

**Study Tour of MLAs From Odisha
On
Local Governance of Kerala**

February 25 – 28, 2016

Organised by

Child Resource Centre, KILA in Association with UNICEF

Field Visit Guide



Govt. of Kerala



Prepared by

**Child Resource Centre (CRC)
Kerala Institute of Local Administration (KILA)**



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INTRODUCTION

About Kerala

Keralam, the land of *kera* or coconut, is a never-ending array of coconut palms.

Kerala lies along the coastline, to the extreme south west of the Indian peninsula, flanked by the Arabian Sea on the west and the mountains of the Western Ghats on the east. Kerala, '*The God's Own Country*', one of the 50 "must see" destinations identified by the National Geographic Traveler, is the southernmost state in India. Endowed with unique geographical features having an equitable climate, temperature varying between 17°C to 34°C round the year, serene beaches, tranquil stretches of emerald backwaters, lush hill stations and exotic wildlife, waterfalls, sprawling plantations and paddy fields, it has enchanting art forms and historic and cultural monuments, and festivals.



This legend land of 'Parasurama' stretches north-south along a coastline of 580 kms with a varying width of 35 to 120 kms. Cascading delicately down the hills to the coasts covered by verdant coconut groves, the topography and physical characteristics change distinctly from east to west. The nature of the terrain and its physical features, divides an east west cross section of the state into three distinct regions- hills and valleys, midland and plains and the coastal region. Located



between north latitudes 8018' and 12048' and east longitudes 74052' and 72022', this land of eternal beauty encompasses 1.18 per cent of the country.

The backwaters are a peculiar feature of the

state. Canals link the lakes and backwaters to facilitate an uninterrupted inland water navigation system from Thiruvananthapuram to Vada kara, a distance of 450 kms. The Vembanadlake stretching from Alappuzha to Kochi is the biggest water body in the state and is over 200 sq.kms. in area. Kuttanad in Alappuzha district alone has more than 20 per cent of India's total length of waterways.

Kerala: A Profile

Area	Source	Kerala	India
Population (Million)	2011 Census	33.406	1210.726
Population Male (Million)	2011 Census	16.027	623.161
Population Female (Million)	2011 Census	17.379	587.565
Population Scheduled Caste (Million)	2011 Census	3.276	201.4
Population Scheduled Tribe(Million)	2011 Census	0.0484	104.3
Density of population (persons per Sq.Km)	2011 Census	860	382
Sex ratio (F:M)	2011 Census	1084	943
Death rate (per 1000 population)	SRS 2014	6.9	7.00
Birth rate (per 1000 population)	SRS 2014	14.7	21.4
Infant mortality rate (per 1000 population)	SRS 2014	12	40
Maternal mortality rate (per lakh/live birth)	SRS 2014	81	212
Life expectancy at birth		74	64
Literacy rate- (%)	2011 Census	93.91	74.04
Literacy rate- Male (%)	2011 Census	96.02	82.14
Literacy rate- Female (%)	2011 Census	91.98	65.46
Per capita income at current price (INR)- 2012-13		92845	68747

Major crops

Paddy, Rubber, Tapioca, Banana, Coconut, Black Pepper, Cardamom

Major industries

Information technology, tourism, agro based business, readymade garments, ayurvedic, medicines, mining, marine products, rubber based industries

Kerala Institute of Local Administration (KILA)

Kerala Institute of Local Administration (KILA), an autonomous training, research and consultancy organisation constituted under the Ministry of Local Self-Government, Government of Kerala. KILA, located at Mulamkunnathukavu in the district of Thrissur is a unique institute with exclusive focus on local governance and development. The Institute began its operation in 1990, in the pattern of national institute, with the main objective of strengthening decentralisation and local governance. KILA's prime task was to equip the ERs and staff of the local bodies who were not at all exposed to the local governance concept and administration, with up-to-date knowledge and skill in governance and establishment matters. Now it is engaged in institutionalizing the process of decentralisation and to make the local government system strong and sustainable. The institute disseminates the insight of research and recommendations of its various training programmes and workshops through a number of publications. It is the only institution focusing on the capacity building of both rural and urban local governments in Kerala.

There are several special features which have contributed to the outstanding performance of KILA. Though a fully owned government institution, it has had a real autonomy in setting its agenda and conducting training programmes. It has been closely associated with system development and policy formulation in respect to decentralisation. KILA has been enabled to forge a strong network with experts and activists and this pool of committed individuals has enriched the academic quality of KILA. One of the outstanding features evolving with KILA is that the Government of India is delegating the responsibility of state level adaptation of Rajiv Gandhi Panchayath Shasakthikaran Abhiyan (RGPSA) and Sansad Adarsh Gram Yojana (SAGY). The concept of Sevagram or ward level resource centre to strengthen gramasabha and grass root level governance is one of the major experiments under operation in the state. Whole task of capacity building associated with this experiment has been done by KILA.

With the setting of Child Resource Centre (CRC) by UNICEF, KILA has emerged as a unique centre promoting child rights realisation in Kerala and India. KILA actively collaborates with many national and international agencies like UNICEF, UNDP, and Housing and Urban Development Corporation (HUDCO) with a motive of deepening local governance. KILA collaborates with the Sri Lanka Institute of Local Governance

and All India Institute of Local Self Governments Mumbai, to conduct international course on decentralised governance and poverty alleviation. As a lead institution for capacity building for local governments in the country, KILA not only facilitates training for the state of Kerala but also extends its support for other states in India as well as delegates from SAARC nations in training and discourse on Decentralisation.

Child Resource Centre (CRC)

(UNICEF supported resource support centre for effective child-centric governance in Kerala)

Child Resource Centre (CRC) is one of the first institutions of these kind established at KILA with the support of UNICEF. The overall objective of CRC is to provide resource support and training for effective child-centric governance in Kerala. The major activities of the centre include organizing training programmes, setting up of on-line repository on child governance, research and assessment studies, formation of consortium of stakeholders engaged in child governance and policy advocacy.

The resource centre facilitates Local Governments to design and implement Comprehensive Child Development Programmes. Comprehensive Child Development Programme (CCDP) is a policy based approach that focuses on inclusive child care through their physical, mental and social development. CCDP reliance on need based interventions according to children's developmental stages and service delivery to work towards the four pillars of their rights. To makes these rights real there is need to provide children with various services throughout the stages of lifecycle.



Child Friendly Local Governance is the way forward to entitle and ensure all the critical needs of children which safeguards and provides them a violence- free and safe environment.

Objectives of CRC :

- To provide a platform for various actors involved in child development

- To develop repository of knowledge on all governance issues around children.
- To facilitate policy development keeping in view of the second generation issues affecting children.
- To document and share the best practices of the Local Governments relating to child governance with national and international community

Envisaged activities of CRC

1. Training and Advocacy Programmes

One of the major activities of CRC is training programmes for various stakeholders engaged in child governance. A capacity development response strategy for addressing the second generation issues of children of Kerala is also included under the training. The core target audience for the Capacity Development Programmes will be

- i. Local government functionaries. (Both Elected and officials)
- ii. Development partners and civil society groups involved in child governance.

There are several development partners viz: civil society groups, researchers, academic communities, NGOs, media, corporate bodies, judiciary etc. They need to be informed with various aspects of child governance. In order to plan and design comprehensive programmes for child development as well as Child friendly local governance, there is the necessity to bring together all key stakeholders working within local government and across the state.

2. Online Repository on Child Governance (www.crckila.org)

Online Repository is a virtual library for governance issues related to children. This is a virtual library that will serve as a reference point for all governance issues around children. CRC has an exclusive website to provide opportunities for sharing information among various stakeholders. There is the need to pool together the knowledge related to child governance. It is expected that the virtual library will pool together experts and advocates for better child governance

3. Documentation and Publications

Following activities are being carried out as part of this.

- Collection and collation of resources viz : publications, research studies
- Special emphasis will be given for collecting information on second generation development issues affecting the children of Kerala.
- Publication of FAQs in child development and local governance
- Publication of Service Information Directory and Project Ideas on CCDP
- Publication of Right based Operational manual and guidelines for implementing CFLG

4. Research and Assessment Studies

Action research and operational research, impact assessment studies have been carried out. As part of promoting research programmes on child governance, Researcher's workshop will be organized. An incentive system will be evolved to promote young researchers willing to undertake research programmes at the level of Post Graduation, M.Phil and Ph.D. The centre will organise Child Status Studies and will disseminate the knowledge of research studies.

5. Consortium (platform) of Relevant Actors

There are several actors involved in child governance viz: State Government, local government and non-government agencies. CRC will involve and get the support of individuals and institutions working for child governance through state and regional level consortiums. CRC will provide a common platform for child activists, NGOs, researchers, media, judiciary, corporate and other professional organizations to network and partner for better child governance. The key objectives of such platforms are:

- To network with organizations working in the field of child governance for exchanging views
- To mainstream activities of various agencies for better child governance
- To explore the possibilities of mutual support from development oriented organization.

- To plan and implement activities of common interest among actors of child governance

6. Policy Advocacy

As part of policy advocacy the centre will have following key functions

- Collect, store, compile and report local government level practices and service delivery data
- Carry out a policy advisory function providing independent analysis on the performance of local governments in the child governance sector
- Provide ongoing policy advice to Govt. of Kerala and local governments
- Organise policy workshops and consultative discussions on child governance issues keeping on the best interest of children.
- Undertake policy level advocacy in association with relevant actors.
- Evolve policy guidelines in specific topics/areas
- Media Analysis

7. Child Friendly Local Governance (CFLG)

KILA-CRC after developing the CCDP manual and training programs conducted a quick feedback exercise through which five panchayats and one municipality were identified as pilot projects for Child Friendly Local Governance. A draft Operational Manual(OM) and guidance note on four areas of child rights were prepared. Each OM has four to seven domains to be intervened by the local government effectively so as to achieve the child friendly status. Under each domain 5-10 strategies are incorporated against which monitoring indicators are given. The local governments were asked to decide their own objectives and targets using the indicator based monitoring tools. All the six LSGs are now planning, budgeting child friendly activities and determined to develop their Local Government as “child friendly”. After the initial pilot training, 94 new Panchayats from northern districts were given CFLG training and some of them are resolving to have child friendly interventions.

The ultimate beneficiaries of this Resource Centre will be children of Kerala. The different tiers of Local governments in Kerala – 978 Grama Panchayats, 152 Block Panchayats, 14 District Panchayats, 60 Municipalities and 5 Municipal Corporations

Programme Highlights

- Training on Comprehensive Child Development Plan for Local governments
- Exposure Visits from other states and countries
- State/ Regional Level Consortiums
- Directory of Child – Centric Services in Kerala
- Training course on NGOs and Child Rights
- Researcher’s Workshop on Child Governance
- Training course on Media and Child Rights
- National Consultation on Decentralization and Equity for Children
- Policy Guideline on Child Development Plan for Local Governments
- Training course on Child Friendly Local Governance
- Interventions to strengthen adolescent clubs in Attapady
- Documentation of effective child-centric interventions by local governments
- Student Internships

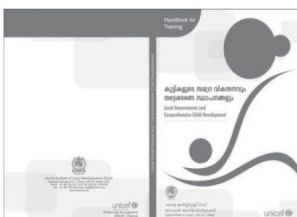
will be facilitated to ensure child-centric governance. Resource support will be ensured by CRC to those actors engaged in child governance in Kerala. Child development being a crucial responsibility of local governments of Kerala, the establishment of a child resource centre by UNICEF has enabled KILA to extend specialized services for local governments in child development. This will also enable KILA to equip itself as a centre of excellence in child governance.

8. Training materials

Video Film

Training Handbook

Training materials are produced as part of training and advocacy programmes assured by CRC



Chapter 2

Decentralisation and Local Governance in Kerala

India – from a two tier to three tier federation

The 73rd and 74th Constitutional Amendments (22 December 1992)

The broad objective of the amendment is:Ensuring social justice and Local Economic Development

The 73rd and 74th Amendments to the Constitution of India laid the way for a paradigm shift in the governance system of the country. From a two-tier system of the National and State governments, a new tier was introduced which could be broadly called local government. The major guiding principles followed in this shift were autonomy, powers to take decisions in matters transferred to local governments and devolution of functions, finance and functionaries.

Salient Features of the Constitutional Amendments

- It provided for the State legislatures making their own laws for establishing Panchayats, Municipalities etc and conferring on them such powers and authority as may be necessary to enable them to function as institutions of self-government.
- A three-tier system was introduced in every State, excluding States having less than two million population
- Local governments are to be established at the village, town and district levels
- It empowers people to elect their representatives in local governments
- Elections to the local governments to be held within six months of the dissolution of a Local government.
- Reservation of seats for women, Scheduled Castes (SC) and Scheduled Tribes (ST)-not less than one third for women and for SC/ST proportional to the population.
- A fixed five year term for all local governments has been fixed
- Local governments has been given power to formulate their own development plans and implement them.
- Local governments will have their own budget, power of taxation and list of items in their jurisdiction.

- State Election Commission to conduct local governments elections.
- Every five years, a State Finance Commission to be constituted to review the financial resources of Panchayat
- Constitution of District Planning Committee (DPC), which prepares a development plan for the district and consolidates the urban and rural local plans.

Decentralisation in Kerala – Context

Democratic decentralisation and people's participation is increasingly becoming a subject of discussion considering its importance in social development. Democracy will be more meaningful when it becomes closer to the people. Strengthening of local governments, by means of devolving **functions, functionaries and finance** is found to be one the effective ways of decentralisation. The key to the success of decentralisation lies in the level of people's participation. In turn, the effective participation of people depends on the capacity building for equipping people to participate in local level planning, monitoring and implementation. Models are being emerged based on learning-by-doing.

Kerala, the southernmost state in India, has successfully experimented democratic decentralisation and people's participation in local level planning. After the passage of the 73rd and 74th Amendments to the Constitution, Kerala carried out pioneering reforms and set out on the path of rapid and wide ranging decentralization. The Kerala Panchayati Raj Act and the Kerala Municipality Act, both of which were enacted in 1994 were thoroughly restructured in 1999 incorporating the lessons from experience of the initial years of 'big bang' decentralization.

Key features of Kerala Panchayathi Raj and Municipality Act, 1994

- (1) Definition of Functional Domain:** Definition of Functional Domain Kerala is the only State which carved out the functional domain of different Local Governments with a great deal of precision. In areas related to infrastructure and management of public institutions the conventional differentiation is extremely sharp and clear. The functions have been divided into mandatory, general and sector-wise functions.
- (2) Participatory Fora:** Grama Sabhas have been given clear rights and responsibilities with absolute powers for identification of functionaries, wide powers for social audit and strong advisory powers for prioritizing developmental needs.
- (3) Supremacy of the Elected Body:** The elected Heads of the Local Governments has been declared as the executive authority. The senior most officials of various

departments brought under the control of the Local Governments have been declared as ex-officio Secretaries for that subject. The Local Governments have full administrative control including powers of disciplinary action over their own staff as well as staff transferred to it.

(4) Good Governance Features:

- Absolute right to information
- Mandatory publication of Citizen Charter
- Performance Audit system

(5) Autonomy: Autonomy The Panchayati Raj and Municipality Acts were amended to drastically reduce the powers of direct governmental control over Local Governments. While Government can issue general guidelines regarding national and State policies it cannot meddle in day to day affairs or individual decisions. The Government can cancel resolutions of a Local Government only through a process and in consultation with the Ombudsman or Appellate Tribunal according to the subject matter of the resolution. Similarly a Local Government can be dissolved directly by government, only if it fails to pass the budget or if majority of its members have resigned. In all other cases a due process has to be followed by issuing a Memo of charges and the Ombudsman has to be consulted before dissolution takes place. This is a unique feature which does not exist even in Center-State relations.

(6) Powerful Support Institutions:

In order to reduce governmental control and to nurture the growth of institutions of local self government as envisaged in the constitution the Acts provide for creation of institutions to deal with different aspects of local government functioning. They are listed below:

- (i) The State Election Commission:** Kerala has the strongest State Election Commission in the country with powers for absolute control over staff on election duty, preparation of voters list, verification of accounts and disqualification of candidates not submitting accounts in time, conduct of elections of the head and vice head of Local Governments as well as to the District Planning Committees, conduct of noconfidence motions and disqualification of defectors.
- (ii) Delimitation Commission:** This Delimitation Commission: is an independent body headed by the State Election Commission to carry out delimitation of wards.

- (iii) **State Finance Commission (SFC)** State Finance Commission (SFC): State Finance Commission (SFC) Kerala has already constituted three State Finance Commissions in 1994, 1999 and 2004 and implemented practically every recommendation in letter and spirit.
 - (iv) **District Planning Committee:** District Planning Committee Kerala is the only State with active District Planning Committees with functional experience of over 12 years.
 - (v) **Ombudsman for Local Governments:** This is a high power institution Ombudsman for Local Governments manned by a High Court Judge with vast powers to check malfeasance in Local Governments.
 - (vi) **Appellate Tribunals:** This is Appellate Tribunals a judicial tribunal set up in the State headquarters with a District Judge as the Tribunal to consider appeals by citizens against decisions of Local Governments taken in exercise of their regulatory functions like issue of licences, grant of permits etc.
 - (vii) **State Development Council:** This institution set up on the analogy of the National Development Council is headed by the Chief Minister and consists of the entire Cabinet, Leader of Opposition, Vice Chairman of the State Planning Board, the Chief Secretary, Mayors, Presidents of the District Panchayats who are also Chairpersons of District Planning Committees and representatives of other tiers of Local Governments. This institution functions as the forum for discussion of policy and operational issues.
- (7) **Reservation:** The Kerala Panchayat Raj and the Kerala Municipality Act, reserves 50% of seats for women in all local self-government across Kerala. Half of all the presidentship and positions of Standing Committee Chair Persons in all the tiers of local governments are reserved for women. It is also stipulated that with a minimum of one seat either for scheduled caste or for scheduled tribe in each local government, each of them should have seats reserved for scheduled castes and scheduled tribes in proportion to their population. Of this, half of the seats go to the women from these communities. All these posts are reserved on a rotation basis for every five years.

Local Government System in Kerala

- The State of Kerala is divided into 14 revenue districts.
- Urban areas like towns and cities have Municipalities and Corporations respectively as the local government.

- The District Panchayats, the district level local government, has jurisdiction over the rural areas of the district.
- The rural area of each district is divided into Blocks with Block Panchayat as the local government unit(intermediary government)
- There are 4 to 16 Block Panchayats in a district depending on the size of population.
- Gram Panchayats are the third and last tier of local governments. Each Block may have three to ten grama panchayat

No.	Local Government	Level	Total Number
1.	Gram Panchayat	Rural Village	941
2.	Block Panchayat	Rural Intermediate	152
3.	District Panchayat	Rural Integrate	14
4.	Municipality	Urban Town	87
5.	Muni. Corporation	Urban City	6

- There are no hierarchical relations within this system and so each one is autonomous from the other. They function in the framework of the principles of subsidiarity and role clarity.
- Elections to these local governments take place every five years.
- Each local government is divided into wards/constituencies and each of them elects their representative.
- There are 21682 Elected Representatives in the Local Government System in Kerala

Sl. No.	Local Government	Total No. of Wards	No. of wards in each Local government	
			Minimum	Maximum
1.	Grama Panchayats	15962	13	23
2.	Block Panchayat	2076	13	23
3.	District Panchayat	331	16	32
4.	Municipalities	3122	25	52
5.	Municipal Corporations	414	55	100
	Total	21905		

Principles of Decentralisation of Powers

1. Autonomy:

The local self-governments are to be autonomous, functionally, financially, and administratively. The different tiers of local self-governments should be seen as complementary units rather than hierarchically organised.

2 People's Participation:

The functioning of the local self-government should be such that it facilitates maximum direct participation of people in the development process.

3 Accountability:

The elected representative accountability is not to be confined to the periodic electoral verdicts. There should be continuous social auditing of the performance.

4 Transparency:

People should have the right to information regarding every detail of the administration.

5 Subsidiarity:

It means that what can be done best at a particular level should be done at that level and not at higher levels. That entire can optimally done at the lowest level should be reserved to that level. Only the residual should be passed on to the higher levels.

6 Role Clarity:

There should be clarity regarding the roles of each tier in the development process and clear division of functions between the tiers.

7. Uniformity:

There should be uniformity of norms and rules.

8. Complementarity:

The functions of different tiers should not be overlapping, but should be complementary to each other.

Elections

The elections to Local Governments in Kerala are fought on political lines. Its features include; selection of suitable and 'winnable' candidates by political parties, active campaigns, intense media interest and high voter turnout. At the local government

level, the elected representatives elect the President, Vice President and Standing Committee members of the corresponding tier.

Governance and Committee System

•Panchayat Committee

The Panchayat committee consists of all the members elected under provisions of the Panchayat Raj Act from the wards. This Committee would function as a body corporate known by the name of the “Panchayat”. In the towns, it is the Municipal Council and in cities, it is the Municipal Corporation Council.

•Steering Committee

The steering committee consists of President, Vice President and Standing Committee Chairpersons with President as the Chairperson. The steering committee monitors and coordinates the activities of the standing committees.

•Standing Committees

Standing Committees are committees constituted under the provision of Panchayat Raj/Municipality Act. The members of Standing Committees elected from among the elected members of the concerned Local Government itself. The Chairpersons of Standing committees are elected from among the members of the concerned standing Committee.

Sl. No.	Local Government	Standing Committees
1.	Grama Panchayat and Block Panchayat	1. Finance 2. Development 3. Welfare 4. Health and education
2.	District Panchayath	1. Finance 2. Development 3. Public works 4. Health and education 5. Welfare
3.	Municipality	1. Finance 2. Development 3. Welfare 4. Health 5.Public works 6. education
4	Municipal Corporation	1. Finance 2. Development 3. Welfare 4. Health 5.Public works 6. Town Planning 7. Tax appeal and education

● **Working Committee**

Panchayat may constitute working committees relating to agriculture, public Health, Education etc. if necessary. Working committee consists of President of Grama Panchayats elected representatives (not exceeding 4) and others nominated members (not exceeding 4).

● **Ward Committees**

The Ward Committee consists of the members from the concerned ward and those nominated from the locality by the Panchayat. The Committee studies and reports the specific needs of each ward. Ward member is the President of this Committee.

● **Working Group**

Working Group is the forum of experts. The Local Governments are mandatory to form working groups in each sector. The Chair Person of a working group is an elected representative and the Convenor is a senior official of the particular sector. There are 7 to 15 experts in the field are the members of the working group. The working groups shall prepare status report of the sector and project ideas. They also have to prepare projects, considering the suggestions of Grama Sabhas.

Resources of a Local Self Governments

a) Tax revenue

Taxes are statutorily assigned to local bodies and levied by them. Property Tax, Professional Tax, Entertainment Tax are major Tax resources.

b) Non-tax revenue:

Income like rent from properties of the Panchayat like markets, bus stands, shopping complex etc., license fees, fines, income from river sand etc. are the source of non tax revenue

c) Grants:

Grants from centre and state government for various specified purposes- Maintenance grant, General Purpose grant etc.

d) Loans and Advances:

Local governments can borrow loans and advances government and non government agencies and other financial institutions for specific purposes with the permission form state government.

Funds for Development Activities

When participatory planning was launched in the beginning of the IX Five Year Plan in 1997 the Government of Kerala devolved approximately one third of its development funds to local governments, based on certain norms. Since then, there has been a gradual increase in the grant in aid received from the State Government by the local government. The major funds getting from State government are development fund, Maintenance fund, general purpose grant and funds of state sponsored schemes. In addition to these, funds of centrally sponsored schemes are also getting to the local self governments. All these are the major resources of plan fund of Local Government. Own fund, that means the revenue surplus of the Local Government, is also a resource for their plans. Local Self Government are preparing and implementing plans from 1997-98 onwards. The major part of the plan outlay of Local Governments is filled by the funds or Grants received from State Government.

Details of funds allocated to Local Self-Government Institutions, is given every year in Appendix-IV of the State Budget. The amount is calculated based on a comprehensive formula. The three main categories of funds included in it are for:

- a) Development expenditure
- b) Maintenance of assets
- c) Traditional Functions (General Purpose Fund)

Office and Administration

The Panchayat is administered by the elected body (Committee) and the President is endorsed with powers of the Committee. There are four standing committees in the Panchayat to advice and assist the Grama Panchayat committee for effective functioning of the Panchayat. Panchayath office is the secretariat of the Panchayat and is functioning in their own building. The head of office is the Secretary. The Panchayat administrative affairs are managed by the Secretary and assisted by different wing of staff including transferred institutions. All the staff is under the supervision and control of the Committee. E- Governance system is adopted in the panchayat and a front office counter is maintained to provide friendly and time bound service to people. Citizen's Charter is published every year and service charter of local government will be exhibited in front of the office.

There are different types of audits to verify the Administrative procedures, accounts, procedures and delegation of powers etc. Performance Audit, Local Fund Audit, Account General Audit and Social Audit are the major audits. Local Plan Implementations are put to the scrutiny of Monitoring Committees. The transferred

institutions are monitored through Review Meetings and Management Committees with the participation of people.

Participatory Structures and Community Management

The Local Governments can utilize the possibilities of the Democratic Participatory Structures to enhance peoples participation, to improve the quality and effectiveness of administration and to make the governance system more transparent. Grama Sabha is the formal participatory structure and it is the part of Local Administrative System. Besides Grama sabhas, Hospital Management Committees, Anganwadi welfare committees, Parent-Teachers Associations, Padasekkara Committee (Farmers Committees) Health and Sanitation Committees, Cultural Social Organisations, Kudumbasree and other Community Based Organisations are helpful to improve Local Governance system. The involvement of these democratic organisations lead to an effective community Management in Local Governance and Service delivery.

Good governance and Complaint Redressal System.

In the democratic system, the Governance is for the people and it should be governed by people. In addition to Department level complaint redressal mechanism, Ombudsman and Tribunal for Local Governments were an effective system for complaint redressal. Citizen Charter, Right to information, Right to Service, E-governance and people friendly administration etc are the ways and means of ensuring good governance in local government system.

Local Plan

All Local governments in the State are preparing and implementing their own plans for Local Economic Development and social justice .The local planning process is in accordance with the guidelines issued by the State Government. The local planning process is participatory and is transparent in manner. Importance is given to the 'Voice and Choice' of the people. The resource of the local plan consists of funds given by state government, own resources of local government, state and centrally sponsored scheme funds, loans, and other sources of funds. The major portion of the outlay of local plan is the funds given by the State government. The local governments have the freedom to allocate the funds according to their priorities. The working groups have a pivotal role in preparing the Local plan.

Training and Empowerment

After one and half decade of decentralisation the panchayat is able to prepare local economic development plan taking into consideration of the needs and demands raised by people. The local leaders were capacitated with continuous

short term and long term trainings in different areas such as local planning, leadership, standing committee functions, Good Governance etc,. Trainings are regularly imparted to elected members, officials, working group members and even grama sabha members. These trainings are conducted suitably by KILA,IMG,SIRD&ETC. The development of capacity of elected members has been enabled them to exercise delegated powers vested with them and could take part effectively in decision making process.

Transferred Institutions and Officials

While devolving functions to Panchayat the institutions and officials to perform those functions were also transferred to them. Agriculture offices, Health institutions, Anganwadi, Schools etc. were transferred to local governments as part of decentralisation of powers. Such Institution belong to Panchayat and its officers and staff are under the control of Panchayat committee. They have to perform the duties assigned them by their departments also.

District Planning Committee (DPC)

The institution of District Planning Committee as envisaged in the 73rd Constitution Amendment Act (73rd CAA) is the realisation of consistent and conscious effort towards decentralised planning since the process of planned development began in the country. CAA mandated the establishment of District Planning Committee (DPC) as the formal body for preparation of the District Development Plan by consolidating the plans prepared by the villages and towns in the district(Article 243ZD of the 74th CAA). All states accordingly enacted legislations for constitution of the DPCs and issued notifications bringing them into effect.

Composition of DPCs

The DPC is generally composed of elected members of the local bodies within the district, both rural and urban, as well as some nominated members. The number of members varies with the population size of the districts. The ratio of members from Panchayats and ULBs is based on the ratio in which the population of the district is divided between rural and urban areas.

An examination of the composition of the DPCs is vital from two perspectives:

- It reflects the degree of inclusion of marginalised sections in the district planning process;
- It reflects the degree to which the DPC is actually a body independent of state control and interference.

DPC consist of 15 members, provided that fifty percent of the members to be elcted shall be women and two members belonging to Scheduled Caste or Scheduled tribe and among them one shall be women

1. 12 elected members-from among the elected members of panchayath and municipalities in the district
2. The president of the District Panchayath in that District
3. One person having considerable experience in administration and planning nominated by the government
4. Members of parliament and legislative assemblies in the district are permanent invitees in the committee
5. President of the District Panchayath shall be the chairman of the committee.
6. The District Collector shall be the secretary of the committee.
7. The district level officers of the departments of the government in the district shall be joint secretaries of the committee

Functions, Role and Responsibilities of DPC

The DPC is envisaged to play a nodal role in the district planning process by consolidating rural and urban plans prepared by the villages and towns in the district and then preparing a draft development plan for the district on the basis of the plans so received from within the district. DPC is thus crucial to the function of 'planning for economic and social justice', which is now a mandated local function, in that it provides the vital link between rural and urban plans as well as sectoral plans.

DPC Functions as listed in State Act.

1. Consolidate the Plans prepared by PRIs and Municipalities.
2. Prepare a draft development plan for the district as a whole.
3. Matters of common interest between the Panchayats and Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environment conservation, type of available resources, whether finance or otherwise will be taken into consideration while preparing plan.

4. The DPC consults with their working groups of technical experts as and when necessary.
5. The Chairman shall forward the development plan prepared as recommended by the committee to the government for Approval.
6. The Government shall while preparing the state plan consider the proposal and priorities of District planning Committees

Assistance from Institutions / organizations / experts

1. The Gram Panchayat plan is scrutinized and vetted by the higher level officer and submitted to DPC for approval.
2. The Block plan and the District Panchayat plan are also scrutinised and vetted higher level officer of DPC.
3. For the consolidation of rural and urban plan a plan preparation support group functions under the overall guidance of the DPC. The group is headed by the government nominated expert member of the DPC.
4. District Planning Unit has specialists from Town planning official, Statistical planning and expert with Post graduate in Economics.
5. Consult institutions or organizations suggested by the State Government.

Impact of Decentralization and Delegation of Powers

It has to be noted that the Kerala model of decentralization is a home-grown process organically emerging from the administrative, developmental and socio political context of the State and the country. After a period of intense experimentation followed by correction and stabilization, the decentralization initiatives have reached the institutionalization stage. Across four changes of Government and in spite of terrible fiscal stress, the State showed unwavering commitment in strengthening the foundation for democratic decentralization. The State can now claim that it has developed a viable and replicable model which other States in the country can adapt - in administrative decentralization, fiscal decentralization, participatory planning, setting up supporting institutions for local governance, linking Local Governments with experts, professionals, activists and community based organizations and so on. What has been achieved is far beyond a successful project or even a best practice.

JAGRATHA SAMITHI

Jagrathasamithi is a grievance redressal mechanism like a permanent adalat for women and children to safeguard their rights and protect in against violence and violations at grass root kevel (local self-government).The Jagratasamithi was formed under the mandate of women's commission Act in Kerala. The Women's commission found that many of complaints received from the community could have been solved better at local level than coming for settlement at state level. The women's commission decided to form a jagratha samithi in 1997 at district level with the same powers as that of women's commission. The government of Kerala found this as a successful process of decentralization and in 2007 the jagratasamithi were made mandatory at District panchayaths level and municipal and grama panchayaths level. There was also provisioned for the formation of ward level jagrathasamithi and support samithi for Jagrathasamithi.

Organisational structure

The jagrathasamithi at GP & Municipal level:-

1. The chairperson : The chairperson of local body
2. Convenor :Convenor of women and child working group (ICDS supervisor/ CDPO)
3. Members :
 - Chairperson of the standing committee welfare
 - CDS Chairperson
 - Elected lady representative from SC/ST
 - A lady advocate
 - Medical officer(PHC) members from ward
 - SHO of police
 - Selected members from ward level jagrathasamithi
 - Any other ex-officio members under the control of Panchayats or other protection agency

At district level Jagrathasamithi shall be constituted as per the government orders with district panchayaths president as chair person and district level police functionary, health functionary, ICPS functionary, educational agency shall be official members. The subsidiarity principle is followed and so each jagrathasamithi at three tire level are independent but inter connected for the purpose of higher or lower level interventions and monitoring

Objectives:

- To protect the rights of women and children
- To mediate and involve cases against atrocity, discrimination and redressal of grievances
- To accept any complaints raised by women and children, solve the complaints by emergency interventions, mediations, external assistance or referral in criminal cases
- To coordinate systems and schemes of government departments and agencies at local and higher level for the attainment of the objectives
- To function as an all-time body to intervene in any violations of rights of women and children and create confidence among them

Method of function

1. Accepting complaints in writing, oral or suo motto
2. Register all complaints
3. Keeps confidentiality
4. Conciliation meetings in non-threatening situations of aggrieved parties and infliters. Solve the problems through conciliation, counseling and follow up. Unsettled cases to be referred for higher level actions to appropriate bodies
5. Shall not take direct action on any POCSO case and criminal offences. But shall provide immediate support to victims by medical interventions and other mechanisms
6. In any case concerning child marriage, serious domestic violations, dereliction in parent protection etc. shall be referred to concerned protection officers and cases followed up

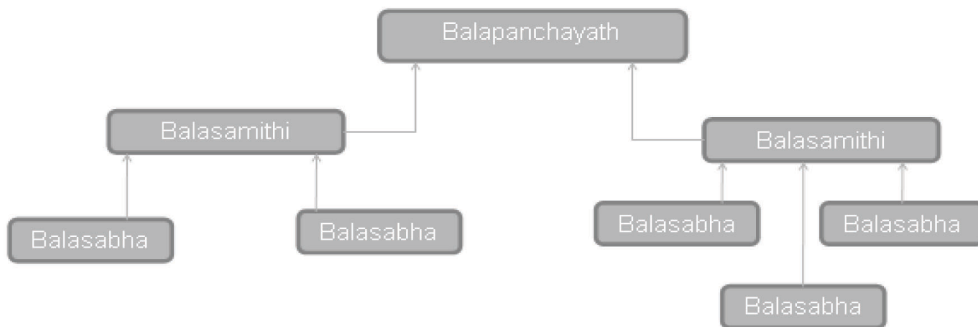
Recent development

In order to give legal validity to jagrathasamithi, Government of Kerala is considering amendment of Kerala Panchayati Raj Act.

An effective jagrathasamithi shall solve many a minor complaints and reduced litigations. It can also generate awareness about gender equality, can conduct crime mapping exercise, gender self-learning, gender friendliness among the public in collaboration with Kudumbasree and women's organization.

BALASABHA

Balasabha (children union) is a community based organization of children developed by KUDUMBASREE(State Poverty Eradication Mission) mission at neighbourhood group level. The Balasabhas are structured neighbourhood network of children. Each Sabha consist of 15 – 30 children in the age group of 5 – 15 years. The prime objective of constituting Balasabhas is to prevent inter-generational transmission of poverty through capability enhancement of children. Small Learning Groups for experimental and systematic learning, opportunities for understanding democratic process, participation in conserving environment, enabling children to unfold the intricacies of collectivization are the basic focal points of Balasabha. At present, there are 52,127 Balasabhas, covering 8, 95,551 children, and creating glorious dimensions to the endeavor.



Objectives

- To prevent inter-generational transmission of poverty through capability enhancement of children
- To create Small learning groups for experimental and systematic learning
- To provide opportunities for understanding democratic process
- To ensure the participation in conserving environment
- To enable children to unfold the intricacies of collectivisation
- To develop leadership qualities among children
- To protect their rights, empowerment and personality development

Members of Bala sabha

Balasabha consist of 15-30 children within the age group of 5 to 18. It is constituted at NHG level. Balasabha committee has President, Vice-president, Secretary and Joint secretary. 50% membership is reserved for girls in the committee. Meetings of Balasabha are held in once in a week.

Activities

➤ Biodiversity initiatives

Biodiversity is the programme to understand the importance of conservation and protection of nature and environment. It is an attempt to create awareness among children through activities and video presentations. It also aims to spread the message throughout the society through children.

➤ Four plus (4+) Campaigns

Four plus campaign is an awareness programme regarding communicable diseases. It aims to create awareness in the society regarding the diseases through the children.

➤ Holistic Health Programme

It is a new initiative of Kudumbashree for children to improve their physical, mental and social wellbeing.

➤ Small Learning Groups

Small learning groups are formed by Balasabha to carry out study in different topics of interest. In these learning groups, children study about different areas like biodiversity, local environmental issues, local social issues, health issues, educational issues etc.

➤ Mediact

It is a programme to create media awareness among children. It will help children to understand the new trends of media

Apart from the calendar of events envisaged under the project, as mentioned above, many contextual programmes are also undertaken by the district mission offices.

KUDUMBASHREE

Kudumbashree, the State Poverty Eradication Mission of Kerala State was established in 1998 with the mission of eradicating absolute poverty through concerted action by community based organization under the leadership of local governments in the State. The activities of Kudumbashree are focused in the areas of institution building and capacity building, local economic development and social development. Literal meaning of Kudumbashree is prosperity (shree) of family (Kudumbam).

Kudumbashree was conceived as joint programme of the Government of Kerala and Nabard implemented through Community Development Societies (CDSs) of Poor Women, serving as the community wing of Local Governments.

Kudumbashree is formally registered as the “State Poverty Eradication Mission” (SPEM), a society registered under the Travancore Kochi Literacy, Scientific and Charitable Societies Act 1955. It has a governing body chaired by the State Minister of LSG. There is a state mission with field officer in each district. This official structure supports and facilitates the activities of the community network across the State. Structure of kudumbashree is a three tier system and at the grassroot level of the system is Neighbourhood Group (NHG) consisting of 20-49 women members selected from the poor families. The next level is ADS, ward level federation of NHGs. The apex body of this system is CDSs which is a body registered under the Charitable Societies Act, formed by federating various ADS’ at the panchayat / municipality/corporation level. Today, there are 2.58 lakhs NHGs, over 19700 ADSs and 1072 CDSs in Kudumbashree.

Kudumbashree at a Glance

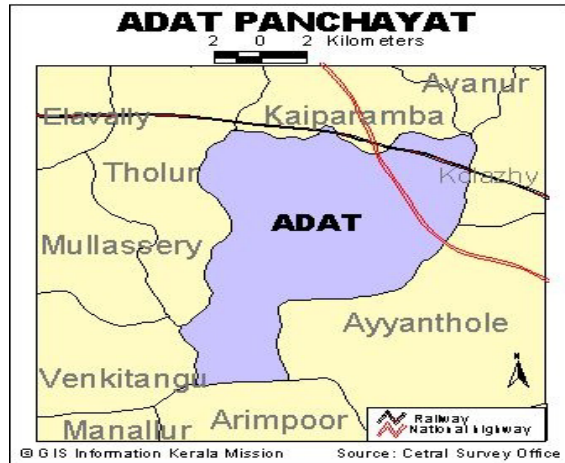
- One of the largest women’s movement in Asia with a membership of 42 lakhs representing equal number of families. 44 lakh poor families brought under the community based organization (CBOs) consisting of 2.61 lakh Neighbourhood Groups (NHG), 19,773 Area Development Societies (ADSs) and 1,072 Community Development Societies (CDSs) - rural Urban.
- 2,01,650 Women cultivators in 61836 groups for collective farming.
- 61836 Joint Liability Group formed
- Ashraya-Destitute identification and Rehabilitation Project implemented in all Local Self Governments, Second phase of Ashraya implemented in 473 Local Self Governmtns and a grant total of 1,19,224 destitute identified.
- 248 entrepreneur groups (Thelima) formed for the municipal solid waste management in urban areas.

- 'Buds'-59 special schools for physical and mentally challenged children set up under the leadership of the local Self Government.
- 40,162 Balasabhas (Children's Neighbourhood Groups) with 4.25 lakh children formed in urban and rural areas.
- Involvement of 99,478 tribal families with 5,268 NHGs under the Tribal Special Project
- Launched Sree Sakthi Portal which is exclusively for women to participate in active discussions on various issues related to them. We have 27,345 registered users with 86,623 posts and 2,81,648 views in discussion forum.
- Conducted Crime Mapping at 72 CDSs and the report published at CDS, District and State level.
- 24 hours working Gender Help Desk (SHEHITHA) at six districts - Thiruvananthapuram, Ernakulam, Malappuram, Idukki, Palakkad and Wayanad - which provides Short stay and Counselling service to the women and children those who are in distress.
- 63 Kudumbashree IT units with 307 people are functioning
- 398 Kudumbashree Nutrimix units with 2000 women entrepreneurs are functioning
- Goat village project beneficiaries of Kannur has from Kannur Goat Farmers Producers Company
- Ornamental fish producers society is formed in TV puram panchayath of Kottayam District
- Political Empowerment of Women - In 2010 alone 11,773 women candidates contested panchayat election and 5485 of them had won the elections.
- Micro Enterprises & Marketing
- Mediashree
- Women Empowerment through Media awareness - Trained 1009 CDS representatives and 858 Women Panchayat Members
- Video documentation of LSGs
- With more than a decade of successful journey Kudumbashree has carved a niche for itself. It has grown from an organization which had to depend on financial assistance, to an organization which has a major interventional role in development and prosperity of the region.

Brief Profile of visiting Local Governments

- ADAT GRAMA PANCHAYAT
- PUZHAKKAL BLOCK PANCHAYAT
- THRISSUR DISTRICT PANCHAYAT

Adat Grama Panchayat



Introduction

Adat Grama Panchayat is situated in Puzhakkal Block Panchayat 10 kms. North-East to Thrissur town. The panchayat is located in a place having special geographic features. On one side of the panchayat the terrain is hilly whereas the other side is low lying area consisting of 400 acres of 'kole', paddy cultivation land. At present almost 60% of the population depend on agriculture and allied sectors for their livelihood.

The peculiar geographic features have given rise to certain special development issues. Agriculture remains an important source of income, but a large part of kole land is not fit for cultivation because saltwater from the sea infiltrates into the river. Water is abundant, but the percentage of iron is 4 ppm, much above the permissible limit of 0.55 ppm. Hence there is acute shortage of drinking water. One boundary of the panchayat is the Thrissur Municipal Corporation. So the problems faced by rural areas adjoining urban areas are prevalent in Adat Grama Panchayat too. The National Highway passes across the panchayat. Solid waste from municipal area is dumped along roadside and accumulation of garbage has been a serious issue that the Panchayat should address.

Profile of Adat Grama Panchayat :

State	- Kerala
District	- Thrissur
Block	- Puzhakkal
Area	- 23.02 skm
Wards	- 18
Population	- 23441
Male	- 11155
Female	- 12286
Density of Population	- 1018
Female-Male Proportion	- 1101:1000
Literacy Percentage	- 92.7
Male Literacy	- 94.4%
Female Literacy	- 91.9%

Name of Panchayat Members

#	Designation	Name
1	President	Mr. V O Chummar
2	Vice President and Finance Standing Committee Chairperson	Mrs. Shailaja Sreenivasan
3	Chairman-Development Standing Committee	Mr. C R Radhakrishnan
4	Chairperson-Welfare Standing Committee	Mrs. Sobha Jayadasan
5	Chairman-Health and Education Standing Committee	Mr. K P Sunilkumar
6	Member	Mr. Baby Steephan
7	„	Mrs. Rajani Teacher
8	„	Mrs. Liji Prathapan
9	„	Mrs. Maya Manoj
10	„	Mr. T R Jayachandran
11	„	Mr. T D Wilson
12	„	Mrs. Usha Sreenivasan
13	„	Mr. Doju Cheruvattur
14	„	Mrs. Vasanthi Damodharan
15	„	Mrs. Pushpalettha Radhakrishnan
16	„	Mr. Murali Adat
17	„	Mr. P Rajeswaran
18	„	Mr. P J Devassy

Panchayat Office - Officials and Staff

#	Category	Designation	No. of Post
1	Head of office	Secretary	1
2	Office Staff	Assistant Secretary	1
		Junior Superintendent	1
		Accountant	1
		Senior Clerk	3
		Clerk	3
		Office Attendant	2
		Full Time Sweeper	1
3	Engineering Wing	Assistant Engineer	1
		Overseer	2
4	MGNREGA Wing	Assistant Engineer	1
		Overseer	1
		Data Entry Operator	1

Institutions under Grama Panchayat

#	Name of Institution	Designation of officials and staff	No. of Post
1	Agriculture Office	Agriculture Officer	1
		Agriculture Assistants	2
		Part Time sweeper	1
2	Govt. Primary Schools Total No. 2	Teachers	
3	Primary Health Centre	Medical Officer	1
		Health Inspector	4
		Pharmacist	1
		Nurse	5
		Sweeper	2
		Office Attendant	2
		Asha Workers	18
4	Ayurveda Hospital	Medical Officer	1
		Pharmacist	1
		Attendant	1

5	Homeo Dispensary -2	Medical Officer	2
		Pharmacist	2
		Attendant	2
6	Krishi Bhavan	Agricultural Officer	1
		Agricultural Assistant	2
		Office Attendant	1
7	AnganvadisTotal No. 29	Anganvadi Workers	29
		Anganvadi Helpers	29
8	Veterinary Hospital	Veterinary Surgeon	1
		Live Stock Inspector	1
		Office Attendant	1
9	Village Extension Office	Village Extension Officer	2

Community Development Society (CDS) (Kudumbashree)

Functionary	Name
Chairperson	Ms. Savithri
Member Secretary	Assistant Secretary
No. of NHG Members in the Panchayat	208
No. of NHGs in the Panchayat	3528
No. ADS in the Panchayat	18

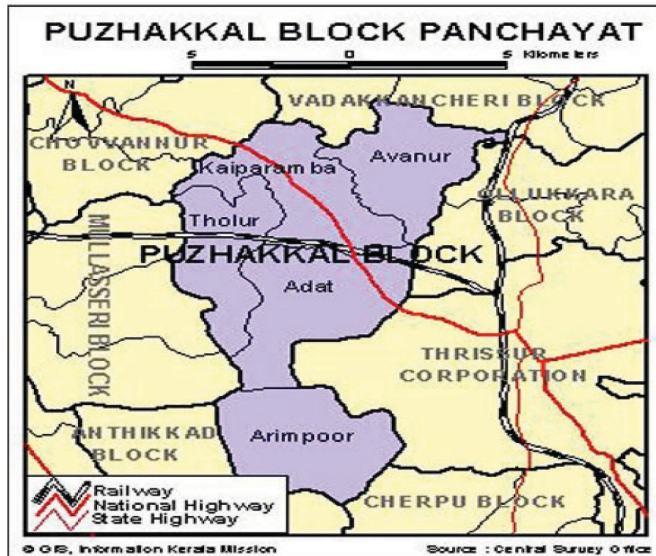
Sources of Funds

#	Sources	Year				
		2012-13	2013-14	2014-15	2015-16	Total
1	General	78,20,000	80,02,000	1,03,4,000	1,03,54,000	3,65,30,000
2	SCP	49,68,000	53,71,000	60,77,000	64,27,000	2,28,43,000
3	TSP	0	2000	2000	2000	6000
4	13th TFC	50,02,094	42,39,000	68,25,360	44,74,000	2,05,40,454
5	KLGS DP	29,78,500	31,52,078	44,22,923	34,67,000	1,40,20,501
6	Maintenance Non Road	23,62,130	27,08,000	31,67,000	33,69,000	1,16,06,130
	Fund Road	16,00,000	20,84,000	24,37,000	25,93,000	87,14,000
7	Own Sources of Revenue	63,049,08	1,35,18,941	80,90,775	93,46,420	3,72,61,044
8	Beneficiary Contributions					
9	Special Grant Funds					
10	Others	2,73,08,444	1,46,97,991	97,84,631	1,10,22,331	6,28,13,397
	TOTAL	5,83,44,076	5,37,75,010	5,11,60,689	5,10,54,751	21,43,34,526

Innovative Projects

1. Solid Waste Treatment Plant
2. 'Kerasrees' Coconut Oil Production Unit
3. Asraya : Destitute Rehabilitation Project
4. Puzhakkal River Tourism Village
5. Vilagankunnu : 'Green Belt'
6. Bio-Cultivation Promotion Project
7. 3G Anganwadi

Puzhakkal Block Panchayat



INTRODUCTION

Being one of the largest blocks of Thrissur district, Puzhakkal block consist of six panchayaths: Adat, Arimpur, Avanur, Kaiparambu, Mulamkunnathukavu and Tholur spanning an area of about 145.96 km². Its headquarters is in Puranattukara in Adat GP. Puzhakkal block is also known as the granary of Thrissur consisting of several Panchayats predominantly agricultural based. At the same time Puzhakkal block is an urbanized area having higher rate political, cultural and educational developments. A decade ago, Puzhakkal was a vast paddy field situated in the two sides of State Highway to Guruvayur. Puzhakkal River flows through this region. Now, it has become the most developed suburban area of Thrissur city. Many of the major nerve centers of Thrissur City, including the ThrissurCollectorate, Government Medical College Thrissur, Kerala Institute of Local Administration (KILA), Amala Institute of Medical Sciences, Rashtriya Sanskrit Sansthan, Government Law College, District Industries Centre of Kerala Govt, Ministry of Micro Small and Medium Enterprises under Government of India (MSME), Lulu International convention center, Kerala's first and currently biggest integrated township 'Sobha City' and many more are situated in Puzhakkal block. For accelerating

the tourism possibilities, recently they have started boating services across the Puzhakkal River. A transit terminal Mobility hub to be set up to reduce traffic congestion was recently approved to be realized soon and also KINFRA is setting up an industrial park in Puzhakkal block.

Demographic profile

S. No	GramaPanchayat	Population	Density	Sex Ratio	Literacy rate
1.	Adat	31973	1376 km ²	1080	95.08
2.	Avanur	22482	1231 km ²	1038	94.54
3.	Kaipparambu	31299	1528 km ²	1058	94.64
4.	Kolazhy	31567	1901 km ²	1050	95.07
5.	Mulamkunnathukavu	20256	954 km ²	1053	95.08
6.	Tholur	18431	1071 km ²	1108	93.99
	Total	156008	1333 km²	1063	94.73

- a) District : Thrissur
 b) Area : 186944 (Hect)
 c) No of Block Divisions : 13
 d) Parliament Constituency : Thrissur
 e) Assembly constituency : Wadakancherry

Block Panchayat Council

S. No.	Name of Elected Members	Designation
1.	Adv. Liju C. Edakalathur	President
2.	Mrs. Suma Hari	Vice President and Finance Standing Committee Chairperson
3.	Mr. C.V. Kuriakose	Development Standing Committee Chairman
4.	Mrs. Ranju Vasudevan	Welfare Standing Committee Chairperson
5.	Mrs. T. Jayalakshmi Teacher	Health & Education Standing Committee ChairPerson
6.	Mr. T.K. Pushpakaran	Member
7.	Mrs. Sheeba Girish	Member
8.	Mrs. Vanaja Rafi	Member
9.	Mr. M.T. Santhosh	Member

10.	Adv. Biju Varghese	Member
11.	Mrs. Sujatha Muraleedharan	Member
12.	Mrs. Anjali Satheesh	Member
13.	Adv. Soly Joseph	Member

Specific Role and Responsibilities of DP members and Gram Panchayat presidents in council

District Panchayat Members facilitate the activities of GramaPanchayat and Block Panchayats. They make arrangements for providing District Panchayat fund to the integrated projects of GP and BPs. GramaPanchayat Presidents are ex-officio members of the Block Panchayat Committee. They also provide valuable suggestions regarding the activities of block.

Officials in Block Panchayat

S. No	Designation	Major Responsibility
1.	Secretary/BDO	· Acting as Secretary of BP · Implementation of Centrally Sponsored Schemes
2.	Joint BDO	Supervision of MGNREGS
3.	Extension Officer (P&M)	Assisting BDO in Planning & Monitoring
4.	General Extension Officer	Assisting BDO in National Saving Schemes
5.	Extension Officer (H)	Assisting BDO in Implementation of IAY
6.	Extension Officer (W.W)	Assisting BDO in Implementation of Women Welfare Schemes
7.	Head Clerk	Supervision of Senior and Junior Clerks

Institutions of Block Panchayat

S. No	Name of institution	Place/Location	Head of Office	No of Units	No of Staff
1.	Office of Assistant Executive Engineer	Block HQ	A.E.E	1	7
2.	Office of Scheduled Caste Development Officer	Block HQ	SCDO	1	2
3.	Office of Assistant Director of Agriculture	Ayyanthole	ADA	1	2
4.	Office of Child Development Project Officer	Block HQ	CDPO	1	15
5.	Community Health Centre Tholur	Tholur	Superintendent	1	12
6.	Primary Health Centre Pampoor	Pampur	Medical Officer	1	18
7.	Dairy Development Officer	Thrissur	DEO	1	3

Financial Resource

S. No	Name of the Fund	Source of Fund	Amount	
			2014-15	2015-16
1.	Plan Fund (GI)	Budget Allocation	19411000	19411000
2.	Plan Fund (SCP)	Budget Allocation	8642000	8642000
3.	Plan Fund (TSP)	Budget Allocation	76000	76000
4.	Maintenance Grant	Budget Allocation	3678000	2829000
5.	General Purpose Fund	Budget Allocation	2800000	3000000

Fund Allocations

S. No	Sector	No. of projects		Total Amount allotted	
		2014-15	2015-16	2014-15	2015-16
1.	Productive	12	16	4787034	6496528
2.	Infrastructure	26	34	10070783	16264873
3.	Service	47	26	50391069	479339435
	Total	85	77	65248886	70700836

Major Intervention/Achievements

Sector	Major Intervention/Achievements
Service	1. IAY Housing Scheme
Infrastructure	1. Drinking Water Scheme
Productive	1. 25 Acre paddy Cultivation under MKSP 2. Nursery in AvanurGramaPanchayat

District Panchayat - Thrissur



Introduction

Thrissur District is situated in the central part of the state. Spanning an area of about 3030 km², Thrissur District is home to over 11% of Kerala's population. Its headquarters is located at Ayyanthole, a suburb of thrissur city. There are 17 Block panchayats and 86 Grama panchayats in the District. The term 'Thrissur' is the abbreviated anglicized form of the Malayalam word "THRISSIVA PERUR" which means the town of the "SACRED SIVA". The Town is Built on an elevated ground, at the apex of which is the Famous "VADAKKUMNATHAN" Temple, a place of great antiquity. Thrissur District in the present form was formed on July 1, 1949, with the headquarters at Thrissur City. Thrissur is known as the cultural capital of Kerala, and the land of Poorams. The District is famous for its ancient temples (Guruvayoor Sri Krishna Temple) churches (Palayur church) mosques (Cheraman mosque). Thrissur Pooram is the most colorful and spectacular temple festival in India.

District Profile

Name of District	:	Thrissur
Name of District Panchayat President	:	Ms. Sheela Vijayakumar
Head Quarters	:	Ayanthole
Divisions of District Panchayat	:	29
Block Panchayats	:	17
Grama Panchayats	:	86
Municipalities	:	6
Corporation	:	1
Taluks	:	6
Total Population	:	29,74,232
Male	:	14,22,05
Female	:	15,52,180
S C Population	:	3,54,226
S T Population	:	4,828
Literacy	:	92.56
Village Office	:	138
Parliament Constituencies	:	3
Assembly Constituencies	:	14
E-Mail Address	:	dpttsr@gmail.com

Details of Standing Committees

No	Name of Standing Committee	Chairperson
1	Finance (Vice President)	Mr. K P Radhakrishnan
2	Development	Mrs. M Padmini
3	Health and Education	Mrs. Manjula Arunan
4	Welfare	Mrs. Jenny Teacher
5	Public works	Mr. K J Dickson

Major Institutions of District Panchayat

S. No	Institution
1	District Agriculture farms
2	District Animal Husbandry Farms
3	Higher Secondary Schools, High Schools and VHSC
4	District Hospital
5	Poverty Alleviation Unit

Financial Resource

S. No	Name of Fund	2014-15	2015-16
1	Plan – General	414904322	520498804
2	Plan SCP	241036281	287366781
3	Plan TSP	5250553	6478231
4	Maintenance Road	158125401	174394640
5	Maintenance Non Road	115338957	99723118

A special note on child-centric interventions

1. Scholarship for differently abled students
2. Scholarship for backwards class and minority students till Higher secondary school

Annexure

Annexure

FUNCTIONS ASSIGNED TO THE PANCHAYAT RAJ INSTITUTIONS

As per the Eleventh Schedule of Article 243 G of 73rd Amendment to the Indian Constitution 29 subjects were transferred to the local governments. 19 subjects were transferred to Grama panchayaths, 14 subjects were transferred to block panchayaths, 18 Subjects were transferred to Urban Local Governments and 16 subjects were for District panchayath.

I. VILLAGE PANCHAYATS

A. Mandatory functions of Village Panchayats

1. Regulation of building construction
2. Protection of public land from encroachment
3. Protection of traditional drinking water sources.
4. Presentation of ponds and other water bodies
5. Maintenance of water-ways and canals under their charge
6. Collection and disposal of solid waste and control of liquid waste disposal.
7. Storm water drainage
8. Maintenance of environmental hygiene
9. Management of markets
10. Vector control
11. Regulation of slaughtering of animals and sale of meat, fish and other perishable food items.
12. Regulation of eating establishments
13. Prevention of food adulteration.
14. Maintenance of roads and other public assets
15. Street lighting and their maintenance.
16. Immunisation
17. Carrying into effect national and State level strategies and programmes for disease prevention and control.
18. Opening and maintenance of burial and burning grounds.
19. Licensing of dangerous and offensive trades
20. Registration of births and deaths.
21. Provide bathing and washing ghats
22. Provide of ferries.
23. Provide parking space for vehicles
24. Provide waiting-sheds for travellers

25. Provide toilet facilities in public places
26. Regulate conduct of fairs and festivals.
27. Licensing of pet dogs and destroying stray dogs.

B. General functions

1. Collection and updating of essential statistics.
2. Organising voluntary labour and contribution for community works.
3. Carrying out campaigns for thrift.
4. Awareness building on control of social evils like drinking, consumption of narcotics, dowry and abuse of women and children.
5. Ensuring maximum people's participation in all stages of development.
6. Organising relief during natural calamities.
7. Inculcating environmental awareness and motivating local action for environmental upgradation.
8. Promoting co-operatives.
9. Enhancing communal harmony.
10. Mobilizing local resources in cash and in kind, including free surrender of land for development purposes.
11. Spreading legal awareness among the weaker sections.
12. Campaigning against economic crimes
13. Organising neighbourhood groups and self-help groups with focus on the poor.
14. Awareness building on civic duties

C. Sector-wise distribution of responsibilities

(i) Agriculture

1. Bring into cultivation waste lands and marginal lands
2. Bring about an optimum utilisation of land
3. Soil conservation
4. Production of organic manure.
5. Establishment of nurseries.
6. Promotion of co-operative and group farming.
7. Organising self-help groups among cultivators
8. Promotion of horticulture and vegetable cultivation.
9. Fodder development
10. Plant protection.
11. Seed production
12. Farm mechanisation.

13. Management of Krishi Bhavans.

(ii) Animal Husbandry and Dairy

1. Cattle improvement programmes.
2. Dairy farming.
3. Poultry farming, bee keeping, piggery development, goat rearing, rabbit rearing.
4. Running or veterinary dispensaries.
5. Running of ICDP sub-centres.
6. Preventive health programmes for animals
7. Prevention of cruelty to animals.
8. Fertility improvement programmes.
9. Control of diseases of animal origin.

(iii) Minor Irrigation

All minor irrigation schemes within the area of a Village Panchayat.

1. All micro irrigation schemes.
2. Water conservation.

(iv) Fisheries

1. Development of fisheries in ponds and fresh water and brackish water fish culture, mari culture.
2. Fish seed production and distribution.
3. Distribution of fishing implements.
4. Fish marketing assistance.
5. Provision of basic minimum services for the families of fishermen.
6. Welfare schemes for fishermen.

(v) Social Forestry

1. Raising of fodder, fuel and fruit trees
2. Organising campaigns for tree planting and environmental awareness.
3. Afforestation of waste lands.

(vi) Small Scale Industries

1. Promotion of cottage and village industries
2. Promotion of handicrafts
3. Promotion of traditional and mini industries

(vii) Housing

1. Identification of homeless people and poramboke dwellers and provide house sites and houses.

2. Implementation of rural housing programmes.
3. Implementation of shelter upgradation programmes.

(viii) Water Supply

1. Running of water supply schemes covering one village panchayat.
2. Setting up of water supply schemes covering one village panchayat.

(ix) Electricity and Energy

1. Street lighting
2. Promotion of Bio-gas

(x) Education

1. Management of Government pre-primary schools and Government primary schools.
2. Literacy programmes.

(xi) Public Works

1. Construction and maintenance of village roads within the village panchayat.
2. Construction of buildings for institutions transferred.

(xii) Public Health and Sanitation

1. Management of dispensaries and primary health centres and sub-centres (in all systems of medicine).
2. Management of child welfare centres and maternity homes.
3. Immunization and other preventive measures.
4. Family Welfare
5. Sanitation.

(xiii) Social Welfare

1. Running of anganwadies.
2. Sanctioning and distribution of pensions to destitute, widows, handicapped and agricultural labourers.
3. Sanctioning and distribution of unemployment assistance.
4. Sanctioning of assistance for marriage of the daughters of widows.
5. Management of group insurance scheme for the poor.

(xiv) Poverty Alleviation

1. Identification of the poor.
2. Self employment and group employment schemes for the poor especially women.
3. Providing community assets of continuing benefit to the poor.

(xv) Scheduled Castes and Scheduled Tribes Development

1. Beneficiary oriented schemes under SCP and TSP.
2. Management of nursery school for Scheduled Castes and Scheduled Tribes.

3. Provision of basic amenities in Scheduled Castes and Scheduled Tribes habitats.
4. Assistant to Scheduled Castes and Scheduled Tribes students.
5. Discretionary assistance to Scheduled Castes and Scheduled Tribes in need.

(xvi) Sports and Cultural Affairs

1. Construction of play grounds.

(xvii) Public Distribution System

1. Examination of complaints against the public distribution system and taking of remedial measures.
2. Organisation of campaigns against weights and measures offences.
3. General supervision and guidance of ration shops and maveli stores and other public distribution centres and if necessary starting new public distribution centres.

(xviii) Natural Calamities Relief

1. Management of relief centres
2. Organisation of relief works
(Repair works to assets will be divided and carried out by the Panchayat in charge of the assets)

(xix) Co-Operatives

1. Organisation of co-operatives within the jurisdiction of the Panchayat.
2. Payment of Government grants and subsidies within the jurisdiction.”

II. BLOCK PANCHAYATS

A. General functions

1. Pool technical expertise both Government and non-government at the Block level.
2. Provide technical services to Village Panchayats.
3. Prepare plans after taking into account the plans of Village Panchayat to avoid duplication and provide the backward and forward linkages.

B. Sector-wise distribution of responsibilities

(i) Agriculture

1. Farmers’ training for the programmes implemented at the village level.
2. Arrangements of agricultural inputs required for schemes at the village level.
3. Conduct of agricultural exhibitions.
4. Integrated watershed management in watersheds falling within Block Panchayat area.
5. Mobilize agricultural credit.
6. Sericulture.

(ii) Animal Husbandry and Dairy

1. Running of Veterinary Polyclinics and Regional Artificial Insemination Centres.

2. Provide specialty services in Animal Husbandry.
3. Conduct cattle and poultry shows.

(iii) Minor Irrigation

All lift irrigation schemes and minor irrigation schemes covering more than one village Panchayat.

(iv) Fisheries

Development of traditional landing centres.

(v) Small Scale Industries

1. Setting up of mini industrial estates.
2. Promotion of industries with investment limit of one-third of SSI.
3. Self employment schemes in industrial sector.

(vi) Housing

1. Popularisation of low cost housing.
2. Promotion of housing co-operative societies.

(vii) Electricity and Energy

Promotion of non-conventional energy sources.

(viii) Education

Management of Industrial Training Institutes.

(ix) Public Works

1. Construction and maintenance of all village roads connecting more than one Village Panchayat and other District Roads within the block Panchayat.
2. Construction of buildings for institutions transferred.

(x) Public Health and Sanitation

Management of community health centres and taluk hospitals within the Block Panchayat area in all systems of medicine.

(xi) Social Welfare

Management of ICDS.

(xii) Poverty Alleviation

1. Planning and implementation of Employment Assurance Schemes in co-ordination with the Village Panchayats.
2. Skill upgradation of the poor for self employment and wage employment for people below poverty line.

(xiii) Scheduled Castes And Scheduled Tribes Development

1. Management of pre-matric hostels
2. Promoting Scheduled Castes and Scheduled Tribes Co-operatives.

(xiv) Co-Operatives

1. Organisation of co-operatives within the jurisdiction of Block Panchayat.
2. Payment of Government grants and subsidies within the jurisdiction

III. DISTRICT PANCHAYATS

A. General functions

1. Mobilize the technical expertise available from Government and non-government institutions.
2. Provide technical service to the Block Panchayats and Village Panchayats and the Municipalities.
3. Prepare plans after taking into account the plans of the Village Panchayats and Block Panchayats to avoid duplication and to provide backward and forward linkage

B. Sector-wise distribution of responsibilities

(i) Agriculture

1. Running of agricultural farms other than regional farms and research centres and establishment of new farms.
2. Integrated watershed management in watersheds covering more than one Block Panchayat area.
3. Provision of agricultural inputs.
4. Soil testing.
5. Pest control.
6. Marketing of agricultural produce.
7. Cultivation of ornamental plants.
8. Promotion of agricultural co-operatives.
9. Promotion of commercial crops.
10. Biotechnology applications.
11. Field trials and pilot projects to popularise innovation.
12. Locally appropriate research and development.

(ii) Animal Husbandry and Dairy

1. Management of district level veterinary hospitals and laboratories.
2. Management of dairy extension service units.
3. Promotion of milk co-operatives.
4. Management of farms other than regional farms, breeding farms and research centres.
5. District level training.
6. Implementation of disease prevention programmes.

7. Field trials and pilot projects on innovative practices.
8. Locally relevant research and development.

(iii) Minor Irrigation

1. Development of ground water resources.
2. Construction and maintenance of minor irrigation schemes covering more than one Block Panchayat.
3. Command area development.

(iv) Fisheries

1. Arrangements for marketing of fish.
2. Management of Fish Farm Development Agency.
3. Management of district level hatcheries, net making units, fish markets, feed mills, ice plants and cold storages.
4. Management of fisheries schools.
5. Introduction of new technologies.
6. Provide inputs required for fishermen.
7. Promotion of fishermen's co-operatives.

(v) Small Scale Industries

1. Management of District Industries Centre.
2. Promotion of small scale industries.
3. Setting up of industrial estates.
4. Arranging exhibitions for sale of products.
5. Entrepreneur development programmes.
6. Marketing of products.
7. Training.
8. Input service and common facility centres.
9. Industrial development credit planning.

(vi) Housing

1. Housing complex and infrastructure development.
2. Mobilizing housing finance.

(vii) Water Supply

1. Running of water supply schemes covering more than one Village Panchayat.
2. Taking up of water supply schemes covering more than one Village Panchayat.

(viii) Electricity and Energy

1. Taking up of micro-hydel projects.
2. Determining priority areas for extension of electricity.

(ix) Education

1. Management of Government high schools (including LP section and UP section attached to high schools)
2. Management of Government higher secondary schools.
3. Management of Government technical schools.
4. Management of vocational training centres and polytechnics.
5. Management of vocational Higher Secondary schools.
6. Management of District Institute for Education and Training.
7. Co-ordinate centrally and State sponsored programmes related to education.

(x) Public Works

1. Construction and maintenance of all district roads other than State Highways, National Highways and Major District Roads.
2. Construction of buildings for institutions transferred.

(xi) Public Health and Sanitation

1. Management of district hospital in all systems of medicine.
2. Setting up of centres for care of special categories of disabled and mentally ill people.
3. Co-ordination of centrally and State Sponsored programme at the district level.

(xii) Social Welfare

1. Payment of grants to orphanages.
2. Starting of welfare institutions for the disabled, destitute etc.

(xiii) Poverty Alleviation

Providing infrastructure for self-employment programmes.

(xiv) Scheduled Castes And Scheduled Tribes Development

1. Management of post matric hostels.
2. Management of vocational training centres for Scheduled Castes and Scheduled Tribes.

(xv) Sports and Cultural Affairs

Construction of stadiums

(xvi) Co-Operatives

1. Organisation of co-operatives within the jurisdiction of District Panchayats. Payment of Government grants and subsidies to co-operatives within the jurisdiction

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