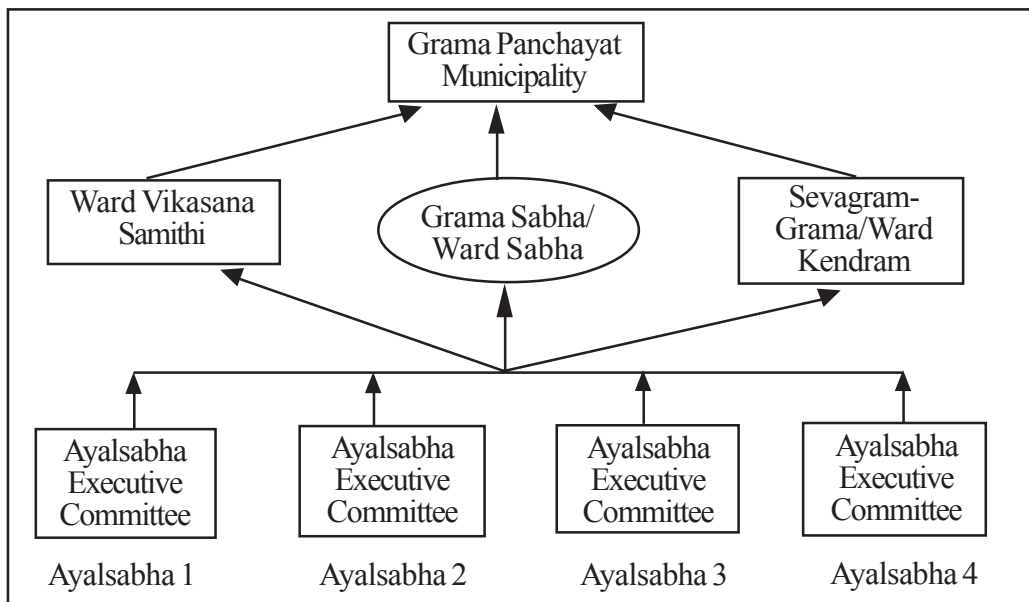
Chapter 4

Ayalsabha, Ward Vikasana Samithy

4.1 Relevance

Ward Vikasana Samithy and Ayalsabha are democratic systems for empowering Grama/Ward Kendram. As a working component of Grama Sabha/Ward Sabha, Ayalsabha can empower Grama Sabha/Ward Sabha. Likewise, Ward Vikasana Samithy can empower Grama Sabha/Ward Sabha activities. It is better to convene Ayalsabha beforehand to enrich the Grama Sabha/Ward Sabha. The activities of Ayal Sabha and ward Vikasana Samithy will help a lot to execute the decisions of Grama Sabha/ Ward Sabha in an effective manner.

The following chart shows how Grama Sabha/Ward Sabha, Grama/Ward Kendram Ayalsabha and Ward Vikasana Samithy are inter-related:



4.2 Ayalsabha – Structure

- (i) In all the wards of local bodies, Ayalsabha can be formed by grouping 50 to 100 adjacent houses comprised in a compact area and an appropriate name will be given to that Ayalsabha.
- (ii) Grama sabha/Ward sabha will take official decision about which families have to be in Ayal Sabha. The decision will be published by the Grama Panchayat/ Municipality.
- (iii) At the municipalities, registered residence association can be considered as Ayal Sabha. Ayal Sabha can also be formed by grouping the houses which are not included in the Residents associations.
- (iv) All those from the families of Ayalsabha area having their names in the voters' list will be the members of Ayalsabha
- (v) Ayalsabha should have a convener and a Chairman.
- (vi) An executive committee of 11 members should be selected from the general body of Ayalsabha. Two members, one male & one female will be selected to represent in the ward vikasana samithi
- (vii) The term of Ayalsabha will be two and half years. When there is delimitation of wards, the Ayalsabha have to be reconstituted.

4.3 Duties of Ayalsabha

- (i) Provide Suggestions to Ward Vikasana samithy about the development activities and their priorities which are to be implemented in their area.
- (ii) Inform the families belonging to Ayalsabha about the various development activities implemented by the local government institutions; ensure the participation and voluntary service in the development activities.
- (iii) Conduct activities to ensure the participation of all the members of families in the Ayalsabha in Grama Sabha/Ward Sabha.
- (iv) Provide assistance to raise fund for development activities.
- (v) Conduct preliminary checking of beneficiaries' eligibility for the family/individual beneficiary projects and submit the recommendations.

- (vi) Conduct monitoring of development projects and construction works in the area.
- (vii) Conduct survey and data collection of Ayalsabha area along with the families.
- (viii) Protect public assets, organize campaigns against social evils.
- (ix) Ensure total sanitation by creating awareness in the families about the sanitation activities in Ayalsabha area; provide public awareness against polluting the water sources.
- (x) Invite the attention of authorities to unauthorized constructions, filling of paddy fields, crushing of hills, unauthorized mining, contamination and eco-threat activities; organize activities in order to put an end to such evils.
- (xi) Inform the authorities about the atrocities against women, children, senior citizens and the physically challenged. Organize activities for protecting their rights.
- (xii) Identify the marginalized and the backward families and take necessary action for helping them to reach the main stream.
- (xiii) Create groups of students and youth in Ayalsabha and make them participate in the social activities.
- (xiv) Find out the homeless, those having poor sanitary conditions and having scarcity of drinking water and try to find a solution for the same.
- (xv) An annual meeting of Ayalsabha with the participation of all the families should be organized as a socio-arts-cultural fest.

4.4 Meeting procedures

- (i) Meetings are conducted once in every three months normally and if needed at intervals; It can be convened at a convenient place after discussing with the Chairman.
- (ii) Notice containing agenda, date, venue and time should be issued to all the member families 3 days prior to the meeting. Notice must be published in public places.
- (iii) The meeting of Ayalsabha should be informed to the elected member.
- (iv) Chairman or in his absence a member selected from the executive body should preside the meeting.

- (v) All the resolutions and decisions passed by the Ayalsabha should be recorded in the minutes' book by the convener or a member appointed for the same and should be read over before the disbursement of the meeting. After the recording of minutes, at least 10 members who attended the meeting should sign it.
- (vi) The quorum of the Ayalsabha will be 10% of the total number of its members (voters).
- (vii) The general body meeting of Ayalsabha should select a man and woman to the ward vikasana Samithy.

4.5 Executive Body of Ayalsabha Committee

Every Ayalsabha should have an executive body in the following manner:

- (i) The general body meeting of Ayalsabha should select an executive body of 11 members. Six of them should be women.
- (ii) The executive body should select one member as chairman and other one as convener. One of these must be a woman.
- (iii) In the executive body of the Ayalsabha there should be population-ratio based representation of SC, ST and fishermen categories.
- (iv) The term of executive body of Ayalsabha will be two and half years.
- (v) The executive body of Ayalsabha should be re-organized along with the delimitation of wards, if any.

4.5.1 Executive Body – Duties

- (i) Co-ordinate the functions of Ayalsabha.
- (ii) Submit new plan recommendations to the ward vikasana samithy while preparing the annual plan.
- (iii) The implementation and monitoring of all the works in the Ayalsabha area.
- (iv) Prepare a monitoring report of the projects at Ayalsabha level and submit it to the ward vikasana samithy.
- (v) Construction works below 5 lakhs can be undertaken and implemented by the Ayalsabha in its area as a beneficiery committee.

If any of the public work is carried out in the area of more than one Ayalsabha, a joint meeting of the related executive committees should be convened by the ward member and a joint Ayalsabha beneficiary committee of 11 members should be elected.

- (vi) Prepare annual report of Ayalsabha activities and present it in the Ayalsabha.
- (vii) Prepare a bye-law for Ayalsabha and get it approved from the government, through the local body.
- (viii) Report the activities of Ayalsabha in the ward vikasana samithy promptly and also report the activities of ward vikasana samithy in the Ayalsabha. Take steps for executing the decisions.

4.5.2 Meeting Procedure of Executive Body

- (i) Once in a month, after the discussion with the Chairman, the Convener has to convene the meeting of the executive body of Ayalsabha. Notice containing agenda, date, venue and time should be issued to members 3 days prior to the meeting.
- (ii) Chairman or in his absence a member selected from the executive body should preside over the meeting.
- (iii) There should be a minutes' book with pages serially numbered for recording the attendance, and meeting proceedings and at shall be under the custody of the Convener.
- (iv) Minutes should be recorded then and there and should be read over to the members in the end of the meeting. The Chairman and at least 3 members should sign the minutes.
- (v) The quorum of the executive body meeting will be 6.

4.6 Ward Vikasana Samithy

The Ward vikasana Samithy will be responsible for the efficient functioning of Grama/Ward Kendram. Ward vikasana samithy consists of representatives selected from the Ayalsabha which are the components of Grama Sabha/Ward Sabha as well as experts selected from the Grama Sabha/Ward Sabha. The chairman of the ward vikasana samithy

will be the elected ward member. The supervision for the efficient functioning of the Ayalsabha is also the duty of ward vikasana samithy.

Box 4.1: Ward Vikasana Samithy – What? For what?

- A democratic venue for Grama/ward Kendram activities
- System for strengthening grama sabha/ward sabha activities
- Organizational system for ward level activities
- Monitoring system of ward level activities

4.6.1 Formation

- a) A proceeding should be published by Grama Panchayat/Municipality/Corporation related to the formation of ward vikasana Samithy in each ward with ward member as the chairperson and the following persons as members. (In the wards where ward committees are constituted as per Kerala Municipality Act, Section 42, ward development committees need not to be formed)
 - (i) A man and a woman selected from each of the Ayalsabha.
 - (ii) 3 men and 3 women with good reputation and residents of the ward.
 - (iii) There should be a population-ratio based representation of SC, ST and traditional fishermen categories.
 - (iv) Five experts who have proved excellence in various fields like farmers, teachers, doctors, engineers, scientists, technical experts, retired officers, etc.
 - (v) One each from ex-ward members, residence association representatives and representatives of voluntary organizations.
Among these, ii, iii, iv and v categories should be selected from the Grama Sabha/Ward Sabha.
- b) The maximum number of members in a ward vikasana samithy will be 25.
- c) One of the members from the ward vikasana samithy should be selected as Convener by the majority decision of the ward vikasana samithy.

- d) The members who fail to attend three consecutive meetings must be expelled from the committee by unanimous decision of the Ayalsabha /grama sabha/ ward sabha and substituted by suitable incumpants.
- e) If a vacancy of chairperson arises, the President/Chairperson/Mayor should authorise the adjacent ward member.
- f) If a vacancy of Convener arises, another person should be selected by the committee within 30 days.
- g) The term of the ward vikasana samithy will be two and half years. The ward vikasana samithy should be re-organized along with the delimitation of wards, if any.

4.6.2 Meeting Procedure

- a) Meetings are convened by the chairman once in every month normally and if required at intervals:
 - (ii) Notice containing agenda, date, venue and time should be issued to members 3 days prior to the meeting and the receipt for the same should be kept.
 - (iii) The copy of the notice should be published at the notice board of the Grama/ Ward Kendram.
 - (iv) The quorum of the ward vikasana samithy will be one third of the total number of members.
 - (v) Chairman or in his absence a member selected from the members present at the committee meeting should preside over the meeting.
 - (vi) Convener should prepare the agenda by discussing with the Chairperson and read it over before the meeting begins.
 - (vii) The topics of emergency nature have to be included in the agenda if majority of the members present at the meeting support it.
 - (viii) There should be a minutes' book for recording attendance and proceedings of the ward vikasana samithy and it should be kept in the Grama/Ward Kendram by the Convener.

- (ix) All the decisions and resolutions passed by the ward vikasana samithy should be recorded in the minutes' book then & there and read over to the members present in the meeting. All the members including Chairperson and Convener should sign the minutes.
- (x) The decisions of ward vikasana samithy will be informed to the panchayat/ municipality.
- (xi) If any voter demands, minutes book of ward vikasana samithy can be given for reading and copy of the same can be issued as per request by taking photo copy charge.

4.6.3 Activities

4.6.3.1 Conducting Grama Sabha or Ward Sabha

- (i) Act as the organizing committee of grama sabha/ward sabha and special Grama Sabha/Ward Sabha.
- (ii) Ensure the representation of all Ayalsabhas in the grama sabha/ward sabha.
- (iii) Details of grama sabha/ward sabha meetings should be informed to grama sabha/ward sabha members. Provide publicity measures for participating maximum members to the grama sabha/ward sabha.
- (iv) Organize the grama sabha/ward sabha meetings systematically and effectively and help to record minutes and decisions.
- (v) Help to convene special grama sabhas/ward sabhas for scheduled tribes, scheduled castes, traditional fishermen, children, youth, senior citizens, differently abled and those who deserve special consideration.
- (vi) An annual report of development activities in the ward area along with the activities of ward vikasana samithy should be prepared. It should be presented in the grama sabha/ward sabha and submitted to the local body.
- (vii) Verify and prepare a report on whether the grama sabha/ward sabha decisions are carried out by the local body and present the report to grama sabha/ward sabha.

- (viii) Help to carryout other duties vested with grama sabha/ward sabha/ward committee.
- (ix) Publish the grama sabha/ward sabha decisions in the notice board of Grama/Ward Kendram.
- (x) Help in the implimentation of the grama sabha/ward sabha/ward committee decisions.
- (xi) Function as a link between the LSFI and Grama Sabha/Ward Sabha/Ward Committee and help in the speedy implementation of developmental activities
- (xii) Take the responsibility of ensuring the availability of time bound services to beneficiaries approved by grama sabhas/ward sabhas and local bodies. It is also to be ensured that the recipients of various benefits are utilizing the same properly and not misusing them.
- (xiii) Help the student, youth, woman and geriatric group activities of the Ayalsabha and formulate action plan for their timely implemenation.

4.6.3.2 Developmental Activities

- (i) Supervise the development-welfare activities in the ward.
- (ii) Consolidate the plan recommendations suggested by Ayalsabha along with the common needs of the ward.
- (iii) Publish the final plan document in Grama/Ward Kendram and issue project lists to respective Ayalsabha.
- (iv) Prepare monitoring report on the basis of Ayalsabha reports and submit it to the Implementing Officers.
- (v) Ensure public participation in the construction works implemented by local government institutions and other agencies; and Conduct monitoring.
- (vi) Provide assistance to the beneficiary committee works, and monitor the works.
- (vii) Present the monitoring report of public works and social audit report of ward level activities in the grama sabha/ward sabha/ward committee.
- (viii) Take a leading role in the overall development activities and other social activities in the ward.

4.6.3.3 Administrative Procedures

- (i) Provide the information regarding various notices of local government institution in the Ayalsabha.
- (ii) After studying the requirements of a ward, submit report to local government institution.
- (iii) Facilitate in getting the services to the people from the public institutions working inside the local body area.
- (iv) After monitoring the functioning of the public institutions of the local body and other subcommittee works, prepare an evaluation report and submit it to the local government institution after its presentation in the grama sabha/ward sabha/ward committee.
- (v) Utilize the activities of government - non government organizations for public welfare.
- (vi) Provide public adalaths at regular intervals so as to create a problem-solving mechanism for unresolved issues in the local government institutions.

4.6.3.4 Welfare activities

- (i) Help to scrutinize the applications obtained in the local government institution for family/individual benefits.
- (ii) Help to prepare priority list of eligible beneficiaries and families from the applicants for various benefits.
- (iii) Invite the attention of authorities to unauthorized constructions, filling of paddy fields, crushing of hills, unauthorized mining, contamination and eco-threat activities; organize activities in order to put an end to such evils.
- (iv) Conduct adalaths for solving the complaints among the public.
- (v) Organize legal aid clinics with the help of legal services authority.
- (vi) Provide collective leadership for ward level development – welfare activities.
- (vii) Conduct activities for bringing out common issues of village or city to the attention and of the society and to attract peoples attention to this.

- (viii) Develop public campaigns for strengthening the activities including preservation of environment.
- (ix) Co-ordinate activities like poverty alleviation, self employment ventures, self help groups, etc. at ward level.
- (x) Arrange various activities with the help of voluntary organizations. Eg: NSS camps, blood group identifying camps, health activities, bio-agriculture farming, waste management, exhibitions, etc.
- (xi) Organize permanent committees for encouraging arts-sports-agriculture activities at ward level.

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