

People-Friendly Panchayat: ISO 9001 : 2008 Through TQM

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ISO 9001 : 2008 Through TQM**

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Foreword

The Grama Panchayats (GPs) have the responsibility of providing services to citizens in a time bound manner, with quality for attaining maximum citizen satisfaction. Quality in Service Delivery is one of the priority areas in the Guideline on 12th Five Year Plan (2012-2017) for Local Governments. Quality in Service Delivery attains more importance in the context of enactment of Right to Service Act (RTS) by the Government of Kerala. It is essential to restructure the office environment with the help of advanced technology and create a service attitude among the officials. Government put forth the policy of equipping the GPs to attain ISO 9001: 2008 Certificate through the implementation of Total Quality Management (TQM). It is for transforming GPs to 'People friendly Panchayats'.

For attaining this dream, in its true sense, the GPs should implement TQM. This book provides knowledge to implement TQM in Panchayats for the attainment of ISO 9001:2008. I appreciate in this occasion, the Director of KILA and the authors who took initiative for the this book.

Trivandrum
30/06/2015

Dr.M.K.Muneer
Minister for
Panchayat and Social Justice
Government of Kerala

Chief Editor's Note

The Capacity Building (CB) Programme for the attainment of ISO 9001: 2008 Certification through initiating Total Quality Management (TQM) in Local Self Government Institutions (LSGIs) is the major task started this year. The State of Kerala is pioneer in taking such a broad initiative. For that the services provided by these institutions should be time bound and quality for attaining satisfaction of citizen. It is possible through Total Quality Management. As a Government closer to people, the expectations on LSGIs are on the high. The LSGIs should strengthen its service delivery mechanism to satisfy the high expectations of people. For that appropriate management tools need to be designed. The launching of Total Quality Management (TQM) is a stepping stone towards good governance. By realizing the successes of such initiatives, KILA designed Capacity Building programme to strengthen LSGIs for attaining good governance. KILA designed a well structured training with participatory methods and follow up programmes. This task is shouldered by Dr.J.B.Rajan, Assistant Professor, KILA and in association with Dr.Biju.S.K, Assistant Professor, Government Arts College, Trivandrum, who have gained special training form Bureau of Indian Standards (BIS) in this regard. In this book, the team very simply illustrates the complex concepts of TQM and systematically providing the procedures for ISO 9001: 2008. I hope this will surely provide indepth knowledge for LSGIs to improve the service delivery mechanism through TQM and to avail ISO Certification.

30/06/2015

Dr.P.P.Balan
Director, KILA

Acknowledgement

We are deeply grateful to all individuals, Grama Panchayats and institutions that provided necessary inputs in the preparation of this book entitled “ People-Friendly Panchayat: ISO 9001:2008 Through TQM”. This book focused on the step by step process required to be followed for attaining the vision of “people friendly panchayat” through the implementation of TQM in LSGIs. This process and its sustainability will help the LSGIs to acquire the ISO 9001: 2008.

A token of gratitude deserves to many whose contributions were landmarks for the successful completion of this book. We are indebted to Dr.P.P.Balan, the Director of KILA, for allowing us to undertake this initiative and providing all support with enthusiasm. This is an extension of the research work done by us titled “Front office Management; Issues and Challenges”(2013). We owe a word of thanks to all the Secretaries who have shared information generously. We also express a word of thanks to all the Elected Representatives and staffs; who gave the information to us.

We are grateful to Mr.K.P.A.Hashim (Former Standing Committee Chairperson of Cheruvannur-Nallalam GP), for sharing his experiences on initiatives on TQM in his Panchayat. We also benefit the support of Mrs. Sulochana for DTP, and Mr. Usman for layout of the report. Our sincere thanks to all of them. We shoulder the responsibility of any errors or mistakes that might have crept in this book.

30/06/2015

Dr.J.B.Rajan
Dr.S.K.Biju

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ACRONYMS

AMC	- Annual Maintenance Contract
ASSOCHAM	- Associated Chambers of Commerce and Industry of India
ATR	- Action Taken Report
BIS	- Bureau of Indian standards
CC	- Citizen Charter
CDP	- Committee on Decentralization of Powers
CII	- Confederation of Indian Industry
DDP	- Deputy Director of Panchayat
DR	- Distribution Register
FICCI	- Federation of Indian Chambers of Commerce
FOM	- Front Office Management
FYP	- Five Year Plan
GO	- Government Order
GoI	- Government of India
GP	- Grama Panchayat
IKM	- Information Kerala Mission
ISO	- International Organization for Standardization
KDP	- Kerala Development Programme
KILA	- Kerala Institute of Local Administration
KPRA	- Kerala Panchayat Raj Act
LO	- Learning Organisation
LSGIs	- Local Self Government Institutions
MBWA	- Management by walking About
MGP	- Modernization in Government Programme
MIS	- Management Information System
MOP	- Manual of Office Procedure
NABCB	- National Accreditation Board for Certification Bodies
NABET	- National Accreditation Board for Education and Training
NABH	- National Board for Hospitals and Health Care Providers
NABL	- National Board for Testing and Calibration Laboratories
NBQP	- National Board for Quality Promotion
NGO	- Non Government Organization
NQC	- National Quality Campaign
PPC	- Peoples' Plan Campaign
PR	- Personal Register
PTA	- Parents and Teachers Association
QC	- Quality Circle

QCI	- Quality Council of India
QFD	- Quality Function Development
QIES	- Quality Information and Enquiry Services
QMS	- Quality Management System
RAMDcM	- Responsive Administration: A Management Development Mechanism
RTS	- Right to Service
SAT	- Social Audit Team/ Systematic Approach to Training
SMED	- Single Minute Exchange of Die
SPB	- State Planning Board
TDR	- <i>Thapal</i> Distribution Register
TQC	- Total Quality Control
TQM	- Total Quality Management

It is the Quality of our work which will
please God and not the Quantity.

- *Gandhiji*

1

Good Governance Through Total Quality Management

Quality is not an act, it is a habit.

- Aristotle

1.1 Self Governance to Good Governance

Mahatma Gandhi envisaged '*Swaraj*' (Self Governance) and '*Su-raj*' (Good Governance) through Panchayat Raj System. The Kerala Government, which initiated model steps in decentralisation as compared to other States, has also formulated policies and legislations to ensure Self Governance and Good Governance through Local Governance. Kerala has devolved functions, funds, and functionaries to enable the Local Self Government Institutions (LSGIs) to perform their functions effectively. The Committee on Decentralisation of Powers, headed by Dr.Sathya Bratha Sen¹, has put forth recommendations that reflect the quintessence of Good Governance. (Govt. of Kerala, 1997a). Amendments made in the Kerala Panchayati Raj Act and Kerala Municipal Act in the year 1999, as recommended by 'Sen' Committee, were based on the principles of Good Governance namely participation, rule of law, transparency, responsiveness, consensus, equality, efficiency, and commitment. The Kerala State has able to ensure *Swaraj* (Self Governance) as envisaged by Gandhiji by devolving more powers and making the Panchayats as institutions of self governance. There are also initiatives for *Suraj* (Good Governance). However, the LSGIs in the State have yet to move ahead to ensure *Su-raj* (Good Governance), in its letter and spirit. The introduction of Total Quality Management (TQM) in LSGIs is a leap towards Good Governance.

1.2 People's Plan Campaign (PPC)

The decentralization of power in Kerala was implemented in a campaign mode popularly known as *Janakeeyasoothranam* ("People's Plan Campaign"²) during Ninth Five Year Plan (1997-2002). This was based on the Good Governance principles of people centered approach and participatory planning method. (Govt. of Kerala, 1997b). During 10th Five Year Plan (2002-2007), institutionalisation of participatory planning had been envisaged as "Kerala Development Programme" (KDP). During the same period, Modernization in Government Programme (MGP)³ had been initiated, which envisaged that the LSGIs should extend services

to the citizen; based on eighteen principles namely equality, inclusion, rationalism, effectiveness, transparency, responsibility, redressal, people centered, good dealings, right to services, standardization of services, continuous progress, enhancing efficiency, perfection, logical, integration, self dedication, and sustainability. (Govt. of Kerala, 2004a). Good Governance Plan has been mandated in the Guidelines on 11th Five Year Plan (2007-2012) for LSGIs. (Govt. of Kerala, 2007). There are many good governance models initiated by LSGIs.

1.3 A Few Good Governance Initiatives

There are glimpses of good governance initiatives by LSGIs in Kerala that are worthy to note. Sri. B.N. Suresh, while he was the Secretary of Enmakaje Grama Panchayat (GP) in Kasaragode district in 2006, issued an office order to ensure better office management. This was a laudable attempt. (Copy of the Office Order is given in Appendix 1). The Vellanad GP in Thiruvananthapuram district had attained cent percent computerization⁴ of office in the year 2003; with the objective of efficiency and effectiveness in governance. (The Hindu, 2003). The “participative budgeting”⁵ by Aaryanadu GP was focused on people-centered approach. (Haribabu.T.P, 2009; KILA, 2010). The Karakulam and Nellanad GPs in Thiruvananthapuram had formulated Guidelines to ensure better performance of Panchayat Office and their Institutions⁶ is another replicable model for ensuring efficient office administration. (Karakulam Grama Panchayat, 2005). The Total Quality Management (TQM) implementation by the Cheruvannur-Nallalom GP of Kozhikode District in 2007 proved to be a management strategy for quality in service delivery mechanism of LSGIs; which is detailed in Chapter two. The model Office Order (No. B4 1359/07) intended to ensure the efficiency of GP offices, issued by the then DDP of Kasaragode district on 19th July 2007 is another excellent instance on office management. The ISO 9001:2008 certificate awarded to Kumbala GP⁷ of Kasargode District in 2010 is an unique example for standardisation in service delivery in the GP level. (Copy of the ISO Certificate is given in Appendix 2). The “One Minute Certificate”⁸ system

implemented by Velookkara GP in Thrissur district is yet another model of e-governance for timely service delivery.

1.4 Twelfth Five Year Plan

The approach papers of 12th Five Year Plan (FYP) by the Central and State Governments put forth suggestions to ensure good governance by strengthening the service delivery mechanism in LSGI's. Due emphasis is given to enhance quality of services in the 12th FYP (2012-2017). TQM is recommended as a means to ensure better quality services and good governance, as per the guidelines for implementation of 12th FYP by the Planning Commission. (Govt. of India, 2012). The State Planning Board (SPB), in the 12th FYP Approach Paper, clearly marked directions for good governance. (Govt. of Kerala, 2012a). The Working Group Report on "Administrative Reforms and Project Implementation", by State Planning Board emphasises for good governance. (Govt. of Kerala, 2011). To ensure good governance, the guidelines on 12th FYP for LSGIs suggests improvement of quality in service delivery mechanism as one of the priority areas. (Govt. of Kerala, 2012b). In continuation of the enactment of Right to Service (RTS) Act 2012 by the Government of Kerala (Govt. of Kerala, 2012c), Local Self Government Department (Govt. of Kerala, 2013a) and the Director of Panchayats (Govt. of Kerala, 2013b; Govt. of Kerala, 2013c) issued orders to bring different services of GPs under the RTS for ensuring quality. These are the Government initiatives for achieving good governance. The State Government has envisaged that every Panchayat should achieve ISO 9001: 2008 Certification, aiming to ensure quality in service delivery mechanism. (Muneer.M.K, 2013). An amount of Rs. 50 lakhs is earmarked in the state budget proposal as first phase allotment towards the achievement of this mission. (Govt. of Kerala, 2013d).

1.5 Concept of Total Quality Management (TQM)

The basic goal of local governance is to fulfill the needs of the people, in tune with the local circumstances. Many a number of functions, traditional as well as devolved, form part of the

responsibility of Panchayat. These functions will affect all walks of life of people, especially the services of GPs that are at the cutting edge level in the decentralised governance system. It is the duty of the LSGIs to perform the functions scientifically and people-friendly manner. Total Quality Management (TQM) is a practical management instrument in this direction. TQM ensures efficient office management and timely service delivery with quality.

The concept of TQM is revealed by its name itself viz. 'Total', 'Quality', and 'Management'. 'Total', indicates total involvement of all stake holders. In the local governance context, collective involvement of Elected Representatives, Officials, and Citizens. 'Total' also means quality in all functional domains of LSGIs. 'Quality', denotes quality - in all respects - in delivery of services so as to attain citizens satisfaction. 'Management' reflects the mechanism to attain the objectives. Hence TQM is an instrument to ensure complete quality for citizen satisfaction through a proper mechanism. TQM is a continuous process, not an one time process. It is people-centered management that is capable of inculcating quality culture in the organisation. TQM aims to enhance the quality of services by making use of the existing resources. It is the process of organizational change, filling the gaps between the existing conditions of services and the expected quality parameters. The slogan of TQM is the enhanced satisfaction of people. Good governance through quality in service delivery mechanism can be achieved through adopting TQM. The Cheruvannur Nallalom⁹ GP of Kozhikode District was proved in 2007 that TQM which has been the buzz word in the corporate sector is quite applicable for LSGIs also. (Rajan.J.B, 2008a; Rajan.J.B, 2008b).

Foot notes

- ¹ The Committee on Decentralisation of Powers (CDP), appointed by the Government of Kerala, to submit suggestions for strengthening decentralization in the State.
- ² People's Plan Campaign (PPC), held in 1996 in Kerala State, was a remarkable experiment in decentralisation of powers to local governments with focus on local planning. The "Janakeeyasoothranam" (People's Plan Campaign) was launched to make the people better involve in the local planning.

- ³ The Modernisation in Government Programme (MGP) has been drawn up as part of the strategy of Government to overhaul and improve its services to the people of the State. The thrust in MGP is to facilitate public servants and elected officials to serve the citizens of Kerala more effectively, efficiently and equitably with greater accountability. This transformation will facilitate the achievement of the human development and poverty reduction target envisaged in the Tenth Five Year Plan. The programme is a combination of Administrative Reform, Service Delivery Improvement, Asset Management, and Fiscal Reforms initiatives implemented in the Government Departments of Kerala State. The programme was funded by the Asian Development Bank (ADB) under the title ‘Modernising Government and Fiscal Reforms Programme, Kerala’.
- ⁴ The Vellanad Grama Panchayat, Thiruvananthapuram district is the first fully computerised Grama Panchayat in the country. The computerisation of Vellanad is a pilot project taken up by the Information Kerala Mission (IKM) to kick-start an ambitious electronic governance programme covering the entire State. It involves the computerisation of a wide range of activities and services and strengthening the interface with people. Computerised counters have been set up at the Panchayat office to provide services including payment of bills, registration of births and deaths and issue of certificates. Revenue management, monitoring of Plan projects, file and accounts management are the functions brought under the programme. The project, which also includes a community database for local-level planning, will provide the Grama Panchayat with a revenue collection system designed to ensure high level of transparency and objectivity. It launched a full-fledged Geographic Information System, a citizen database linking the electoral roll, ration card and property ownership as well as a management information system.
- ⁵ Aryanadu GP brought peoples participation in each and every process of budget preparation. Before the beginning of each financial year, Grama Sabha meeting were convened, assured participation of different sections of community in the meeting, prepared budget, plan and projects in the Grama Sabha meeting on a participative manner and the same is finalized in the Development Seminar also ensuring peoples participation.
- ⁶ Karakulam GP and Nellanad GP in Thiruvananthapuram district initiated a programme named “Responsive Administration: A Management Development Mechanism (RAMDeM)” with the funding support of Cap-Deck. They have developed 9 Manuals for Management of Office and transferred institutions by setting up an NGO named Grameen Padana Kendra. These manuals clearly specifies the duties and responsibilities of each and every officials and responsibilities of LSGIs in the process of service delivery and day to day operation. The guidelines are for managing 1. educational institutions, 2. Ayurveda Hospitals, 3. Veterinary Hospitals, 4. Engineering wing, 5. Agriculture Office, 6. Anganwadies, 7. Rural grievance Redressal and Jagratha Samithi, 8. Panchayta Office, and 9. Primary Health Centre.

- ⁷ Kumbala GP has implemented QMS and availed ISO 9001: 2008 certification for the Panchayat. For securing the certificate, The GP transformed its office in a systematic manner, prepared a quality manual containing quality policy and objectives. They took two services (the birth and death certificate and building permits) as an initial effort to inculcate quality in delivery.
- ⁸ The GP developed a data base to issue 10 different certificates within one minutes of receipts of application.
- ⁹ The Cheruvannur-Nallalom GP was merged with Kozhikode Corporation in 2010.

2

Cheruvannoor-Nallalam Grama Panchayat: An Unique Initiative on TQM

You must be the change you wish to see
in the world.

- Gandhiji

2.1. Initiating TQM

The TQM initiative in Panchayats dates back to the Certificate Course conducted by KILA for Elected Representatives (ERs) in Grama Panchayats of Kerala. The Module on Certificate Course¹ for the ERs included a session on TQM for ensuring quality improvement in Local Governments (KILA, 2005). Sri.K.P.A.Hashim, one of the participants being the Welfare Standing Committee Chairman of Cheruvannoor-Nallalam Grama Panchayat (GP) of Kozhikode District became highly inspired by the concepts of TQM. He convinced the TQM concept to the President and the Vice-President of the Cheruvannoor-Nallalam GP. As a result of series of discussions at various levels (Standing Committees, Steering Committee, Panchayat, and Officials), the Panchayat decided to implement TQM for ensuring quality in delivery of services and its continuous improvement. In addition to this, the GP planned for continuous training, continuous monitoring, and recognition for quality performance of Officials. In order to build up teamwork, Quality Circle (QC) was formed in the GP. By ensuring adequate infrastructure facilities and re-structuring the office environment systematically, Cheruvannoor-Nallalam GP implemented TQM in 2007. A snap shot of the arrangements made by Cheruvannoor-Nallalam GP, as part of implementation of TQM, is given below:

2.1.1 Service Counter (*Jana Sevana Kendram*)

A Service Counter (*Jana Sevana Kendram*²) was opened in front corridor of the Grama Panchayat to ensure the smooth delivery of various services. The Official at the counter receives the applications from the citizens and issue acknowledgement receipts; showing the proposed date of service delivery. *Saksharatha Preraks*³ were deputed as the Front Officer-in-Charge for the purpose. Proper registering of all applications was ensured, by receiving them after proper scrutiny. The Counter worked as a single window for receiving applications, service delivery, and information counter. The applications collected from the public were handed over to the main

office at the earliest. The certificates were collected from the officials and delivered to the public at the promised time. The Officials concerned were made responsible for the timely delivery of services. The service counter, which ensured the timely delivery of various services to the public, was the base and motivation for 'Front Office'⁴, introduced in all the Grama Panchayats in Kerala from 2009 onwards.

2.1.2. Infrastructure Facility

Essential seating and tables were arranged in front corridor of the Service Counter (*Jana Sevana Kendra*) for the public, so as to enable them to write necessary applications and requests. Other requirements like paper, pen, application forms prescribed for various services, gum, pins, clips, tags, drinking water, reading corner for the public and children, neat and tidy toilets for men and women, first aid kit, complaint box and an application box for depositing the applications and requests during out of office hours were arranged.

2.1.3. Office Arrangement

The seating arrangement within the office was rearranged in such a manner to ensure interface between the staff. Ensured adequate stationery in the office and application forms for different services at the Service Counter (*Jana Sevana Kendra*). Cell phone numbers and address of Elected Representatives, Government Offices, Institutions of Panchayats, Office Bearers of *Kudumbashree* and other persons of importance were made available in the Service Counter. Necessary mechanism was ensured for the speedy movement of applications received in the Service Counter, on proper registration in the Personal Register (PR) and Distribution Register (DR); as per the Manual of Office Procedure (MOP). Effective arrangements for the easy tracking of files as and when required were ensured. The custom of keeping an effective 'Movement Register' was also ensured to register the out of office movements of officials during office hours.

2.1.4. Office Modification

The Panchayat office building was renovated and painted, furnitures repaired and polished, office premises cleaned and the efficiency of computer section improved so as to make it a real Management Information System (MIS). Name Boards of officials with designation and sections were exhibited in the chamber of Officials. Record room was re-arranged systematically in such a manner to get any document or record at the fingertips within no time and entrusted one of the Officials to maintain this system without fail.

2.1.5 Citizen's Charter ('Pauravakasa Rekha')

The Citizen Charter ('Pauravakasa Rekha')⁵ was renewed, after incorporating the ideas and suggestions of the citizens. By observing the 'Kerala Panchayat Raj (Preparation of Citizen's Charter) Rules 2004'⁶ in its letter and spirit, a Cine Board was exhibited in front of the Service Counter. The Cine Board covered various services offered by the Panchayat, maximum required time, details of fees charged for services, supporting documents to be attached with each application, etc. And copies of Citizen's Charter was distributed among the offices of Political Parties, Peoples' Organizations, Institutions of LSGIs, Trade Union Offices, Households, Grama Sabha, Village Office and such other offices with public contact.

2.1.6 Public Display Boards

A functional map of personnel, showing their designations and responsibilities, was prepared and exhibited in the front wall of the Panchayat Office on a Cine Board. The process of preparation of these boards was in a democratic manner with the involvement of all the staff, that ensured the sense of ownership of staff and made them more responsible. Notice Board pertains to meetings of Grama Sabhas, Panchayat, Steering Committee, Standing Committees and Staff Meetings were also displayed in front of the Panchayat Office. Other information related to the Ombudsman, Appellate Tribunal, *Jagradha Samiti*, formalities of registration of births and deaths, Right to Information Act, addresses of Vigilance and Anti-corruption Bureau were also displayed at the Panchayat

office premises. These display boards help the people to have a better understanding and access to the Panchayat Office and the details of various services offered by it. The GP took initiative for continuous monitoring and evaluation for the updation and sustainability of these mechanisms.

2.1.7. Quality Circle (QC)

Quality Circle (QC)⁷ is a platform of group of Officials doing similar tasks in the office to discuss and resolve work related problems. It is a participative management technique within the organisational framework to ensure quality system. The QC is an informal mechanism to build team work and to create friendly atmosphere in the organisation. (See Chapter 4, Box 4.6 for details of QC; also Appendix 3 on Guidelines for QC). The QC assists the officials dealing with sections having more work load or those works that are pending. The QC solved many office related as well as personal problems of officials, arranged continuous training for capacity building, and created healthy work environment. Those problems that cannot be solved among themselves or need more support are reported to the Panchayat through Finance Standing Committee.

2.1.8 Grievance Redressal

Citizen's complaints related to administrative, developmental, and welfare activities were effectively addressed by the Panchayat in a time bound manner and maintained proper records for the same. The grievances that arise from Officials and Elected Representatives are redressed by the Joint Redressal Committee formed for the purpose. The complaints between the Officials and people were mediated through the QC. Those complaints that cannot be solved by the QC were referred to the Finance Standing Committee for clearance. The recommendations of the Finance Standing Committee were implemented by the Panchayat, which was very active in redressing the grievances of Citizens, Officials and Elected Representatives. The timely intervention and continuous efforts of monitoring by the Panchayat ensured the healthy mingling as well as smooth functioning of the Elected Representatives and Officials in the Panchayat.

2.1.9 Continuous Training and Recognition

The ignorance of related laws is one of the reasons for delay in service delivery. This forces the Officials to postpone the work also. To redress this, Cheruvannoor-Nallalam GP organized training to Officials and Elected Representatives. Subjects on MoP, File Management, new Rules and Orders, personality development related topics, etc. were imparted through the trainings. Every first Friday afternoon of a month was pre-fixed for the training, so that the Officials complete their work on the previous day prior to the training. This is to avoid inconvenience to the public due to their absence in the office during training. One official will be in the office to handle the service delivery during the training period. Best performing Officials were highly appreciated and rewarded by the Panchayat.

2.2 Front Office Management (FOM)

Taking clues from TQM implemented by the Cheruvannur-Nallalam GP, KILA initiated *Jana Sevana Kendram* in the name of 'Front Office Management' (FOM) and piloted in the GP of Wayanad District. As this pilot initiative became a success, KILA requested the State Government to issue an Order to implement the Front Office Management (FOM) in the GPs in the State. Accordingly, the Government issued Orders to this effect in 2009 (Govt. of Kerala, 2009), which directed to set up adequate infrastructure facilities in the GPs of the State. The facilities suggested in aforesaid Government Order was those physical amenities arranged by Cheruvannur-Nallalam GP; through TQM. (See comparative physical amenities as per FOM and TQM given in Appendix 4). The systematic maintenance of files, their movements, implementation of effective strategy for the continuous evaluation, and follow up of the files were also mentioned in the Government Order on FOM. KILA has organized intensive trainings to ensure the effective implementation of the said Government Order on FOM. (*ibid.*).

The FOM implemented in the GPs of Kerala in 2009, received much appreciation. However its initial vibrancy declined over the period. The study conducted by KILA on FOM in 2013 shows that there is a tendency of FOM towards setting up physical facilities alone; thus reducing it as cosmetic beauty. (Rajan.J.B & Biju.S.K, 2013).

2.3 Front Office Management: Analysis of Status

TQM in Cheruvannur-Nallanam GP paved the way for the implementation of FOM in the GPs of Kerala, as part of the ‘change management initiative’; aiming to good governance. TQM has two elements, namely “Soft” and “Hard”. (Christos B.F. & Evanjalose L.P, 2008). The ‘Hard’ part of TQM deals with the infrastructure facility, benchmarking of services, preparation of checklists etc.; while the ‘Soft’ part envisages initiatives for continuous improvement, continuous evaluation and monitoring, involvement of all Officials, continuous training, support from all sections, unity, integrity and teamwork through the formation of Quality Circle (QC) of Officials. But the study by KILA on FOM (Rajan.J.B and Biju.S.K, 2013) revealed that the soft elements of TQM are not being considered with due importance in the implementation of FOM. The Cheruvannur-Nallalom GP has implemented TQM; undertaking continuous and energetic efforts like solving work related problems with the help of QC, empowerment of Officials and Elected Representatives through continuous training, energizing the Panchayat for continuous monitoring and evaluation. The physical infrastructure arrangements are just one of the elements of a broad vision of the change management initiative, TQM. The absence of the soft elements of TQM like continuous monitoring for quality improvement, continuous training and recognition, and rewarding of good efforts leads to the present apathy of FOM.

The major findings of the study on the current status of FOM conducted by KILA (*ibid.*) are summarized below.

- i. Only 61% of the total 46 physical facilities proposed for the public and Officials in connection with the FOM were implemented by the GPs.

- ii. Most of the infrastructure facilities were implemented just for the sake of it, without considering its utility. The facilities are arranged mechanically without considering the spirit behind the arrangements, as revealed below.
 - a. Water Cooler is arranged, but it is not working.
 - b. Empty bottle of gum.
 - c. The Ramp for the differently abled persons is functionally blocked by placing tables near to it.
 - d. Drinking Water Can is placed on the table, which is to be used for the public to draft applications.
 - e. TV is installed, but not working.
 - f. Display Boards are neither renewed nor modified.
 - g. Citizen's Charter is not renewed, by displaying the old version.

- iii. Least consideration is given to the facilities arranged for the public in many of the GPs, as revealed by the following examples.
 - a. Facilities for seating and writing not provided.
 - b. Essential stationery materials lacking.
 - c. Reading materials such as Newspapers and Magazines not provided.
 - d. No Wash Basins.
 - e. No First Aid Kits.
 - f. No adequate Toilets. Wherever there are Toilets, they are kept unclean and unhygienic.

- iv. Facilities at the Front Office are not people-friendly as envisaged viz.
 - a. Correct information is not received by the public in time.
 - b. No issue of acknowledgement of applications/complaints.

- c. The Front Office arrangement is not contributing for the smooth interaction between the public and officials.
 - d. No systematic receipt of applications on the basis of a 'check list'.
- v. In-efficient functioning of the Front Office, in the following respect:
 - a. No organic relationship between the Main Office and Front Office.
 - b. The broad vision of change management is ignored and reduced the role of a Front Office as a mere centre to receive applications, that too without proper verification.
 - c. Public has to approach the office several times for availing service.
- vi. The condition of non-delivery of services within the time stipulated in the Citizens Charter.
- vii. The broad vision of equality and improved service delivery is not attained.
 - a. The job rotation system for the Front Office is not in force at many.
 - b. The efficiency improvement through continuous training is not organized.
 - c. The Front Office is occupied by the junior most Clerks and Technical Assistants who are not capable to handle the queries from the public and needs to take guidance from the main office frequently.
 - d. Elected Representatives directly make use of their personal hold in the main office, to provide services to people of their Wards; violating the principle on equality of opportunity.
 - e. Many of the essential facilities for officials are not ensured at the Front Office.

- f. Record keeping mechanism is very weak; which leads to unwanted delay in clearing of files.
 - g. Lack of team work is very evident.
 - h. The unhealthy practice of ‘blame game’ exists among Officials and Elected Representatives; Old Officials and new Officials, and vice versa.
 - i. The division of labour is in such a way to entrust more responsibility to the most efficient officials, which gradually de-spirit their sincerity and positive attitude.
 - j. Officials’ meetings are not being conducted regularly.
 - k. Monitoring Committee⁸ has not been constituted.
- viii. The maximum time limit in the Citizen Charter is considered as the least time limit for providing services.
- ix. The ‘e-governance’, meant for the smooth functioning of the Office Management, is not maintained efficiently. Officials as well as the Elected Representatives are least bothered about the well maintenance of the ‘e-governance’ mechanism. Out of the 17 softwares developed by IKM (See Appendix 5), an average of only five softwares are being utilized in majority of the GPs.⁹
- x. “Meetings are for the sake of meetings” and various Committees are not being convened properly or qualitatively in time, but the minutes are maintained without convening meeting.

To conclude, the ‘Soft’ elements of TQM, namely the change management, performance management, people-centric approach through Citizen’s meetings, continuous improvement of quality through the Monitoring Committees were mentioned in the Government Order on Front Office. However, the ‘Hard’ elements of TQM – development of physical infrastructure - dominated in the implementation level of FOM. This points to the need for TQM, by giving focus to continuous training, friendliness, team work, continuous monitoring and evaluation for quality improvement.

Foot Notes

- ¹ Certificate Course is a flagship training programme of KILA, which provides training on local governance to the Elected Representatives. Successful completion of 3 semesters of the course provide considerable opportunity for the Elected Representatives to acquire knowledge, skill and positive attitude.
- ² *Jana Sevana Kendra* means a ‘Service Counter for people’. This was later renamed as ‘Front Office’ by KILA and piloted in the GPs of Wynad district and upscaled to all the GPs in the State as ‘Front Office Management’.
- ³ Animators on Literacy.
- ⁴ The details see paragraph 2.2 of this Chapter.
- ⁵ The Kerala Panchayat Raj (Preparation of Citizen’s Charter) Rules, 2004, states that the LSGIs shall prepare and publish a Citizens Charter within six months of the date of assuming power by the Elected LSGI and be renewed every year. In each and every year, renewal shall include new services and reduction in the time of existing services on the basis of previous years experiences of service delivery.
- ⁶ As per section 272 (a) of Kerala Panchayat Raj Act, 1994.
- ⁷ Quality Circles were originally associated with Japanese management and manufacturing techniques. The introduction of quality circles in Japan in the post-war years was inspired by the lectures of W. Edwards Deming (1900—1993), a statistician for the U.S. government. Deming based his proposals on the experience of U.S. firms operating under wartime industrial standards. Noting that American management had typically given line managers and engineers about 85 percent of the responsibility for quality control and line workers only about 15 percent, Deming argued that these shares should be reversed.
- ⁸ Comprised of Steering Committee, Secretary, and Junior Superintendent of Grama Panchayat.
- ⁹ The study conducted by KILA in May 2011 as part of internship, ‘e-Governance in LSGIs’ also makes it clear that an average of only five software are implemented in majority of the Panchayats.

3

Total Quality Management (TQM): Principles

TQM is a Journey, not a destination.
- V. Daniel Hunt

3.1. Evolving Approach

Even though quality has been an overriding concern since the era of industrialization, the mechanism for achieving it - TQM - gained world-wide attention in the 1980s. It is being widely practiced effectively in the production and service sectors of the corporate sector. TQM focuses on managing the entire organization to deliver quality goods and services to customers. This management system was implemented in Japan, after World War II and was a major factor in their economic renaissance. TQM is a set of management practices applicable for the organizations, geared to ensure the consistency of organisations to meet customer requirements. TQM places strong focus on process measurement and controls as means of continuous improvement. (Quin Harris, *nd*). "TQM is the process of pursuing organizational results with an uncompromising commitment to maximizing customer satisfaction, employee satisfaction and impact on society through continuous improvement of the enabling factors such as leadership, policy-based strategy, people management, resources and organizational processes. (Pulamarampil, John, 1999). Different schools of thoughts exist in theories pertaining to TQM; one set of Schools from America, one set from Japan, and the others from Europe. They are:

Americans:

1. W Edwards Deming's System of Profound Knowledge
2. Dr. Joseph M Juran's Quality Trilogy
3. Armand V Feigenbaum's Total Quality Control (TQC)

Japanese:

4. Dr Kaoru Ishikawa's Human Side of Quality
5. Dr.Genichi Taguchi's Quality Function Deployment (QFD)
6. Shigeo Shingo's Single Minute Exchange of Die (SMED) System

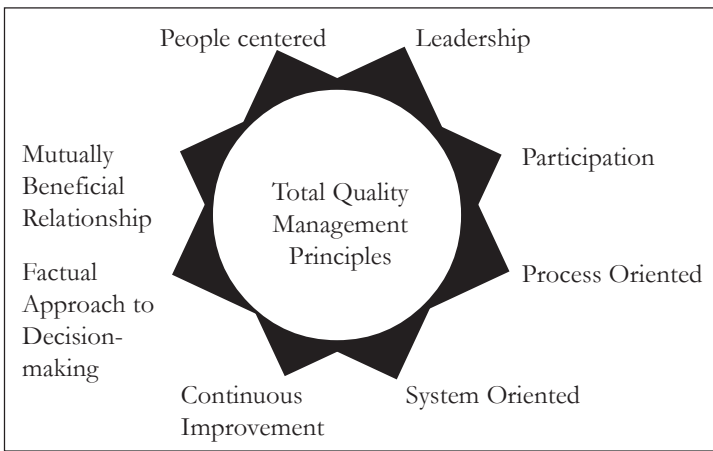
Western Gurus:

7. Philip B Crosby's "Quality is Free" and "Zero Defects"
8. Tom Peters's Management by Walking About (MBWA)

Despite the different Schools, the main focus of all of them is on the improvement in the Quality Management System (QMS). The guidelines of ISO 9001:2008, the hallmark of QMS, describes the eight management principles that form the basis for the quality management standards. This chapter briefs the eight principles of TQM, but describes in the context of the Panchayats.

3.2. Principles of TQM

The concept of TQM relies on 8 principles given Fig. 3.1.



3.2.1 People Centered

Every activity of the Panchayat should be people centered. The vision of Panchayat Raj is fulfilled, only when the Panchayats perform its functions by fulfilling the expectations of the people. The cardinal principle of TQM is people centered, which envisage that every organisation should deliver services according to the expectations of people. For this, Panchayat should identify the current and future needs of the citizens. And every action of the Panchayat shall be towards the fulfillment of peoples' needs.

3.2.2 Leadership

Leadership establishes unity of purpose and direction of the organization. The leadership creates the internal environment in

which people become actively involve in attaining the objectives of Panchayat Raj. The dedication, sincerity, and ability of the leadership are cardinal factors that influence the effective functioning of the service delivery management system in the Panchayat. However in the Panchayat context, team leadership is important instead of individual centered leadership. Team leadership is essential for the efficient and effective functioning and delivery of quality service.

3.2.3 Participation

The very base of the organizational success is the total participation of all functionaries in the organization.. The Preamble of Kerala Panchayat Raj Act (KPRA) states: *“Whereas it is expedient to replace the present enactments relating to Panchayats and district councils by a comprehensive enactment to establish a three-tier Panchayat Raj system in the State in line with the Constitution (Seventy-third Amendment) Act, 1992, for securing a great measure of participation of the people in planned development and in local Governmental affairs, by constituting Village, Block and District Panchayats”* (Govt. of Kerala, 1994). Thus the preamble of KPRA envisages the participation of people in planning and administration of the Panchayat. In the public administration triad, three major players are important viz. Elected Representatives, Officials, and People. The active participation of them is envisaged through the KPRA for attaining the objectives of the Panchayat Raj.

3.2.4. Process Oriented

The services offered by an organization are the end result (output) of a series of processes that takes place within the organization by utilizing various resources (inputs). Any desired result is achieved more efficiently through the effective utilization of resources. Each and every function in the organization can be viewed as the series of processes of converting organisational inputs into desired outputs. The resources that subject to the conversion process are broadly classified into (i) human resource, (ii) infrastructure, and (iii) work environment. When activities and resources are managed efficiently at each level or section, defects in services (outputs) could be minimised. Hence, processes required at every segment

of the organization in terms of the resources viz. human resource, infrastructure and work-oriented environment shall be well visualized and monitored. For this, a Process Map shall be prepared.

3.2.5 System Oriented

An organization is a system. A system is composed of elements or subsystems so interrelated and integrated that they form a whole that displays unique attributes. (Timms. H.L, 1967). The systems approach to management is essentially a way of thinking about organization and management problems. The approach views an organization as a group of interrelated parts with a unified purpose: surviving and ideally thriving in an environment. (John M.Ivancevich *et al.*, 1990). Identifying, understanding, and managing interrelated processes of a system contribute to the organization's efficiency and effectiveness in achieving its objectives. The inputs, processes, outputs, grievance mechanism, monitoring system, performance appraisal, and interrelated activities together constitute the system.

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

From system concept, any default from a single person or section of the organization will adversely affect the functioning of the organization. TQM envisages the systems concept that everybody and every section of the organization works towards holistic objective of the organization. In this way, all sections and personnel in the Panchayat, including its Institutions, shall work towards the attainment of the Panchayat's vision.

3.2.6. Continuous Improvement

Continuous improvement of the overall performance of the Panchayats should be achieved through continuous monitoring. Continuous evaluation should be done to ensure that the organization is regularly striving for attaining its objectives by strictly following the policies. To assess the performance of the Panchayat at various levels at regular intervals, continuous meetings should be convened. The adequacy of resources like human resource,

infrastructure facility, and work-friendly environment should be ensured from time to time. Consistency of efforts for continuous improvement is the base for success of TQM. Essentials like quality policy, quality goals, and quality audit reports should be subjected to continuous assessment to incorporate qualitative modifications; if needed. Improvement of the quality of services should be ensured continuously.

3.2.7. Factual Approach to Decision Making

Effective decisions are based on the analysis of data and information. Hence it is essential to ensure that data are sufficiently accurate and reliable. Applying the principles of factual approach to decision making typically envisages in making data accessible to those who need it. This is by analyzing data using valid methods, making decisions, taking actions based on factual analysis, balanced with experience and intuition. The success of any Panchayat depends on right decisions at the right time. Thus, Panchayats should depend upon relevant documents and records to reach right decisions at right time. The Third Schedule of KPRA, among general functions of Panchayats, specifies the need for collection and updation of data. It is the responsibility of the GP to create a data base for planning the development and welfare activities.

3.2.8. Mutually Beneficial Relationship

The different sections of Panchayats and also the roles of Elected Representatives and Officials are interdependent and mutually beneficial. This mutually beneficial relationship exists also between the Panchayat and its Institutions. For applying the principle of mutually beneficial relationship, the Panchayats shall establish relationship that balance short-term gains with long-term consideration. Pooling of expertise and resources through the formation of Working Groups, Institutional Committees and other associated committees is essential for the effective functioning of the Panchayats. Clear and open communication, sharing of

information and future plans, encouraging and recognising improvements and achievements of Institutions of LSGIs are inevitable for applying this principle.

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

In a multi-functional organisational set up, outputs of one segment may be the inputs for another and hence the efficiency of one segment depends on the efficiently delivered inputs from others. Hence the mutually beneficial relationship and its clarity among personnel is important to ensure efficient functioning of the GP.

TQM is both a management philosophy and method to ensure efficient and effective functioning of the organization. The philosophical base of TQM is based on the principles described in this chapter. Quality in services and good governance in the Panchayats can be ensured on the effective implementation of these principles.

4

Total Quality Management (TQM): Application

The Quality of an organization can
never exceed the quality of the minds
that makes it up.

- Un known

4.1. Praxis

The principles of TQM, discussed in Chapter 3, is meaningful only if they are put into practice. There are different ways of applying the quality management principles. The nature of the organization and the challenges it faces will determine the strategy of implementing TQM. The State of Kerala has launched decentralisation through the strategy of People's Plan Campaign (PPC) that itself is based on the principles of people-centered and participation. The local governance system in Kerala is embedded with good governance features that are best fit into the principles of QMS also. This chapter attempts to explain the applicability of QMS principles in the context of local governance by corroborating the existing good governance components.

4.2. People Centered

The Local Self Governments Institution (LSGI), being the Government closer to the people, should be people centered in the governance. The decentralization of power implemented in Kerala through the “Peoples Plan Campaign” (PPC) was by imbibing people centered approach. However the emphasis has been to ensure participation of people in the planning process. It is now ripe to ensure the participation of people in governance too, with people centered approach. TQM helps to ensure better quality of services by making the LSGIs really people centered.

4.2.1. Citizens Survey

The focus of every activity of the Panchayat should be to provide specific services in tune with the needs of the people. This can be identified through Citizens Survey. (See Box. 4.1).

A special Grama Sabha should be convened to discuss the findings of the Citizen Survey. The findings can be finalized with the modifications suggested by the Grama Sabha, if any. The merits on achieving the ISO 9001:2008 Certification to the Panchayat through the implementation of TQM can also be discussed in the Grama Sabha.

Box 4.1: Citizen Survey

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

4.2.2. Citizens Charter (CC)

Client's Charter (CC) is a written commitment by the Panchayat regarding the service delivery mechanism. The Kerala Panchayat Raj (Preparation of Citizen Charter) Rules 2004 states that "After the constitution of the Panchayat following the General Election, the Panchayat shall as soon as may be but not later than a period of six months there from, meet, discuss and decide as to whatever services the Panchayat may be able to make available time bound, to the Citizens residing in the Panchayat area and as to what conditions a Citizen shall have to fulfill for getting such a service and also as to what shall be the time limit to make available the said service prepare and publish the Citizens Charter under the these Rules". (Government of Kerala, 2004b). And above said Rule insists that the Panchayat shall, once in every year, revise and a update the CC and the revision shall be with the intention of bringing in suitable changes in reducing the time or inclusion of more services based on the experience during the previous year. The Panchayat shall give necessary publicity, and shall be read out in the subsegment meeting of the Grama Sabhas. If the revision shall be based on citizen survey, the ultimate objective of the Citizen Charter can be achieved. A Guideline of Central Government on Citizen Charter is given in Appendix 6. (Government of India, 2010).

4.3. Leadership

An active leadership is an inevitable factor to implement TQM efficiently and effectively (See 3.2.2. of Chapter 3). Especially in visioning process and for specification of quality objectives for the attainment of vision and mission, strong leadership is indispensable. Continuous monitoring and evaluation for the attainment of objectives are also essential under TQM. Thus leadership is the core factor for continuous improvement and enhancing the quality of services. The leadership as envisaged by the Panchayat Raj System is not individual centered; but a democratic team centered.

Box 4.2: Democratic Leadership – Hierarchy

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

** See Box 4.6 for Quality Circle.*

The success of TQM depends upon the ability, sincere interventions, and team work of the Panchayat. The role of leadership is critical in policy formulation for the effective implementation of TQM.

4.3.1 Formulation of a Quality Policy

The first step to achieve ISO 9001: 2008 Certification through the implementation of TQM is the formulation of a Quality Policy; based on the findings of the Citizen Survey to ensure better quality of services and developmental activities in the Panchayat. It is to be formulated through participatory process at different phases.



4.3.2. Vision

Developing the vision of the institution is the first phase of policy formulation. Vision is a broad dream which encompasses and justifies the very existence of the institution.

- Eg. 1. The vision of 'transforming the Panchayat as people-friendly'.*
- 2. The dream of a student to become a doctor.*

4.3.3. Mission

Mission is the *modus operandi* to achieve the vision; within a specific time frame.

- Eg. 1. Transforming the Panchayat as people-friendly one; by achieving the ISO Certification through the implementation of TQM, within a period of one year.*
- 2. In the case of the student; performing well in the next medical entrance examination and be ranked within the first 100 positions so as to get admitted to a medical seat to become a doctor.*

4.3.4. Quality Policy

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

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

The peculiarity of a policy is that, it provides a direction to chalk out activities for the realization of the dream in tune with the vision/mission.

4.3.5. Quality Objectives

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

4.3.5.1. Quality Objectives – Features

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

Eg: The efficient functioning of the front office by receiving application without any defect and main office in handling of the same respectively contributes in providing quality service to the Citizen; within the least possible time limit.

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

*Eg: (a) Ensure the rate of rejection of applications at the Front Office is zero.
(b) Ensure the collection of property tax demanded is 100 %.*

iii. Objectives should be **measurable**

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

iv. Objectives should be **attainable**

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

v. Objectives should be **realistic**

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

vi. Objectives should be **time bound**

Eg. The offer of reducing the time limit for granting building permits from the existing 30 days to 15 days should be implemented within a period of 3 months.

4.3.6. Quality Manual

The preliminary step to achieve ISO 9001:2008 Certification through TQM is to prepare a Quality Manual, after consultations with all the Officials and Elected Representatives of the Panchayat. Over and above that, a Quality Manual is to be drafted for the effective implementation of TQM, which is essential for ensuring the sustainability of quality. Quality Manual is an authoritative document related to the Panchayats, its responsibilities, quality policy, objectives, and quality mechanism. It functions as the Guidelines of TQM in the Panchayat.

Box 4.4: Quality Manual: Contents

- The structure and area of activity of the Panchayat
- Information regarding the Elected Representatives and Officials.
- The extent of service facility available in the Panchayat.
- General responsibilities of the Panchayat.
- Responsibilities of the Elected Representatives and Officials.
- Description regarding various services and transferred institutions.
- Reasons for the non-inclusion of certain services or matters applicable.
- Documents and their processes. (See paragraph 4.12)
- Process Chart. (See paragraph 4.4.1)

4.3.7. Institutional Committee's Review Meeting

The realization of the objectives of quality depends upon the continuous process of monitoring and evaluation by the Panchayat. Continuous monitoring and evaluation efforts at each and every phase are more effective than the output of any set of activities. Panchayat should ensure continuous monitoring and evaluation of activities from time to time.

Prevention is better than cure

4.3.7.1. Monitoring Process

- (i) To ensure the monitoring efficient, it should be decentralized and responsibility shall be rotated. The responsibility of monitoring at different stages are given in Appendix 7.
- (ii) For proper monitoring of the quality improvement process, a Institutional Committee should be constituted as below.
 - The Steering Committee
 - Heads of all Institutions of Panchayat
 - Panchayat Secretary
 - Assistant Secretary
 - Junior Superintendent/ Head Clerk
 - Accountant
 - Convener of QC

Box 4.5: Meeting of the Institutional Committee (Model Agenda)

- Progress of activities undertaken on the minutes of the previous Committee (progress of corrective measures).
- Review of suggestions, proposals, and complaints of the Citizens, if any.
- Status of infrastructure facility.
- Observations of Internal Audit (See paragraph 5.5.2, Chapter 5).
- Report of activities of the Quality Circle (See Box 4.6)
- Working condition of the Grievance Redressal Cell.
- Corrective measures (see Box 4.10) if any suggested due to any serious nonconformity.
- Precautionary measures to avoid complaints (Preventive measures - see Box 4.10).
- Recommendations and suggestions for improvement of activities.

4.4. Participation

The principle of participation envisages the inclusion of each and every one in the planning and administrative process. The gist of TQM insists the process of planning, implementation, and evaluation in a participatory manner. The People's Plan Campaign (PPC) implemented in Kerala, as part of the decentralization process, is based on the participatory principle. This principle applied in planning needs to be upscaled to governance too. For this, the internal as well as external democratic platforms can be activated and empowered.

4.4.1. Strengthening Committee System

Various committees viz. Steering Committee, Standing Committees, Institutional Management Committees, Working Groups need to be strengthened and empowered. Continuous training on the relevant topics shall be arranged for strengthening the committee system. The agenda of the meeting should be circulated in advance. The calendar of committee should be fixed in advance, so that the members can keep the day free. Record of training should be maintained to assess the performance of members.

4.4.2. Constituting Quality Circle

The Quality Circle (QC) should be constituted. The QC would:

- Enhance the sense of responsibility,
- Create a friendly atmosphere,
- Conduct continuous analysis and evaluation,
- Plan and implement training programmes, and
- Develop innovative ideas.

The Finance Standing Committee has to facilitate QC.

Box 4.6: Quality Circle (QC) – Responsibilities

- Formulate strategies to ensure the smooth functioning of the Panchayat Office.
- Ensure that there is no pending works.
- Endeavor the rectification of grievances, if any.
- Seek remedies to complaints, if any, in the Panchayat through the Finance Standing Committee that are not redressed at the level of the Officials.

The QC differs from the Staff Meeting. The latter is the regular, official monthly meeting convened by the Panchayat Secretary to discuss the progress of routine official works. QC is the friendly circle of officials, creating office-friendly atmosphere. The steps to be followed for constituting a QC is given in Appendix 3.

4.4.3. Strengthening Grama Sabha

Grama Sabhas (General as well as Special) are to be organized systematically and regularly. The Grama Sabha, as a platform of citizens, would be better utilized to identify their needs and assess their satisfaction. The initiation of quality in service delivery mechanism shall be discussed in the Grama Sabha, that will instigate the active participation of Grama Sabha members. The quality shall also be ensured in the process and procedures of conducting Grama Sabha. The meeting calendar of Grama Sabha shall be fixed in advance and circulated widely. The minutes, criteria for beneficiary

selection, list of beneficiaries, and the decisions of GP shall be published in website of GP.

4.4.4. Strengthening of Working Committee and Institutional Management Committees

The Working Committee, being the planning committees of Local Governments, plays an important role in plan formulation. The Institutional Management Committees (say, Parents-Teachers Association (PTA) or Hospital Management Committee) are mandated to review the performance of concerned institutions. Hence the Working Committee and Institutional Management Committees need to be strengthened.

4.4.5. Strengthening the Social Audit Team

As part of accountability and transparency, the Social Audit Team (SAT) shall be strengthened. The SAT should conduct the audit and publish the report at least on half yearly basis. This shall be submitted to Grama Sabha, which should approve the audit report, and the same shall be widely published so as to available to the public.

4.5. Process Oriented

The services and developmental activities by the Panchayat are the end results of a series of various processes. (See Chapter 3, paragraph 3.2.4). It describes the series of inter-related processes to be satisfied to provide each and every service from the Panchayat. The Process Map, Responsibility Map, Distribution Register and Personal Register are essential tools to ensure the quality in the process of service delivery.

4.5.1. Process Map

The process map describes the stage by stage progress of activities related to a process of service delivery. The Panchayat shall prepare process map for each and every activities of the Panchayat. Eg. the processing of an application requesting necessary permit for the construction of a building is as follows:

- i. Receiving the application at the Front Office.*
- ii. Register it in the 'Distribution Register' and hand over to the Section Clerk.*
- iii. The Section Clerk enters it in the Personal Register, and prepares the Note File and Current File, then submit the application to the higher official for further orders.*
- iv. After ensuring proper entries in the application register of building permits, it is handed over to the Enquiry Officer for proper verification of supporting documents and spot verification, prior to the issue of the Certificate.*
- v. The Enquiry Officer submits the verification report after the site visit.*
- vi. The file reaches to the Panchayat Secretary through the Junior Superintendent for further orders on the basis of the verification report.*
- vii. The Secretary approves/disapproves the permit for the building as the case may be; according to the merit of the verification report.*
- viii. The service is conveyed to the applicant through the Front Office.*

Thus, every service to the Citizen from the Panchayat passes through a series of inter-related processes. The progress of these processes can be evaluated, only if these different processes and their inter-relations are properly mapped. It would be desirable to prepare a Process Map for the same.

4.5.2. Inter-related Activities

The input of one activity is the output of the just preceding activity. The efficiency of performance at each stage mainly depends on the quality of input received from the preceding activity and this inter-connection prevails upto the delivery of services. Above all, the process at one section depends on the process at another section or Institutions of Panchayat. As part of TQM process, the inter-related activities shall be identified and monitored. This identification helps the Panchayat to fix the areas of regular monitoring.

4.5.3. Responsibility Map

Ensuring the quality of input at every stage is essential. For this, the responsibility for each activity shall be fixed and made known to all the officials in the Panchayat Office and Institutions of Panchayat. The persons responsible for the activities, responsible for approval, the time limit in each stage, and responsible for monitoring shall be mapped.

4.5.4. *Thapal* Distribution Register (TDR) and Personal Register (PR)

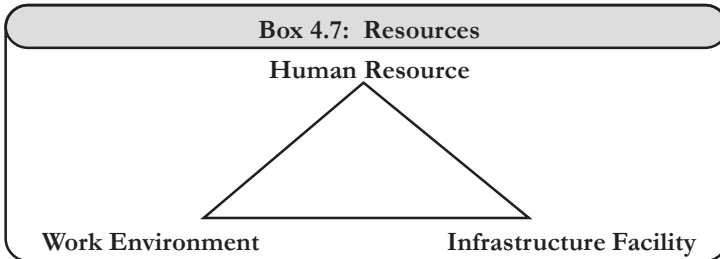
The proper maintenance and monitoring of TDR and PR helps to fix the responsibility. The officials are accountable to the actions on the basis of TDR and PR. The monitoring of these helps to avoid the delay. This is important because the corrective actions can be initiated during the process, than at the end of the process.

4.6. System Oriented

As described in Chapter 3, the Panchayat is a system consisting of different operational phases. Planning, Financial Management, Human Resource Management, Asset Management, Project Management, Grievance Redressal, Delivery of Services, and Monitoring and Evaluation are the sub-systems of a Panchayat; the efficient functioning of these are complementary to each other.

4.6.1. Resources

The resources that requires management are human resource, infrastructure facility, and a work environment. The quality of activities is ensured by the availability and efficient inter-relatedness between these resources.



4.6.1.1. Human Resources

Human resource is the crucial element in any organization. In organizations like Panchayat, human resources form a major component of the service delivery process. The effective contribution of responsible officials from different sections are based on their capability. Hence capacity building of ERs as well as Officials is to be ensured and enhanced to achieve the quality objectives. As training is an important aspect of improving the capacity of human assets, a training plan needs to be prepared and a training record maintained. It is important to go beyond Systematic Approach Training (SAT) Cycle¹ and to evolve Learning Organisations (LOs)². The Box 4.8 gives the process to be followed for improving the efficiency of human resources.

Box 4.8: Human Resources – Efficiency

In order to ensure efficiency of human resource:

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

4.6.1.2. Infrastructure Facility

The infrastructure facilities required by the Panchayat needs to be planned systematically. It need a master plan, spatial planning with inclusive approach, and planning about the hardware and software facilities.

- ***Master Plan***

It is better to prepare a long term Master Plan of at least 20 years, anticipating the changes on the facilities about *Building, Office Space, and allied facilities.*

- ***Spatial Plan***

The facilities to be arranged and use of space on the basis of priority and are to be planned in consultation with all stake holders. The needs of the differently abled, those who deserve special considerations, children, women, etc. are to be considered. Facilities for intellectual development and psychological delight, in addition to proper delivery of services are also to be taken into account while planning the infrastructure facilities.

- ***Front Office***

For efficient Front Office Management (FOM), the basic infrastructure facilities, and display of necessary Sign Boards are to be ensured. The utility of these shall be subjected to Continuous Monitoring and Evaluation. (See Box. 6.1. in Chapter 6).

- ***Hardware and Software Facilities***

Adequate Computer Terminals and all the required softwares mentioned in Appendix 5 are to be installed in the Panchayat. The working condition, proper servicing, and updating of these should also be ensured. Other complementary services like broadcasting of news, maintenance of records, and documents etc. are also to be taken into account.

4.6.1.3. Work Environment

The organization shall ensure the work environment needed to achieve conformity to service requirements. For this, a suitable atmosphere capable to ensure the smooth and efficient functioning is to be created and maintained. A neat, tidy and shining office

atmosphere is essential to ensure an activity oriented atmosphere. The interior lighting, air, sound etc. should be work-friendly. Arranging a light music system with maximum interior coverage is also advisable. To ensure better work environment 5 'S' Framework can be followed. (Box 4.9).

Box 4.9: Work Environment: 5 'S' Framework*

The term 5 'S' represents five words in Japanese: *Seiri, Seiton, Seiso, Seiketsu,* and *Shitsuke*. The English equivalents for these words are Sort, Set in Order, Shine, Standardisation, and Sustain.

* (See Appendix 8 for further details).

(i) Sort (*Seiri*)

Sort refers to separating items that are required and not required for performing the office functions (such as GOs, Manuals, Guidelines, Notices, files, stationery, cardboards, tools, parts, and materials).

(ii) Set in Order (*Seiton*)

Set in Order reduces the time to locate items. An orderly and neat work area can also lead to an increased feeling of pride and ownership in the work being performed.

(iii) Shine / Cleaning (*Seiso*)

In addition to being neat or orderly, the physical environment should also be clean. This involves assigning cleaning duties and responsibilities to specific individuals. If a working environment is clean and remains clean, individuals will also start to maintain the cleanliness.

(iv) Standardize (*Seiketsu*)

This element emphasizes the continual reinforcement of the Sorting, Set in Order, and Cleanliness characteristics. By maintaining standards, employees better understand the working environment and work within it quickly and safely.

(v) Sustain/ Self Discipline (*Shitsuke*)

Discipline, the most difficult step in the 5 ‘S’ practice, involves instilling the defined rules and regulations into the day-to-day working culture.

4.7. Continuous Improvement

The success of TQM is based on the continuous efforts for improving quality. The Panchayat shall continually improve the efficiency of the quality management system by adhering to quality vision, quality mission, quality policy, and quality objectives. To ensure this Institutional Review meeting and quality audits may be conducted. (see Appendix 7)

4.7.1. Quality Audit

To ensure the continuous improvement, quality audit shall be conducted on regular interval in addition to the monitoring system. The quality audit includes first party audit (see 6.2.10.1 in Chapter 6), internal audit (see 6.2.10.2 in Chapter 6), pre- assessment audit (see 6.2.10.3 in Chapter 6) and surveillance audit (see 5.9.vii in chapter 5). The first party audit, internal audit, and pre assessment audit are conducted by the Panchayat. Special attention shall be taken to make a system for these audits. The capacity building shall also be initiated to make the internal audit team capable of performing their duties as quality auditor.

4.7.1.1. First Party Audit (Institutional Review)

The first party audit is a regular audit to be conducted by the Panchayat. This audit ensures the quality in service delivery through proper monitoring of activities. This is also known as Institutional Review. This audit measures the performance of each section and suggests preventive and corrective measures. As per ISO terminology, it is known as Management Review.

4.7.1.2. Internal Audit

Internal audit shall be performed in regular intervals and at least twice in a year. It is performed by a group of officials, may be two or three, selected in advance and properly trained. This audit ensures each and every section of the institutions are working properly, quality of inter-related activities, and suggests corrective measures for maintaining quality management system in the organization.

4.7.1.3. Pre-Assessment Audit

The pre-assessment audit is a mechanism to ensure quality, just prior to the audit for certification. It is performed by the Panchayat, with the support of selected officials. This is done to smoothen the quality audit for the certification of ISO.

4.7.1.4. The Surveillance Audit

The Surveillance Audit is performed by the Lead Auditor on yearly basis. In order to ensure the continuous existence of the Quality Management System (QMS), the audit of an external agency is essential. The Lead Auditor shall conduct the Surveillance Audit, after the completion of one year and after the completion of second year of initial certification. This is mandatory for the renewal of the ISO certification for QMS.

These series of audits ensures the analysis of data, corrective and preventive actions, and institutional review. Precautionary measures can also be planned to overcome the possible shortcomings anticipated in future, if needed. The corrective actions are needed, if there are deviations from benchmarks. The preventive actions ensure that there is no defects in service delivery. (Box 4.10).

Box 4.10: Corrective and Preventive Action

Corrective Action

A reactive process to address issues, after they have occurred. It assumes that a non-conformance or problem has been identified and has been reported by employees of the organisation or by citizens or stakeholders.

- Corrections to neutralize the shortcomings occurred (including citizen complaints).
- Corrective actions to prevent the occurrence of mistakes, by identifying and rectifying the root cause of the complaints.

Preventive Action

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

- Preventive actions to prevent the shortcomings anticipated in future.

(see Appendix 9).

4.8. Factual Decision-making

4.8.1. Database

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

4.8.2. Record Management

Record management is the systematic process used to maintain documents and records in such a way to identify and make use of them within the least possible time limit. Record management includes:

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

Box 4.12: Documents and Records

Documents

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

Eg. Quality Manual, Quality Policy, Plan Guidelines, Orders, etc.

Records

The term, Record is meant by the files and reports kept as evidence of projects or activities already implemented or undertaken.

Eg. Annual Financial Statement, Asset Register, Minutes, Action Taken Report (ATR), etc.

The efficiency of TQM is based on proper management of records. The major part of time lapse being occurred is mainly for searching the documents and records due to the lack of proper record management. Workload would be minimum, when the records and documents could be identified easily.

4.9. Mutually Beneficial Relationship

The Local Government includes the Elected Representatives, Officials and Grama Sabha. While Local Governance includes, in addition to Local Government, many organizations like the neighborhood groups, various committees in the ward level, committees under the Local Self Government, institutional committees, NGOs, Volunteers, etc. In short, Local Governance envisages a mutually complementary relationship of its Citizens,

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

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

Notes

- ¹ SAT Cycle covers the process of identification of training needs, design of training, implementation of training, and assessment.
- ² The Organisations that promote learning culture is termed as Learning Organisation (LOs).

5

ISO 9001: 2008 Certification

We never, then, love a person,
but only qualities.

- Blaise Pascal

5.1. Towards International Standards

Thoughts on quality improvement were evolved with the advent of the initiatives for mass production processes, as part of the Industrial Revolution. For standardizing the parameters of production and services, International Organization for Standardization (ISO) was established in Geneva (Switzerland) in 1947. The standardization of parameters and certification for different products and services are vested with the Boards of Standards, constituted by the countries concerned. Such Boards of Standards are functioning in almost all the Countries in the World. 'ISO', the International Organization for Standardization is a worldwide federation of National Standards of more than 160 Nations known as ISO Member Bodies.

5.2. The ISO Certification

ISO is the International Agency for formulation guidelines and criteria for the process of standardization. It also certifies institutions that keep the standard of service/product delivery mechanism, as prescribed by ISO. The ISO certificate is the hall-mark which guarantees the customers/users that the services/products offered by the institution bearing this hall-mark is capable of providing better quality service/product.

Box 5.1: ISO Certificate - Merits

- International acclamation for excellence in quality.
- Assures that the governance is in tune with the Citizen's delight.
- The evidence for the fruitful utilization of resources and facilities.
- The hall-mark of the institution for its long-term vision.
- The efficiency and effectiveness of the Institution.
- Propounds that the institution is equipped with an effective strategy to offer quality services.
- The basement of a sustainable administrative system.
- The evidence of transforming the institution as a centre of excellence in terms of better quality of services.

5.3. The ISO 9000

The ISO had published several standards for a vast variety of products and services. But it prescribed a model cluster of quality parameters to the world in 1987, followed by the system of certification on Quality Management System (QMS). “ISO 9000” describes fundamentals of quality management systems and specifies the terminologies for QMS. The ISO 9000 family of standards has been developed to assist organizations of all types and sizes, to implement and operate QMS. The ISO family of standards is being renewed regularly.

Box 5.2: ISO 9000-Family of Standards

- **The ISO 9000:**
Quality Management System - Basic Principles and Terminologies.
- **The ISO 9001:**
Specifies requirements for a QMS, where an organization needs to demonstrate its ability to provide products/services that fulfill applicable regulatory requirements and aims to enhance customer satisfaction.
- **The ISO 9004:**
It provides guidelines that consider both the efficiency and effectiveness of the QMS. The aim of this standard is improvement of the performance of the organization and satisfaction of customers and other interested parties.

Different countries all over the world follow guidelines of ISO standards to enhance the quality of various services and products of their country. The ISO standards are being utilized by different countries in the following nomenclature:

- England : BS/ISO 9000 Family of Standards.
- India : IS/ISO 9000 Family of Standards.
- European Countries : ES/ISO 9000 Family of Standards.

5.4. Lead Auditor

Lead Auditors are approved professionals designated to provide logical support and technical advice. They recommend the organization for ISO certification on the basis of quality audit. The Lead Auditor can be appointed as ISO Consultant to offer technical assistance, during the preparatory stages of the ISO certification process. The third party audit by the Certification Bodies are also being conducted through Lead Auditor. However *both the consultancy and third party audit in the same organization are not been permitted to do* by the same Lead Auditor. (See paragraph 5.5.3 for details of third party audit). The specimen of notice inviting tender for Consultancy and ISO Certification are respectively given as Appendix 11.1 and 11.2.

Box 5.3: Responsibilities of Consultants

- Technical assistance for the citizen survey and prepare the survey report.
- Technical assistance for the formulation of quality policy.
- Help to prepare the Action Plan for implementation of ISO
- Prepare the Quality Manual.
- Conduct trainings to familiarize the ISO 9001 guidelines.
- Help to prepare action plan for continuous training.
- Advice regarding infrastructure facility.
- Organize trainings to conduct the first party and internal audit.
- Technical assistance for pre-assessment audit.
- Ensure arrangements for the third party audit.
- Advice for the process of renewal of the ISO Certificate.

5.5. Quality Auditor

Quality Audit is the process of evaluation to confirm whether the organization keeps the guidelines and regulations in accordance with

the ISO guidelines and requirements of Quality Management System (QMS). The evaluation of QMS, implemented prior to the awarding of ISO 9001:2008 certification, is conducted in three phases viz. the First Party Audit, Internal Audit, and Third Party Audit.

5.5.1. First Party Audit

First Party Audit is the continuous evaluation made by the Panchayat on improvements.

5.5.2. Internal Audit

The audit conducted by two or more competent persons from among the Panchayat Officials, in regular intervals, to ensure the proper functioning of the QMS. At least two internal audit should be conducted before the Certification Audit.

5.5.3. Certification Audit (Third Party Audit)

Certification audit is conducted by the Lead Auditor, once the First Party and Internal Audits are over, to confirm whether the documents of the organization are in tune with the ISO guidelines and the QMS is in accordance with the documents in this regard. Once the Lead Auditor certifies the satisfactory fulfillment of the Certification Audit, the accredited organization releases the ISO 9001:2008 Certificate.

The First Party Audit and Internal Audits are to be conducted internally, while the Third Party Audit is the external audit; performed by the Lead Auditor for and on behalf of the Certification Body. Hence it is also termed as Third Party Audit. It would be better to conduct a pre-assessment audit prior to the Third Party Audit, utilizing the service of the ISO Consultant to ensure that the QMS is in place.

5.6. Accreditation and Certification

A Third Party Audit is essential to get the ISO Certification for an organization. ISO certificate is released by the Accredited Agencies, after proper verification of the facilities, QMS and excellence of the Institution through the satisfactory fulfillment of the Third

Party Audit. Accreditation is the certificate to award the ISO Certificate, after the proper and satisfactory evidence that there is no major deviations or defects noticed during the Third Party Audit. (See Appendix 10 for the List of Accredited Agencies empowered to award ISO Certification). Certification is the process of granting the award by the Accredited Agency to the organization, which possesses the requisite standard of QMS envisaged by ISO.

The ISO 9001:2008 Quality Management System Certificate is the recognition of excellence of an Organization, not its qualification.

5.7. Accreditation and Certification – Continuous Process

Quality improvement and Certification are continuous processes. The ISO Certificate is awarded for a period of 3 years duration. First Party Audit as well as Internal Audit are to be conducted every year and the Third Party Audit at the end of the third year so as to renew the ISO Certificate. The First Party Audit by the Panchayat is to be conducted continuously and the records related to the follow-up activities and connected documents are to be kept for verification. The Lead Auditor should visit the Panchayat every half yearly or annually to ensure such continuous activities; which is termed as Surveillance Audit. At least two Surveillance Audits should be conducted before the renewal of the ISO certificate.

5.8. The ISO 9001:2008

It is already mentioned that the ISO family of standards helps organizations to implement and operate the effective management systems. The ISO 9001:2008 offers guidelines to ensure improvement in the QMS pertains to various organizations, including the LSGIs. The Panchayats should ensure qualitative changes in its QMS by implementing TQM so as to get the ISO 9001:2008 Certificate, the hallmark of better quality service.

5.9. The ISO 9001:2008 Certification – Expenses

The possible expenses for achieving the ISO Certification through TQM can be summarized as below:

i. ISO Consultant

An ISO Consultant is to be engaged for technical assistance to implement TQM and qualify for the ISO Certificate. The Consultant has to help the Panchayat for the formulation of Quality Manual, Process Map, etc. Consultancy fee is to be fixed in accordance, depending on the number of Officials in the Panchayat. Consultants are to be engaged by inviting tenders from competent persons. (A specimen of notice inviting tender for consultancy work is given in Appendix 11.1).

ii. Third Party Audit

A Certification Body is to be engaged for the Third Party Audit for the ISO Certification; who is to be paid professional fee. (A specimen of notice inviting tender for ISO Certification is given in Appendix 11.2).

iii. Infrastructure Facility

The expenditure for ensuring the infrastructure facility, including the Computer Systems.

iv. Citizen Survey

Expenses for conducting citizen survey and publication of the citizen survey report.

v. Record Management

The expenditure for arranging and maintaining the record room and digitalization of records and documents, if possible.

vi. Awareness Campaigns

Expenses for conducting the awareness campaigns and follow up activities related to the implementation of TQM.

vii. Surveillance Audit Fee

Fee for the Lead Auditor to conduct two surveillance audits and the Consultant for advice during the end of first and second years; after receiving the ISO Certificate.

A separate project is to be formulated incorporating the above components. These are detailed by Government Order issued by LSGD. (Govt. of Kerala, 2013e; Govt. of Kerala, 2015).

5.10. Organizational set up of ISO

Various organizations are functioning side by side in the areas on standardization of products and services. The ISO is the international agency of member organizations, in different countries, that develop guidelines on quality standards. In India, two major institutions -Bureau of Indian Standards (BIS) and Quality Council of India (QCI) – are mainly dealing with quality standards but in different capacity.

5.10.1. Bureau of Indian Standards (BIS)

Bureau of Indian Standards (BIS) is a national organization came into existence with the legislation passed by the Parliament, ‘The Bureau of Indian Standards Act, 1986’. It is functioning as a national agency for prescribing quality standards at different segments.

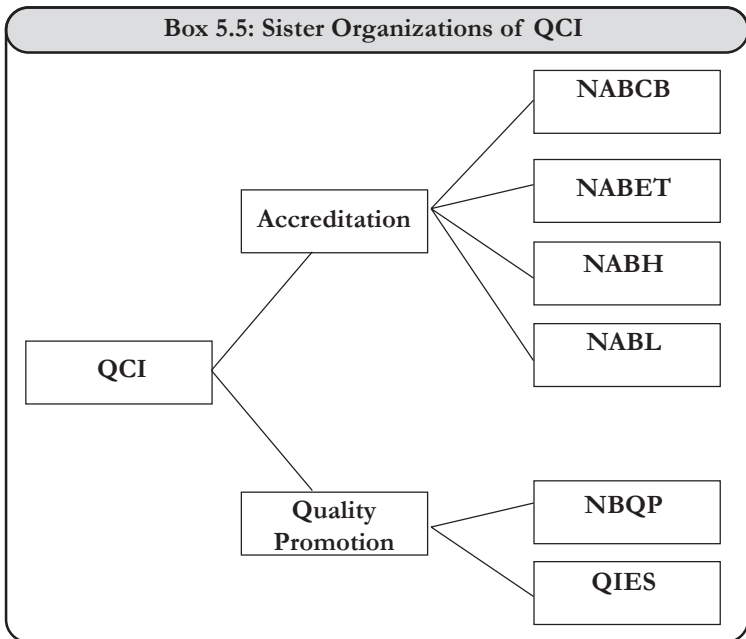
Box 5.4: Bureau of Indian Standards (BIS) - Responsibilities

- Prescribe Standards
- Conduct Laboratory Examinations
- Organize Trainings
- Ensure International Collaboration in Standardization

5.10.2. Quality Council of India (QCI)

Quality Council of India (QCI) was set up jointly by the Government of India (GoI) and the Indian Industry represented by the three premier industry associations, i.e. Associated Chambers of Commerce and Industry of India (ASSOCHAM), Confederation of Indian Industry (CII) and Federation of Indian Chambers of Commerce and Industry (FICCI). QCI was set up to establish and operate national accreditation structure and promote quality through National Quality Campaign (NQC). QCI is governed by a Council of 38 members with equal representations

of Government, industry and consumers. Chairman of QCI is appointed by the Prime Minister on recommendation of the industry to the government. QCI strives for accreditation of Certification Bodies for performing quality audit and certification activities, providing training, and disseminating the knowledge of quality standards among the people and institutions. QCI formulates schemes for implementation of quality standards prescribed by ISO, implement quality standards through sister organizations (Box 5.5), and extend awareness campaigns on quality aspects in the national and international levels.



- National Accreditation Board for Certification Bodies (NABCB)
- National Accreditation Board for Education and Training (NABET)
- National Board for Hospitals and Health Care Providers (NABH)
- National Board for Testing and Calibration Laboratories (NABL)
- National Board for Quality Promotion (NBQP)
- Quality Information and Enquiry Services (QIES)

5.10.2.1. National Accreditation Board for Certification Bodies (NABCB)

The QCI has constituted a sister organization named NABCB to grant Accredited Certification to firms. This accreditation is the certificate to conduct Third Party Audit in institutions concerned. Only those agencies which possess accreditation have the right to evaluate the QMS; leading to the awarding of ISO Certificate.

5.10.2.2. National Accreditation Board for Education and Training (NABET)

NABET provides training to Lead Auditors, Internal Auditors, and ISO Consultants. Only those who successfully complete the training conducted by NABET can work as Lead Auditor or ISO Consultant.

5.10.2.3. National Board for Hospitals and Health Care Providers (NABH)

NABH is the authority to decide the Accreditation Agency for Hospitals, Nursing Organizations, Blood Banks, and PHCs.

5.10.2.4. National Board for Testing and Calibration Laboratories (NABL)

NABL conducts the testing calibration of laboratories and accredits competent agencies for the same.

5.10.2.5. National Board for Quality Promotion (NBQP)

NBQP endeavors to disseminate the ideas of quality standards and the need for standardization of quality at all levels.

5.10.2.6. Quality Information and Enquiry Services (QIES)

The public and institutions can contact for enquires and queries in connection with QCI, standards, procedures of implementation and related matters with the QIES. This organization is established only for providing a single counter for enquires.

6

People-Friendly Panchayat

Practice does not make perfect. Only
perfect practice makes perfect.

- Vince Lombardi

6.1. Citizen Satisfaction

By implementing TQM, Panchayats can achieve ISO; the hall mark of quality system in the organisation. ISO Certification elevates the Grama Panchayat to the level of a 'People-friendly Panchayat' by ensuring satisfaction of the citizen. Availing 'ISO 9001:2008' Certification, Grama Panchayats should implement the principles of TQM, keeping its spirit. The present chapter explains the major steps that the Grama Panchayats should follow for availing 'ISO 9001:2008' Certificate through the implementation of TQM.

6.2 Major Steps

6.2.1 Resolution by the Panchayat

The Grama Panchayat shall resolve to implement TQM and to avail ISO 9001:2008 Certificate so as to enhance the quality of service delivery mechanism. For this, the following steps shall be adhered to by the Panchayat.

- i. Passing a resolution on this.
- ii. Decide to engage an ISO Consultant (See paragraphs 5.4 to 5.6, Chapter 5)
- iii. Appoint the Institutional Representative¹

The Secretary of the Grama Panchayat has to conduct meetings and discussions with ISO Consultant and Lead Auditors on behalf of the Panchayat. The Secretary is vested with the responsibility of ensuring the smooth functioning of the sequence of activities viz. monitoring and supervision, continuously interacting with Finance Standing Committee as well as the Panchayat. Hence it is advisable to decide the Panchayat Secretary as the Institutional Representative. Assistant Secretary of the Panchayat may be appointed as the Assistant Institutional Representative to assist the Secretary.

6.2.2 Meeting of the Officials

The wholehearted co-operation and support of all staff has to be ensured by convincing the need for TQM in the meeting

- Constitute a Quality Circle (QC)
- Plan activities for TQM

6.2.3 Selection and Engaging the Consultant

It is advisable to engage a suitable ISO Consultant, capable of providing technical assistance for availing ISO 9001:2008 certification, through the implementation of TQM. (See paragraph 5.4, Chapter 5).

6.2.4 ISO 9001:2008 – Internalizing the Concept

Make the Elected Representatives and Officials to internalise the concept of TQM and ISO 9001: 2008. This would create positive attitude and cohesion.

6.2.5 Policy Formulation for Quality Improvement

The quality policy for continuous quality improvement should be formulated by adhering the following activities. (See paragraph 4.3.4, Chapter 4).

6.2.5.1 Status Analysis

The fundamental aspect for the quality improvement is to strengthen the Officials in providing timely service; to the maximum satisfaction of the people, taking into account of their needs. This necessitates the current status of the service delivery mechanism in the Grama Panchayat. The current status of service delivery mechanism of the Panchayat can be assessed by:

- i. Conducting a Citizen Survey. (See Box 4.1, Chapter 4)
- ii. Analysing the current status of service delivery mechanism viz. Front Office, Main Office, and Infrastructure facilities. (See list of physical amenities given Appendix 3).

6.2.5.2 Formulation of Policy

After the analysis of the current status, the vision, mission, and the long-term policy of the Panchayat on quality are to be formulated.

It is also to be ensured that everyone in the office should be aware of the quality policy, with clarity.

6.2.5.3 Reach of Quality Policy

- i. Ensure the reach of the policy on quality improvement among the Officials as well as among the Elected Representatives of the Panchayat.
- ii. Ensure the setting of objectives for quality improvement in each section of the Panchayat is complementary to the overall organizational quality objective.
- iii. The Vision, Mission and Policy for Quality improvement of the Panchayat should be exhibited with due importance in an attractive way at the Front Office, Main Office, and the Chambers of the President and the Secretary.

6.2.6 Preparation of Quality Manual

Quality Manual is an official document detailing QMS of the LSGI. A Quality Manual should include the LSGI's quality vision, quality mission, quality policy, and quality objectives; details of quality control system that might include the officials' roles and relationships; procedures, processes; and the resources that relate to render quality services. (See paragraph 4.3.6 in Chapter 4).

6.2.7 Preparation of Action Plan

The ISO Consultant should prepare an action plan in consultation with the Finance Standing Committee to implement TQM and to avail ISO 9001:2008. The steps are:

- i. Assess the status of infrastructure facilities available and also identify the requirements.
- ii. Identify the remedial measures.
- iii. Chart out an Action Plan .
- iv. Secure necessary approval of the Panchayat.

6.2.8 Implementation of Quality Mechanism

The implementation of quality mechanism includes cleaning and maintenance of office through “5 S” frame work, Main Office arrangements, Front Office arrangements, Record Management, and e- governance.

6.2.8.1. Five ‘S’ Frame Work

For creating a quality work environment and its sustainability, as a first step, divide all the equipments and records into: essential and not needed. Then arrange them in order. Thus the creation of work environment, 5 ‘S’ frame work shall be implemented in GP office. (See Box 4.9 in Chapter 4 and Appendix 8).

6.2.8.2. Main Office Arrangements

The main office shall be arranged with all facilities, after due consultation with the officials.

- i. Arrange the office clean and tidy.
- ii. Arrange furniture and equipments by considering the changes that may happen during the coming ten to twenty years.
- iii. There shall be seating facilities for all officials, facilities for keeping current files at arm- length, maximum mobility to the officials, and visible to all.
- iv. The cabins and cubicles for officials shall be arranged in such a way that the officials and others can see and freely communicate. Then only the cordial relation and team work would evolve.
- v. The arrangements shall provide a good ambience to officials and public.
- vi. Computer with all softwares shall be available to all officials.
- vii. Equip the officials for job rotation for increasing efficiency.
- viii. Arrange music system inside the office and operate in low voice to reduce the stress of officials.

6.2.8.3. Front Office Arrangements

- i. Linking Computers in Front Office and Main Office *with Sookhika Software* for file movement, so as to make the office as “less paper office”.
- ii. Arrange internet facilities.
- iii. President, Vice President, Secretary and supervisory staff shall be equipped with computer for monitoring of file movement through *Sookhika Software*.
- iv. Arrange Acts, Rules and Government Orders that are applicable to GP, updated Citizen Charter, Information Directory of the Address and Phone Numbers of Elected Representatives, Officials, and Institutions.
- v. Arrange intercom facilities, application forms, and sufficient stationery in the front office.
- vi. Introduce the system of Office Order and work distribution register
- vii. CCTV can also be fixed to ensure transparency.

6.2.8.4. Facilities for the Public

Arrange the following facilities to the public and ensure the efficiency and continuous improvement

- i. Seating facilities, writing desk, stationery, facilities of urinal and toilet.
- ii. Reading corner with new arrivals of journals, newspapers and comics for children, and also Television.
- iii. Drink water, wash basin, first aid kit, complaint box, thapal box, touch screen for getting information about the status of application.
- iv. Giving acknowledgement receipt for all application and complaints from the public

- v. Feeding corner by ensuring privacy for mother coming with babies; and the toilet for women by giving consideration for their special requirements.
- vi. Ramp for aged people and differently abled people
- vii. Token system in those GPs where there is rush in front office.

6.2.8.5. Information Boards

- i. Updated Citizen Charter with Vision and Mission of GP.
- ii. Meeting boards viz. Panchayat meeting, Standing Committee meetings, Grama Sabha meeting, and Staff meeting, the boards should contain the date and time, agenda, and venue in the case of Grama Sabha. The decisions of previous meetings can also be displayed. The GPs should also upload the minutes of meetings in their web site within 48 hours of the meeting, to ensure transparency.
- iii. Working time of GP office and Institutions of GP.
- iv. Display attendance boards of Officials and Elected Representatives, every day at 10.30 am.
- v. Details of Officials on Right to Information, Anti – corruption board, Grievance Redressal, Ombudsman, Appellate Tribunal, Officers responsible for birth and death, and Notice Board.
- vi. Assure readability of boards and update regularly. (The GP should entrust the duty of updation to the Secretary and Quality Circle. The Finance Standing Committee should monitor the updation).

6.2.8.6. Record Management

- i. maintain records for all activities and meeting
- ii. Set up record room.
- iii. Record Room should:

- be systematically arranged and all documents properly indexed. (See Documents and Records in Box 4.12, Chapter 4).
 - should have self explanatory indexing system and even a stranger to the GP office can easily trace out.
 - be renovated from time to time.
 - have an officer in charge.
 - have proper registry for entering documents and records.
 - have proper system to monitor the return of records and documents in time.
 - have system of marking old and out dated documents and keep separately. (Records and documents which are not needed shall be destroyed.)
- iv. have data base system for availability of timely data and updation of data.

6.2.8.7. e-Governance

Complete installation of Softwares, designed by IKM. (Appendix 5).

- All the softwares are to be installed and ensure their proper functioning.
- Ensure the proper functioning of computers and printers.
- Ensure proper networking and updation of soft records.
- Ensure that all officials are using soft records.
- Conduct timely maintenance of computers through Annual Maintenance Contract (AMC).

6.2.8.8. Sustainability of System

In order to ensure the sustainability of the system, the following shall be required.

- i. Continuous Monitoring (see Appendix 7).
- ii. Continuous Training, at least one in every month.

- iii. Continuous Improvement through;
- Maintenance of effectiveness of facilities, arranging boards, and arranging of new facilities, (Box 6.1 in this Chapter).
 - Efficient working of QC (Appendix 3).
 - Involvement of all Officials, Elected Representatives, and Public in the preparation of vision, mission, and quality objectives. (paragraph 4.2.1 to 4.2.5 in Chapter 4).
 - Data based plan preparation through Grama Sabha.
 - Efficiency and effectiveness in implementation of projects.
 - Sustainability of 5 'S' frame work (see Box 4.9 in Chapter 4).
 - Activities for continuous citizens feedback analysis by Finance Standing Committee.
 - Citizen feedback based improvement of activities and renewal of Citizen Charter. (see Appendix 6 and paragraph 4.1.2 in Chapter 4).
 - Maintaining cordial relation between all the stakeholders through proper conduct of meeting.
 - Appreciation to those Officials for achievements and efficiency.
 - Proper system of Grievance Redressal for Officials, Elected Representatives, and Public.
 - Review meetings, corrective and preventive actions. (see Appendix 9).

6.2.9 Preparation of Action Plan for Monitoring of Activities

The Plan of Action prepared for the purpose of ISO 9001:2008 certification is to be evaluated continuously. Even though the

responsibility for supervision is vested with the Finance Standing Committee, the evaluation of progress and ensuring the smooth functioning of the action plan are to be shouldered by the Steering Committee.

6.2.10 Quality Audit

6.2.10.1 First Party Audit (Evaluation by the Panchayat)

In the meeting of the Institutional Committee, the ongoing progress are to be evaluated. The question considered for evaluation are:

- Whether the activities undertaken are effective?
- Whether the active interaction of the Finance Standing Committee is ensured?
- Whether the Steering Committee is discharging its duty of monitoring to ensure quality?
- Whether the activities of Quality Circle are reported?
- What is the progress of corrections, corrective actions, and preventive actions?
- Should that be reported for collaborative discussions?

6.2.10.2 Internal Audit

Internal Audit evaluates the compliance of activities undertaken for ISO. Two Internal Audits are to be conducted, prior to the awarding of ISO 9001: 2008 Certificate. It is conducted by an internal audit team, i.e. two or three officials constituted by the Panchayat. The Panchayat should divide terms of reference for Internal Audit. The Panchayat should discuss Internal Audit Report and take necessary measures.

6.2.10.3 Pre-Assessment Audit

The Panchayat should conduct a pre-assessment audit. This is the assessment prior to the ISO Certification Audit (Third Party Audit), which enables the rectification of possible lapses or shortcomings if any and to get ready for the Certification Audit.

6.2.11 Third Party Audit and Certification

The audit by a Lead Auditor entrusted by an Accredited Agency is mandatory, for awarding of ISO 9001: 2008 Certification. The ISO 9001: 2008 Certificate for QMS will be awarded only on satisfactory completion of third party audit.

6.2.12 Continuous Evaluation and Renewal of ISO Certificate

The validity of ISO certificate is for a period of three years. Panchayat can endeavor to renew the certificate after three years, which demands the continuous evaluation and audits - First Party Audit, Internal Audit, and Surveillance Audit. (See paragraphs 4.7.1.4 in Chapter 4 and 5.5 in Chapter 5) and the Third Party Audit after the third year. The continuous monitoring and evaluation is the crux of the existence of quality service delivery mechanism.

The success of TQM is vested in its soft principles of continuous monitoring and evaluation, recognition, commitment of Panchayat and continuous trainings. It may be concluded that the overall efficiency and effectiveness of TQM depends on the factors of :

- ✓ Timely updating of the documents and records.
- ✓ Strategy adopted for their arrangements and maintenance of the record room so as to find out documents and records, within the least possible time limit
- ✓ The team work through the Quality Circle
- ✓ The warm and friendly atmosphere in the Office

Hence, it is the task of the Panchayat to ensure the sustenance of TQM so as to attain the dream, “People Friendly Panchayat”.

**Box 6.1: ISO 9001:2008 Certification Process through TQM:
A Nut-shell**

1. Resolution by the Panchayat
2. Meeting of the Officials
3. Selection and Engaging the Consultant
4. ISO 9001:2008 – Internalization of Concept
5. Formulation Policy for Quality Improvement
6. Preparation of Quality Manual
7. Preparation of Action Plan
8. Implementation of quality mechanism
9. Preparation of action plane and monitoring of activities
10. Quality Audit
 - First Party Audit
 - Internal Audit
 - Pre-assessment Audit
11. Third Party Audit and Certification
12. Continuous Evaluation and Renewal of ISO Certificate

Notes

1. In ISO parlance, the Institutional Representative is termed as Management Representative.

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Appendices

- Appendix 1 : Office Order - Enmakaje Grama Panchayat
- Appendix 2 : ISO Certificate - Kumbala Grama Panchayat
- Appendix 3 : Quality Circle - Guideline
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Appendix 1:
PROCEEDING OF THE SECRETARY,
ENMAKAJE GRAMAPANCHAYAT

Sub : Enmakaje Gramapanchayat - Establishment enquiry outer in
the enmakaje gramapanchayat - duties orders issued

REF. NO. A2012/06 (2) DATED 01/06/2006

For the convenience of the General Public and for the smooth functioning of the office, it is decided to establish enquiry counter in the enmakaje gramapanchayat office. The officer in charge of the enquiry counter shall do his routine work in the enquiry counter only. Their duty are listed below

1. They will attend the incoming telephone calls and convey the basic information and shall divert the calls to the respective official peoples representative if required
2. They will attend the telephone calls and attend to the enquiries in a courteous manner
3. Regulation type tappals will be accepted in the enquiry counter. They should be fully aware of the schemes and the enclosure required to be attached with the applications.
4. He shall attend applications for ownership's, No. objection certificate (NOC), Below poverty line certificate with out waiting for the orders of the secretary.
5. Chairs and Bunches shall be arranged outside the enquiry counter for the public. Applicants should not be Sent along with the file to each officer. They shall be asked to wait. Their need shall be fulfilled by the official on duty. If the applicant wants to meet any officials they shall be permitted to do so by sending a sleep of information with them.
6. Tappals collected in each day shall be sent to the president in a file pad then to the secretary by 3 pm each day
7. Emergency tappals shall be brought to the notice of HC/Secretary/President immediately.
8. They should be fully aware of the day to day proceeding of the

panchayat like committee meetings, Grama Sabha Disbursement of social security pension, leave availed by officials etc

9. Telephonic messages shall be attended by them in the concerned register and sent to the secretary.
10. Forms to be distributed from the office shall be distributed from the enquiry counter.
11. They shall keep ready one Citizens Charter, sufficient number of file pads and other up to date information
12. They should not leave the counter with out arranging a substitute
13. As far as possible General Publics should not be put in any difficulty in availing benefits
14. They birth certificate ownership certificates and the letters to be given by hand may be routed through the enquiry counter. For this purpose a dispatch register may be kept in the enquiry counter.
15. The official in duties shall open the enquiry counter by 9.45
16. If any officials is own leave they shall make and alternate arrangement in consultation with the Head Clerk in office

Duties are divided as follows:

Official, on duty	Assistant	
Monday	Radhakrishna LDC	B.P. Babu Peon
Tuesday	Jnanadevarajaratna LDC	Madava Pount Keeper
Wednesday	Narayana LDC	Salini P.T.S.
Thursday	Radhakrishna LDC	Salini P.T.S.
Friday	Jnanadevarajaratna LDC	Madava Pount Keeper
Saturday	Narayan Naik LDC	B.P. Babu Peon

Appendix 2:
ISO Certificat of Kumbala Grama Panchayat



Appendix 3:

Guidelines for the Constitution of Quality Circle (QC) in Grama Panchayats

Quality Circle (QC) is an informal group of officials in the GP for discussing and finding solutions for work related problems. The QC shall be constituted in the meeting of officials in the GP, and the GP officials only be the members of it. In other types of organizations, QCs are formed by workers doing similar jobs forms one circle and for each work there are difference circles. Considering the special nature of GP, one QC only is needed.

Structure of QC

1. Maximum number of members may be limited to 5 or 6.
2. One member as Convener, with tenure of 2 or 3 months.
3. Membership is for the person and not the designation.
4. At least one third of members, shall be changed by rotation. The new members are to be included by the staff in general meeting. QC shall give opportunity to all officials by rotation, irrespective of cadres.
5. Meeting shall be conducted at least once in 15 days.
6. Days of meeting shall be pre-fixed. (first working day in the first week of a month and first working day after 15 days of the first meeting of the month/ or last working day of first week and third week)

Responsibilities

1. Agenda & performance of office for the last 15 days, performance problems and reasons thereto, possible solutions, topics and arrangements for continuous training.
2. Recommending, through Finance Standing Committee, to give recognition by the Panchayat to the best performing officials.
3. Problems that cannot be solved by QC, shall be brought to Finance Standing Committee.

4. Introducing innovative ideas for improving quality in service delivery.
5. Organising continuous training.
6. Create an environment of cordial relation between Officials and Elected Representatives.
7. Create environment for teamwork to enhance quality in performance.
8. Monitor the smooth conduct of TQM, with its all components
9. Ensure the active participation of all Officials and Elected Representatives in the implementation of TQM.
10. Create a work culture and activities for continuous improvement.

Appendix 4:
Physical Amenities - FoM V TQM

#	Components	FoM ¹	TQM ²
Information Boards			
1.	Notice Board	Yes	Yes
2.	Service Information Board (Citizen Charter Display)	Yes	Yes
3.	Right to Information Officials Board	Yes	Yes
4.	Board of officers responsible for birth and death	Yes	Yes
5.	Anti corruption Board	Yes	Yes
6.	Ombudsman	Yes	Yes
7.	Board on Tribunal	Yes	Yes
8.	Grievance Redressal.	Yes	Yes
9.	Meeting Board	Yes	Yes
10.	Grama Sabha Board	Yes	Yes
11.	Attendance Board	Yes	Yes
12.	Service status Board	Yes	Yes
Facilities to Public			
1	Front Office Counter*	Yes	Yes
2	Tapal box	Yes	Yes
3	Ramp for Physically challenged	Yes	No
4	Seating facility for public	Yes	Yes
5	Writing desk for public	Yes	Yes
6	Application Forms	Yes	Yes
7	Stationery for public	Yes	Yes
8	Drinking water facility for public	Yes	Yes
9	Toilet for public	Yes	Yes
10	Complaint box	Yes	Yes
11	Wash Basin	Yes	Yes
12	First Aid kit for public	Yes	Yes

13	Coin telephone	Yes	Yes
14	Reading facilities- news paper/periodicals to public	Yes	Yes
15	Television/radio facility to public	Yes	No
Facilities to Officials			
1	Chair	Yes	Yes
2	Table	Yes	Yes
3	Drawer for cash	Yes	Yes
4	FO Diary	Yes	Yes
5	Thapal Distribution Register	Yes	Yes
6	Application Forms	Yes	Yes
7	Acknowledgement	Yes	Yes
8	Citizen Charter	Yes	Yes
9	Gos and Rules for Reference	Yes	Yes
10	Intercom	Yes	Yes
11	Computer in FO	Yes	Yes
12	Internet in FO	Yes	Yes
13	Information Directory	Yes	Yes
14	Delegation of Duties for FO	Yes	Yes
15	Office Order for Work Division	Yes	Yes
16	Address of Elected Representatives	Yes	Yes
17	Details of Promoters and Kudumbashree officials	Yes	Yes
18	Check list	Yes	Yes
19	Receipt Book	Yes	Yes

Source: 1. Govt. of Kerala, 2009; 2. Rajan,J.B, 2008b.

* The front office counter is called as “*Jana Sevana Kendram*” in Cheruvannur-Nallalam GP, which was first run by the Saksharata Prerak voluntarily, then the staff of GP taken over the responsibility.

FOM V TQM - Monitoring and Quality Measures

#	Components	FoM ¹	TQM ²
1	Monitoring Committee headed by President	Yes	No
2	Quality circle of staff to solve work problem	No	Yes
3	Direction to maintain Record room	No	Yes
4	Meetings Monthly (MC)Monthly (Staff)	Fortnight (QC) Monthly (Staff)	Fortnight (QC) Monthly (Staff)
5	Role of Vice President	Member of MC	Full charge on Office
6	Finance Standing Committee***	Not explained	Prime responsibility
7	Participation of citizen in Panchayat services	<i>Poura Yogangal</i> (Citizens meetings)	Citizen Charter updating process
8	Initiatives for completing pending work/extra work	Declaration of special days	Quality circles makes arrangements

Source: 1. Govt. of Kerala, 2009; 2. Rajan.J.B, 2008b.

*** As per KPRA, 1994, the public administration is the duty of the Finance Standing Committee.

Appendix 5:
Softwares Designed by IKM for LSGIs

#	Software	Function
1	Sulekha	Plan Monitoring for decentralised planning at local level
2	Sevana [Civil Registration]	Civil Registration - Births, Deaths and Marriages Registration
3	Sevana [Pension]	Disbursement of social welfare pensions, with electronic money order (eMO) integration
4	Sanchitha	Repository of acts and rules relating to local bodies
5	Soochika	Work flow application. Status Monitoring over web, and eSMS integration
6	Sanchaya	The Revenue & Licence System
7	Saankhya	Double entry accrual based accounting for all local governments
8	Sthapana	Payroll, PF accounting (Municipal and Panchayat employees PF accounts)
9	Samvedhitha	LSGD web portal for all local governments and the Department
10	Sachithra	Map suite (GIS) and asset register for local governments
11	Soochika	
12	Sakarma	Handling of council/committee agenda, minutes, etc.
13	Sugama	Cost Estimation tool for public works
14	Sanketham	Ensures transparency in granting Building Permits (KMBR)
15	Subhadra	Financial Management System
16	Samoohya	Citizen database
17	Saphalya	Human resource package

Appendix 6:

Citizen's Charter - Design and Implementation Process

The Citizen's Charter shall be prepared through step by step process as below.

Step 1: Status Analysis

The status analysis shall be made through four tasks as below.

Task 1: Identify Services

Prepare a exhaustive list of the services offered by the Grama Panchayat and filter out main services. Main services include services that are being availed in routine by a large majority of service recipients. Services rendered occasionally under exceptional situations are not part of main services (like including the name in electoral roll, BPL list etc.).

Task 2: Identify Indicators to Measure Service Standards

Identify the indicators of service delivery standards. For example calculate the time required to complete the service delivery process in each stage. The availability of facilities, officials, and requirements of field visits, etc.

Task 3: Estimate Current Service Standards

Estimate the service standards being achieved at present using the indicators identified in Task 2. This will help the Grama Panchayats to set realistic service standards. (*The experience of Velookkara GP in Thrissure, "One minute's certificate" is a model to be born in mind while doing this exercise*).

Task 4: Document the Current Service Standards

Prepare a document with exhaustive current list of services offered along with the service standards. This will help the Panchayat to set realistic service standards.

Step 2: Collect Information on Service Standards achieved by Implementing Officers

This involves four tasks as below.

Task 1: Prepare list of Implementing Officers and Services Offered by them.

Prepare a list of the Implementing Officers in the Grama Panchayat and the services offered by them so as to provide complete information to all service recipients and to the public at large about the complete gamut of services under the Grama Panchayat.

Task 2: Collection of Better Service Delivery Standards by different GPs in Kerala

Collect information from different GPs, the services provided by them, the time taken, the procedure followed, etc. The least time can be considered as the model. At least average of this should be followed. It will not be more than the time specified in GO (MS) 3/2013/LSGD, Dated 1.1.2013, the date specified by the LSGD as per Rights To Service Act 2012.

Task 3: Estimate Current Service Standards Achieved by the Implementing Officers

Prepare a document on the service standards being achieved by the Implementing Officers. This will help the Grama Panchayat to decide whether or not the service standards are adequate and the improvements needed in them.

Task 4: Document Role of Grama Panchayat in Service Delivery by Implementing Officers

Decide and document the role of the Grama Panchayat in ensuring service delivery by each of its Implementing Officers. This will help the Grama Panchayat to fulfill its own responsibility vis-à-vis service standards at the Implementing Officers' level.

Step 3: Plan for Citizen Consultations on Service Standards of Grama Panchayat

The inputs of citizens for setting service standards is to be drawn up as below.

Task 1: Identify citizens Groups to be consulted

Prepare an exhaustive list of all citizen groups that should be consulted before setting standards for services delivered by the Grama Panchayat viz. Retired Officials residing in the GPs, NGOs, Trade Unions, Kudumbasree, Clubs, Residents Associations, etc.

Task 2: Plan and Design Citizen Survey

Prepare a detailed citizen survey plan including method of data collection viz. survey on mail, open house discussions, open advertisement, etc. Develop tools to capture views of citizens on services and service standards.

Step 4: Receive Inputs Through Citizen Survey

The inputs from various citizen groups are collected for setting service standards as below.

Task 1: Administer Citizen Survey as per Survey Plan

Collect data with the involvement of concerned staff, Implementing Officers, Kudumbasree members, MGNREGS workers, Anganwadi teachers and ASHA Workers.

Task 2: Analyse Data

Compile results of the Citizen Survey and identify the key expectations of citizens' vis-à-vis service standards of the GP.

Task 3: Prioritize Citizens Expectations

Prioritise the expectations of citizens based on the frequency distribution.

Step 5: Consolidate internal information and citizen consultation results

Finalise service standards after taking into account the current standards and the standards expected by citizens, as below.

Task 1: Compare existing service standards with citizen expectations

Identify the key variations between existing service and citizen expectations.

Task 2: Finalise standards of service delivered by Grama Panchayat

Finalise service standards after taking into account the variations between existing service standards and citizen expectations.

Step 6: Prepare Charter and get approval

The actual preparation and launch of the Citizen's Charter involves:

Task 1: Prepare draft Citizen's Charter

Apart from the cover page, Vision, Mission, Policy, Service Standards (objectives), Grievance Redress Mechanism, List of experts who have been consulted for fixing service standards, Stake holders, Institutions of Panchayats, and their services, indicative expectations from citizens and the next renewal are the major contents of the Citizen Charter.

Task 2: Circulate draft Citizen's Charter for comments

Circulate the draft Charter among select Stakeholders for a final round of feedback.

Task 3: Finalize Charter

Consider the feedback, finalise, and get approval of the Panchayat.

Step 7: Publish Charter in public domain

Task 1: Get the approved Charter uploaded on website, printed, and disseminated.

On approval of the Charter, it shall be uploaded in the website of the Panchayat. The hard copies of the Charter shall be available for free distribution to the Citizen's through the Front Office. The main aspects of the Charter may be displayed in the Reception of the GP, Institutions' offices. Circulate copies of the Charter in the Grama sabha, offices of political parties, clubs, NGOs, etc.

Step 8: Ensure implementation of Charter by staff

It shall be ensured that the staff of the Grama Panchayat delivers services in accordance with the service standards laid down in the Charter.

Task 1: Send communication to all staff

Send a communication to all staff members enclosing the Charter and advising them on how they will be delivering services in accordance with standards laid down in the Charter.

Task 2: Conduct orientation/training sessions for staff on Citizen's Charter

Equip the functionaries of the GP, including its institutions, to deliver services by adhering to the Charter.

Step 9: Initiate Compliance Mechanism

Strictly monitor the compliance of Staff of Panchayat and its Institutions on the service standards.

Courtesy: Government of India, 2010

Foot Notes:

- ¹ The Velookkara GP issued certified within one minute's of submitting application. 10 main services that need not want field verification are included in this programme of "One minute certificate"

Appendix 7: Monitoring Process

Activity	Resp. Group	Responsibility
Institutional Review ¹ (See Notes)	Institutional review Committee	<ol style="list-style-type: none"> 1. Progress of corrective measures. 2. Review of suggestions and complaints of the Citizens, if any. 3. Review status of infrastructure facility. 4. Observations on Internal Audit. 5. Report of activities of the Quality Circle. 6. Working condition of the Grievance Redressal Cell. 7. Precautionary measures to avoid complaints. 8. Suggestions for improvement of activities.
Continuous Monitoring	Steering Committee	Monitor the performance of all Standing Committees on TQM.
Periodical Monitoring of Institutions of GP	Standing Committees	<ol style="list-style-type: none"> 1. <i>Citizen feedback analysis and reporting by Finance Standing Committee</i> 2. <i>Working of Panchayat Office</i> 3. <i>Institutions of Panchayat</i>
Continuous monitoring of institutions of GP	Heads of the Institutions	<ol style="list-style-type: none"> 1. Responsibility Mapping 2. e-Governance 3. Record Management 4. Collection and analysis of Citizens feedback 5. Monitor performance of Officers 6. Grievance Redressal 7. Improving quality of services on a regular basis 8. Reporting to Panchayat about progress of activities 9. Proactive prevention of possible errors/defects
Operational Level Monitoring	Section Heads	<ol style="list-style-type: none"> 1. Responsibility Mapping 2. Continuous monitoring of performance of responsibilities on service delivery, record management, continuous training, and improvement of quality indicators. (eg: reducing time of service delivery)
Ensuring quality through monitoring supports	Quality Circle	<p><i>Continuous training and office monitoring:</i></p> <ol style="list-style-type: none"> 1. Quality Circle can pursue the clean and healthy environment that sustain in the office. 2. Help the Secretary to ensure the progress of five 'S' frame work for better work culture. (For details on 5 'S' see Annexure 8).

Institutional Review

a. Why do undertake Institutional Review?

The GP need to ensure that the provisions of the management system and its effectiveness are reviewed. The meetings need to review current & operational performance data to ensure that improvement opportunities have been addressed.

b. How often should GP conduct Institutional Review?

The standard says that review meetings should be held at “planned intervals”. This can be monthly, quarterly or annually.

c. Who should attend Institutional Review meetings?

The meetings, chaired by the President, should be attended by nominated Institutional Representative, all the Elected Representatives, Assistant Secretary, Junior Superintendent / Head Clerk, and Accountant. If required, a representative from Working Groups, Institutional Management Committees, ex-officio Secretaries, and Quality Circle Convener can be invited.

d. What do GP need to discuss?

The meeting agenda needs to focus on quality related activities including the on-going development of the management system. The meetings review the following, as applicable:

- The minutes of the previous meetings & a review of outstanding actions after the last meetings
- Current organisational structure and resources
- Budget progress and development projects
- Operational performance indicators
- Observations of audit
- Citizen feedback
- Project, process, and service delivery non-conformances

- Status of Corrective / Preventive Actions
- Recommendations for improvement
- Planning for training

e. What are to be recorded?

Institutional Review Meeting Minutes need to include details of attendees, brief notes of the discussions/review of activities, including responsible officers and proposed action completion dates. Minutes should be posted on GP notice-boards.

Appendix 8: Accomplishing '5-S' Framework

The 5 'S' Framework is a well-recognized method used to improve the work environment. Once used primarily by the Japanese, this concept has quickly gained popularity in many Western Countries. It has evolved into a method that is useful not only for improving the physical environment, but also for TQM. In fact, many Panchayats use parts of the 5 'S' in their daily routines without being aware of the method.

1. Sort (*Seiri*), in the organization can be accomplished by:

- Discarding unwanted (red-tagged) items,
- Organizing parts, files, and other occasionally used items in storage, and
- Placing the most vital items in convenient locations.

2. Set in Order (*Seiton*), can be accomplished by:

- Clearly designated names and places,
- Functional placement of files, stationery, Guidelines, GOs, tools, and materials,
- Quick (30-second) and easy retrieval of documents, Files, and tools,
- Neat and easy-to-read notice boards (with special attention paid to the removal of old and obsolete boards),
- Filing standards and controls, and
- Arrangement for first-in, first out (FIFO).

3. Shine / Cleaning (*Seiso*) environment can be accomplished by:

- Assigning specific cleaning responsibilities to the concerned people (clear specification of places, computer, tools, parts, materials, racks, etc.).
- Everyone should clean the table and chair, where s/he is sitting to work.
- Adopting simple methods for cleaning and inspection.

- Regular and thorough cleaning activities.
- Every day 5 minutes should be assigned for cleaning the documents, files, rack, table and chairs before starting the regular official work.

4. Standardize (*Seiketsu*) includes:

- Certification of inspections using labels, tags, etc.
- “Danger” warning marks and signs.
- Color coding of files, racks, and containers.
- Directional markings on sections, Officials, files, documents, materials and instruments.

5. Sustain/ Self Discipline (*Shitsuke*) can be accomplished by:

- Follow all rules; replace all the files and documents taken from record room.
- Execute individual responsibilities.
- take the responsibility of monitoring any misplace of files, violation of 5 ‘S’ practices and try to reinstate.
- Communicate effectively
- Practice dealing with emergencies
- Understand, check and follow 5 ‘S’ practices

Implementation Process of 5 ‘S’ in Grama Panchayat

Step 1: Training to Officials and Elected Representatives

Start the 5 ‘S’ framework on a campaign mode by providing training to all, arrangement of office, cleaning, standardizing record room, installing all software’s, and assigning responsibilities.

- The training should be given to the Elected Representatives, Secretary, and other officials.
- Do sorting and Set in Order all the files, documents, GOs, Guidelines, stationery, and other materials

Taking pictures to keep in mind original state, by collecting more pictures as project goes on, makes a nice before/ after album.

Step 2: Effective Starting of 5 'S'

The Secretary and Elected Representatives should teach the 5 'S' spirit and methods to their teams, top-down. Prepare an action plan, after inviting ideas and suggestions from all stakeholders. The office should be segmented into sectors and share the responsibility of 5 'S' among sections. The QC should prepare basic 5 'S' rules, a kind of table of laws, stating about stacking heights, stacking zones, and so on and daily monitoring.

- Commence actions mainly on cleaning, sorting and marking files zones, etc.
- Over five weeks, one 'S' per week, sections had to turn ideas into reality.
- Progress and compliance to rules were monitored by QC weekly.

Step 3: Turn 5 'S' into Daily Task

When 5 'S' is kicked-off, it will turn into a routine. Review meetings, concurrent monitoring, motivation officials to apply 5 'S' framework; filing in computer, etc. may convert them of having a quality culture.

Appendix 9: Corrective Action and Preventive Action

i) Corrective Action

Corrective Action is a reactive process to address issues, after they have occurred. It assumes that a non-conformance or problem has been identified and has been reported by the employees of the organisation or by customers or other interested parties / stakeholders. They include the immediate corrective actions taken to keep the citizen happy, e.g. GP issued a certificate with error in name and will immediately re-issue it with the corrected name. GP might find opportunities for corrective actions through:

- conducting office inspections
- testing, inspecting, and monitoring of computer and equipment
- consulting with staff
- citizen feedback
- audits
- hazard reporting
- dealing with any non-conforming services
- investigating complaints
- reviewing system failures
- reviewing regulatory requirements

The ISO 9001 Standard requires to have a documented procedure for Corrective Action (clause 8.5.2) and to maintain records of corrective actions and their results.

ii) Preventive Action

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

something has already gone wrong, it is a non-conformance that is addressed with corrective actions. In order to identify issues that need preventive action, adequate monitoring and controls must be in place in the quality system to assure that potential problems are identified and eliminated before they happen. If something in the quality system indicates that a possible problem may develop, a preventive action must be implemented to avert it and then eliminate the potential situation. GP can identify opportunities for preventive action in a number of ways:

- Through Institutional Review
- Process / Performance Monitoring
- Look for trends in the root causes of corrective actions
- FMEA (Failure Mode Effects Analysis) – i.e. what could go wrong and what would happen?
- Suggestions of Staff for improvement
- Monitoring changes in legislations/regulations
- Internal / External Quality Audit Findings

ISO 9001 requires to document Preventive Action procedure (clause 8.5.3) and to keep records on Preventive Actions identified and the actions taken.

Appendix 10:

Name and Address of NABCB Accredited Certification Bodies

- Name : **AGSI Certification Pvt. Ltd.**
Address : 208, Kartik Complex, New Link Road,
Opp. Laxmi Industrial Estate, Andheri (West).
Mumbai 400 053
Tel : +91 22 2674 3602
e-mail : agsicert@gmail.com
- Name : **Bangladesh Standards and Testing Institution**
Address : Maan Bhaban, 116/A, Tejgaon I/A, Dhaka'1208, Bangladesh
Tel : +88(02)9131582, 8870275/277
Email : sharifulalam43@yahoo.com, bsti@bangla.net
- Name : **BSI India Pvt. Ltd.**
Address : The Mira Corporate Suites (A-2), Plot 1 & 2, Ishwar
Nagar, Mathura Road, New Delhi - 110 065
Tel : +91 11 2692 9000 (eight lines)
Email : venkatachary@bsigroup.com
- Name : **Central Institute of Plastics Engineering & Technology**
Address : Department of Chemicals & Petrochemicals, Ministry of Chemical
& Fertilizers, Govt. Of India, Corporate Office Guindy, Chennai
600032
Tel : 044 2225 4780, 044-64629018, 093812 66640, 093819 53402
Email : pdicipet@gmail.com, pdicipet@rediffmail.com
- Name : **Det Norske Veritas AS (Certification Services, India)**
Address : Emgeen Chambers, 10, CST Road, Kalina, Santacruz
East, Mumbai 400098
Tel : +91 97909 67042
Email : Krishna.Kumar@dnv.com
- Name : **GCAS Quality Certifications Pvt. Ltd.** Address: Door No.: 96/
104 Kaveri Complex, Flat No.: 403, 4th Floor, Nungambakkam
High Road, Nungambakkam, Chennai -600 034
Tel : 044 45038179
Email : info@gcasquality.com

Name : **ICMQ Certification India Pvt. Ltd.** Address: 918-A, Sagar Tech Plaza Saki Naka Junction, Andheri (East) Mumbai 400072
Tel : 022 42564356/ 28500739
Email : info@icmq.in

Name : **Indian Organic Certification Agency (INDOCERT)**
Address : Thottumugham P.O., Aluva, Ernakulam District, Kerala 683105, India
Tel : 0484 2630908 / 2620943
Email : info@indocert.org

Name : **Integrated Quality Certification Pvt. Ltd.**
Address : Platinum City, G / 13 / 03, Site No. 02, Next to CMTI, HMT Road, Yeshwantpur Post Bangalore - 560 022
Tel : +91 80 4117 2752
Email : bkpai@iqcglobal.com , madhu@iqcglobal.com

Name : **International Standards Certification Pty. Ltd.**
Address : The Quality Center, Plot No. 18/295, RSC Road No. 1A, Near Gorai Chand Ganga Bldg., Gorai Sector 1, Borivali (West), Mumbai - 400091
Tel : + 91 22 28679809 & 28687730
Email : sagir.khan@isc-worldwide.com

Name : **ISOQAR (India) Pvt. Ltd.**
Address : 303, Matrix, Corporate Road, Prahladnagar, off. S. G. Highway, Ahmedabad- 380051, Gujarat, India
Tel : 079 40035647
Email : contact@isoqarindia.com

Name : **Lloyd's Register Quality Assurance Ltd. (India Branch)**
Address : Unit 63 & 64 , 6th Floor , Level 5 , Kalpataru Square, Kondivita Lane, Off Andheri - Kurla Road, Andheri (East), Mumbai - 400 059, India.
Tel : +91(0) 22 43250250
Email : lrqa-india@lrqa.com

Name : **Nepal Bureau of Standards and Metrology**
Address : Balaju, Kathmandu, Nepal
Tel : +977-01-4350818, 4350445, 4361141
Email : nbsm@nbsm.gov.np

Name : **NVT Quality Certification Pvt. Ltd.**
Address : CAP-1, EOIZ, Export Promotion Industrial Park, Near ITPL,
Whitefield, Bangalore – 560 066, India
Tel : +91-80-6534 3536 / 37 / 38
Email : nvt@nvtquality.com

Name : **Quality Austria Central Asia Pvt. Ltd. (A division of Peacock Global Company)**
Address : 82, Okhla Industrial Area, Phase-III, New Delhi - 110 020
Tel : + 91 11 4646 5100, + 91 9811012929
Email : anil.murjani@qacamail.com

Name : **QMS Certification Services Pvt. Ltd.**
Address : SS-28, 2nd Floor, Aditya Mega Mall, Plot No. 9D, CBD
Ground, Delhi - 110 032, India
Tel : 011-22384369, 64590369
Email : qms@qmscertification.com

Name : **RINA India Pvt. Ltd.**
Address : B Wing 607/608, Everest Chambers, Marol Naka, Andheri-Kurla
Road, Andheri (E), Mumbai-400 059, India
Tel : +91-22-2851 5862 / 63
Email : mumbai.office@rina.org, rkr@rina.org

Name : **SGS India Pvt. Ltd.**
Address : SGS House, 9-1-127/2, 43, Sarojini Devi Road, Secunderabad -
500 003, India
Tel : + 91 40 27715791, 27705751
Email : k madhusudhan@sgs.com

Name : **SWISS CERT Pvt. Ltd. (Formerly Swiso India Pvt Ltd)**
Address : 507 Pragati Tower, 26 Rajendra Place New Delhi 110008
Tel : +91-11-41539720
Email : info@swisoindia.com

Name : **Tata Projects Ltd., Operating certification services through their Division TQ Services**
Address : Mithona Towers-1, 1-7-80 to 87, Opp. Wesley Co-ed Jr. College,
Prenderghast Road, Secunderabad - 500003 Tel: +91 040 6623
8801/6631 8801
Email : tpl@tataprojects.com, ksn@tataprojects.com,
kkgupta@tataprojects.com

Name : **TUV India Pvt. Ltd.**
Address : 801, Raheja Plaza I LBS Road, Ghatkopar (West), Mumbai - 400 086.
Tel : + 91 22 6647 7000 / 7010
Email : rai@tuv-nord.com

Name : **TUV Rheinland (India) Pvt. Ltd.**
Address :
Tel : +91 80 3055 4319
Email : info-ind@ind.tuv.comDayanand.KR@ind.tuv.com

Name : **UL Management Systems Solutions India Pvt. Ltd.**
Address : 147, 5th Floor, Anjaneya Techno Park, Airport Road, Kodihalli, Bangalore 560017, India
Tel : +91 80 6661 6500
Email : customer.service.india@in.dqs-ul.com, Nurani.S.Venkatachalam@in.dqs-ul.com

Name : **Vexil Business Process Services Pvt. Ltd.**
Address : 10184, 3rd Floor (Landmark Inn)Main Arya Samaj RoadKarol BaghNew Delhi 110 005
Tel : + 91 11 4508 7663, 3245 3661
Email : nfo@vexilbps.com, vinod.jain@vexilbps.com

Name : **American Quality Assessors (India) Private Limited**
Address : First Floor , Plot No.69,
House No. 8-2-248/1/7/69/1, Beside Cuppa Restaurant,
Sree Nagarjuna Co-operative Society, Punjagutta,
Hyderabad – 500 082, A.P, India.
Tel : +91 - 40 23301618, 1554, 1582
Email : aqaindia@aqaindia.in

Name : **BSCIC Certifications Pvt. Ltd.**
Address : Suites 2nd Floor, SCO 150, Sector 21C , Faridabad -121001, Haryana, India
Tel : +91 129 4162505 / +91 129 4175513 / +91 9910502709 / +91 8130791908
Email : bd@bsc-icc.com, sanjay.seth@bsc-icc.com

Name : **Bureau Veritas Certification (India) Pvt. Ltd.**
Address : Marwah Centre, 6th Floor, Opposite Ansa Industrial Estate, Kishanlal Marwah Marg, Off Sakivihar Road, Andheri East, Mumbai - 400 072
Tel : +91 22 6695 6330, + 91 22 6695 6305
Email : Rajendra.sharma@in.bureauveritas.com, rad@in.bureauveritas.com

Name : **Certification Engineers International Ltd.**
Address : D- 101 -106, 1st Floor, ITC, CBD Belapur Station Complex, Navi
Mumbai 400614
Tel : 022 6795 8700
Email : aksharma@ceil.co.in, mvkkumar@ceil.co.in

Name : **Foodcert India Pvt. Ltd.**
Address : House No. 8-2-248/1/7/69/1, Beside Cuppa Restaurant, Sree
Nagarjuna Co-operative Society, Punjagutta, Hyderabad – 500 082,
A.P, India
Tel : 91 - 40 2331 3547, 0031
Email : foodcert@foodcert.in

Name : **Hertz Inspection & Services Pvt. Ltd.**
Address : A-27, “JAY RAJ” Shyamli Society, B/H Samta Party Plot, Petlad
Road At- Nadiad. PIN. 387002. Dist. Kheda (Gujarat)
Tel : + 91 268 2554273; + 91 95588 12389
Email : hertz.1973@gmail.com

Name : **ICRS Management Systems Pvt. Ltd.**
Address : C-53, Ground Floor, Sector-2NOIDA-201301 (UP).
Tel : +91 9971627689
Email : info@icrsm.com

Name : **Indian Register Quality Systems (IRQS) Dept. of Indian
Register of Shipping**
Address : 9th Floor, BETA Building- Think Techno Campus Near
Kanjurmarg Railway Station Kanjurmarg (East) Mumbai - 400 042
Tel : +91 22 6707 8000
Email : irq@irclass.org

Name : **International Certifications Services Private Ltd.**
Address : 22 / 23, Goodwill Premises, Swastik Estate, 178, CST Road,
Kalina Santacruz (East) Mumbai - 400 098 (Maharashtra)
Tel : + 91 22 2650 7777 - 82
Email : info@icsasian.com

Name : **Intertek India Pvt. Ltd.**
Address : F Wing, 2nd Floor Tex Centre, Chandivali Farm Road, Andheri
(East), Mumbai-400072
Tel : +91 22 6719 7940
Email : chandrakant.kulkarni@intertek.com

Name : **KBS Certification Services Pvt. Ltd.**
Address : 343, Om Shubham Tower Neelam - Bata Road N.I.T. Faridabad -
121 001 (Haryana)
Tel : +91 129 4034513, 4054513
Email : info@kbsindia.in

Name : **MS Certification Services Pvt. Ltd.**
Address : 3/23, R.K. Chatterjee Road, Kolkata- 700 042
Tel : 033-2441-7656, 033-2441-7657
Email : mscertinsp@yahoo.co.in, hq@mscertification.org

Name : **NQAQSR Certification Pvt. Ltd.**
Address : 107/55, 1st Floor Madhuban Building Nehru Place, New Delhi-
110019

Tel : +91 11 4654 2673, 416 0765
Email : info@nqacertification.com

Name : **OneCert Asia Agri Certification (P) Ltd.**
Address : H-08, Mansarovar Industrial Area, Mansarovar, Jaipur -302020
Rajasthan, India
Tel : 0141-6541882
Email : info@oncertasia.com

Name : **Quality Evaluation and Systems Team Pvt. Ltd**
Address :
Tel : 080 - 2661 3180 / 90, +91 99020 44997
Email : mr@questxl.co.in

Name : **QSI (India) Certifications Pvt. Ltd.**
Address : 557, Sector - 1, Vidyadhar Nagar, Jaipur - 302 023 (India)
Tel : +91 0141 2236 895
Email : qsicert@gmail.com, rameshag@iecc.org

Name : **RITES Ltd.**
Address :
Tel : 0124 2571666/2818511
Email : ritescqa@rites.com

Name : **STQC Certification Services**
Address : STQC Directorate, Department of Information
Technology, Government of India Electronic Niketan, 6 CGO
Complex, Lodhi Road, New Delhi 110003
Tel : +91 11 2436 3107 / 2430 1817
Email : amathur@mit.gov.in

Name : **Textiles Committee - Export Promotion & Quality Assurance
Division**
Address : First Floor, P.Balu Road, Prabhadevi Chowk, Prabhadevi, Mumbai
- 400 025
Tel : +91 22 6652 7513 / 6652 7600 / 6652 7606
Email : depqatc@yahoo.com

Name : **Transpacific Certifications Ltd.**
Address : 61, Rani Jhansi Road, Opposite Jhandewalan Mandir, New Delhi
110055 INDIA
Tel : +91 11 2352 5107, 2352 5108
Email : operations@tclcertifications.com

Name : **TÜV InterCert Saar India Pvt. Ltd.**
Address : No. 122/1, 3rd Main Road, Margosa Road, Malleswaram, Bangalore
560003
Tel : 080-41285610
Email : rajeshk@gcscert.com

Name : **TUV SUD South Asia Private Limited**
Address : Off. Saki Vihar Road, Saki Naka Andheri (East), Mumbai 400072
Tel : +91 22 6754 5555
Email : Mario.Rodrigues@tuv-sud.in

Name : **URS Certification Ltd.**
Address : F-31, Sector-6, Noida 201 301, India
Tel : +91 120 6404223-26
Email : info@ursindia.com

Name : **Vinçotte International India Assessment Services Pvt. Ltd.**
Address : A-49, 2nd Floor, FIEE Complex, Okhla Industrial Area, Phase-
II, New Delhi-110020
Tel : +91 11 - 46018938
Email : Mandar.sathaye@vi-india.com

Appendix 11.1:

**OFFICE OF GRAMA
PANCHAYAT**

(Address with Pincode, Phone No., Mobile No. & E-mail ID)

No:/20..... **Date:**

**NOTICE INVITING TENDERS FOR ISO 9001:2008
CONSULTANCY WORK**

Subject: Tenders from Consultancy agencies for Implementation of ISO 9001:2008 (QMS) for office of the **Grama Panchayat,** **District.**

The Secretary, Grama Panchayat invites sealed tender from ISO consultancy firms / agencies / companies duly approved / registered with QCI (Quality Council of India) for providing the ISO 9001:2008 Consultancy works to Grama Panchayat office,District, with employees.

Scope of work

It is proposed to have services of an ISO 9001:2008 implementation agency; who can guide, direct, and facilitate to meet the pre-requisite condition for ISO 9001:2008 Certification. This will include study of existing system, suggestions for changes, and preparation of necessary documents and the complete process till obtaining of the certification is the responsibility of the Consultant; that are detailed below.

1. General awareness Training to all Elected Representatives, Employees and major stakeholders of the Panchayat about TQM and ISO 9001:2008
2. Training and support for preparation of survey tools and conducting Citizens' Survey,
3. Training for status analysis of Front office facilities and possibilities for improvement
4. Conduct workshop on TQM implementation
5. Technical support for Record management system, front office management system, stock management system, fixed asset management system, e-Governance system, etc.,

6. Training on 5 s frame work for office management and house keeping
7. Workshop on Preparation of Quality Manual, Procedure Manual, Standard Operating Procedures, work instructions, process maps, other related documents, etc.,
8. Training on quality circle formation, effective utilization for the sustainability of TQM-ISO
9. Training to Internal Auditors on Internal Auditing, and preparation of action plan
10. Conducting one round internal audit & management review,
11. Training on continuous monitoring and preparation of action plan
12. Corrective & preventive actions
13. Support for STAGE -1 AUDIT.
14. Support for FINAL CERTIFICATION AUDIT.

Time schedule of completion of work 90 days

Payment towards the process shall be released after completion of the training and responsibilities stated in the GO 18/2015 dated 29.1.2015 for the implementation of TQM ISO in GPs and scope up to ISO 9001 Certification. Language of documentation should be in MALAYALAM and the same shall be translated into ENGLISH.

If the consultant skip any one training or workshop and/ or not as per the GO 18/2015 dated 29.1.2015 and /or the same is not effective according to the opinion of participants, the secretary shall have the right to deduct the amount apportioned for the same shall be deducted during the final payment.

Consultant should spent 18 man-days in the Panchayat Office for initial certification and all the 13 training shall be conducted on sequential order.

The preparation of Quality policy and Quality manual shall be on participative manner, in the work shop designed for the purpose.

Sealed tender should be in lump sum basic price and separate duties/ taxes. Tender should be inclusive of all kind of expenditure towards all fees, travelling, lodging, boarding, cost of training and presentation materials, taxes, etc. (ALL INCLUSIVE)

No advance payments shall be applicable.

Agencies should submit complete company profile along with PAN No, company registration certification / licenses, service tax no, work experience certificates, QCI registration certificate. Agencies may give other relevant information.

The tender complete in all respect in a sealed cover and super scribed as **“Tender for ISO 9001:2008 consultancy works”** Which should be submitted on or before the last date **up to PM** in the **Grama Panchayat Office,** **district;** along with an earnest money of Rs. 1,000/ - (Rupees one thousand only) of bid amount in the form of account payee Demand Draft in favor of “The Secretary, Grama Panchayat; payable at: Drawn on any of the nationalized bank. Tender, not accompanied with requisite earnest money will be rejected out rightly without assigning any reasons / entertaining any correspondence. The earnest money of the unsuccessful bidders will be refunded without accrual of any interest, in due course of time, after awarding the contract.

The Sealed tender will be opened on the same day i.e. at the office of the Grama Panchayat; PM in the presence of bidders or their representatives who wish to be present. In case declared a holiday, the tenders will be opened on the next working day at the said time and venue.

The successful bidder shall be required to sign the contract agreement with the competent authority on a non- judicial stamp paper of Rs. 100/ - (Rupees hundred only) immediately after award of contract.

Tenders received after due date& time shall not be entertained.

..... **Grama Panchayat** reserves the right to reject/ accept the tenders at their own direction.

Secretary
..... **Grama Panchayat**

**TENDER FORM FOR ISO 9001:2008 CONSULTANCY WORK
“FINANCIAL BID”**

(Under Sealed cover):

1. Rates Quoted for initial
Consultancy works :
(up to initial certification audit)
ALL INCLUSIVE
2. Rate quoted for first year
surveillance support :
ALL INCLUSIVE
3. Rate quoted for second year
surveillance support :
ALL INCLUSIVE

TOTAL for 3 year period :
ALL INCLUSIVE

(Rupees..... only)

Mode of Payment:

UNDERTAKING

I/We undertake to abide by all statutory liabilities framed by Government.

(Signature with seal of the tendered)

Appendix 11.2:
Specific of Notice Inviting Tender for ISO 9001: 2008
Certification
OFFICE OF GRAMA
PANCHAYAT

Address with Pincode, Phone number, Mob. No. & E-mail ID

No:

Date:

NOTICE INVITING TENDER FOR ISO 9001:2008
CERTIFICATION

Sub.: Tenders from NABCB accredited ISO Certification Bodies for Certification of QMS as per ISO 9001:2008 standard for the Office of **Grama Panchayat**

The Secretary, **Grama Panchayat**, invites sealed tenders from ISO Certification Bodies duly approved by Quality Council of India (QCI) with NABCB accreditation; for providing the ISO Certification for Quality Management System (QMS) as per ISO 9001:2008; for Grama Panchayat Office, District, with employees.

Scope of Certification: “.....”

Activities Involved: It is proposed to have services of an NABCB accredited ISO Certification Body for ISO Certification of QMS as per ISO 9001:2008 for this Office. The works include the following activities:

- 1) Conduct the Certification Audit & issue ISO 9001:2008 Certificate to this Panchayat.
 - A) STAGE -1 Audit [Checking anomalies if any on the QMS and verification of Document]
 - B) STAGE - 2 Audit [Satisfaction of citizen about the quality enhancement in services]
 - C) STAGE - 3 Audit [Confirmation of rectification of observations on Stage 1 and 2 Audit]
- 2) Surveillance Audits (for second & third years)

A) Surveillance Audit – 1 (12th month)

B) Surveillance Audit – 2 (24th month)

Language of audit report should be compulsorily in “MALAYALAM”; with a English translation of the same.

One Technical Expert from the field of “PANCHAYAT” is compulsorily required in each audit team. (Details about the Lead Auditor and Technical Expert should submit along with the tender documents).

Time schedule for receipt of ISO 9001:2008 Certificate is 45 days from the date of execution of contract. Total Contract period is 3 years, including the period of surveillance audit.

Payment towards the process shall be released only after receipt of the Certificate.

Cost of 2 yearly surveillances should be quoted separately since payment shall be made after receipt of continuation letters from the agency concerned.

Sealed tender should be in lump sum basic price (inclusive of all duties / taxes). Tender should be inclusive of all kinds of expenditure towards all fees, conveyance cost, accommodation, stationery, taxes, printing and any other related expenses. (ALL INCLUSIVE)

No advance payments shall be applicable.

Agencies shall submit complete company profile along with PAN No, company registration certificates / licenses, service tax no, work experience certificates, NABCB Accreditation Certificate, and other relevant information.

The tender complete in all respect in a sealed cover and super scribed as **“Tender for ISO 9001:2008 Certification”** which should be submitted on or before the last date **up to PM** in the **Grama Panchayat office,** **district;** along with an earnest money of Rs. 1,000/- (one thousand only) of bid amount in the form of account payee Demand Draft in favor of “The Secretary, Grama Panchayat; Payable at: Drawn on any of the nationalized bank. Please note that tender not accompanied with requisite earnest money will be rejected out rightly

without assigning any reasons / entertaining any correspondence. The earnest money of the unsuccessful bidders will be refunded without accrual of any interest, in due course of time, after awarding the contract.

The Sealed tender will be opened on the same day i.e.
at the office of the Grama Panchayat;
..... PM in presence of bidders or their representatives who wish to
be present. In case declared a holiday, the tenders will be
opened on the next working day at the said time and venue.

The successful bidder shall be required to sign the contract agreement with the competent authority on a non- judicial stamp paper of Rs. 100/ - (Rupees hundred only) immediately after award of contract.

Tenders received after due date & time shall not be entertained.

..... **Grama Panchayat** reserves the right to reject/ accept the tenders at their own direction.

Secretary

..... **Grama Panchayat**

TENDER FORM FOR ISO 9001:2008 CERTIFICATION
“TECHNICAL BID”

- | | |
|--|---|
| 1. Period of Contract | Maximum 45 days w.e.f. the date of Contract |
| 2. Earnest Money | Rs. 1,000/- (One thousand only) to be attached with technical bid. |
| 3. Details of Earnest Money | DD No. _____
Dated: _____
Bank: _____ |
| 4. Last date and Time for the submission of Tender | on at P.M. |
| 5. Date and Time for the opening of Tender | on at P.M. |
| 6. Name of the Certification Body :
(Attach copy of registration) | |
| 7. Permanent Account No. / Service Tax No (Attach copy) : | |
| 8. NABCB Accreditation No. :
(Pl. attach copy of certificate) | |
| 9. Details about Auditors : | Lead Auditor (Name / Qualification / Experience/Reg. No.)
Technical Expert (Name / Qualification / Experience) |
| 10. Organization’s experience in Years : | Total no. of certifications given : |
| (Copies of the performance report(s) / agreement to be enclosed) | |

It is certified that the particulars given above are true to the best of my knowledge / belief and I/we have read terms / conditions for the purpose and have also understood the same and do hereby undertake to abide by the same without any reservations on any ground whatsoever. In case of any breach of the said conditions I/we shall be responsible for the consequences of the same.

Date
Place

Name & Signature of Authorized
Signatory with seal

TENDER FORM FOR ISO 9001:2008 CERTIFICATION
“FINANCIAL BID”

1. Rates Quoted for initial Certification:

(up to getting ISO 9001 Certification)

ALL INCLUSIVE

2. Rate quoted for first year

surveillance Audit :

ALL INCLUSIVE

3. Rate quoted for second year

Surveillance Audit :

ALL INCLUSIVE

TOTAL for 3 years period :

ALL INCLUSIVE

(Rupees..... only)

Mode of Payment:

UNDERTAKING

I/We undertake to abide by all statutory liabilities framed by Government.

Name and Signature of Authorised
Signatory with seal

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