

# Diploma in Local Governance

For Officials of Grama Panchayats



## Participant's Handbook



**Kerala Institute of Local Administration**

Mulamkunnathkavu, Thrissur

Kerala, India-Pin: 680 581

Phone: 0487-2201768, 2207000, Fax:0487-2201062

E-mail: [mail@kilaonline.org](mailto:mail@kilaonline.org), Website: [www.kilaonline.org](http://www.kilaonline.org)

December 2015

### **At the Helm**

Dr. P.P. Balan - Director  
Dr. J.B. Rajan - Course Director

### **Master Trainers**

Dr. Biju S.K. - Extension Faculty  
Mr. K.P.A. Hashim - Extension Faculty  
Mr. Aljo C. Cheriyan - Extension Faculty

### **IT Support**

Mr. Sreekanth D - IT Specialist  
Mr. Mirash - Computer Programmer  
Mr. Anoop P.A. - IT System Operator

### **Coordinators**

Ms. Aparna U. - Faculty (Financial Management, KLGSDP)  
Mr. Prathap Singh A.S. - Training Associate

## 1. Background

The Grama Panchayat Officials, especially Secretary, Assistant Secretary, and Junior Superintendent are expected to perform multi-faceted functions on local governance and development. The efficient functioning of Grama Panchayat Officials requires thorough knowledge on Kerala Panchayat Raj Act (KPRA) and allied Rules, proficiency in applying management tools to solve organisational problems. Also requires soft skills for effective communication, positive interpersonal relations, creativity, etc. The enhancement of these skills and knowledge of the officials help to create positive work environment and cordial relation with stake holders of Grama Panchayat. In view of strengthening these knowledge and skills, KILA envisages a Diploma in Local Governance (DLG) that targets to enhance the capacity of young Officials of Grama Panchayats on three core areas viz. (i) Kerala Panchayat Raj Act (KPRA) and Rules, (ii) Management Proficiency, and (iii) Soft Skills. This DLG is featured with a slogan '3-in-1', as the participants will be able to gain knowledge and skills on three core areas through one course.

## 2. Aim and Objectives

The DLG aims at building professionalism among the participants through the development of knowledge, skills, and proficiency required in their capacity as Grama Panchayat Officials. The participants will attain this aim on successful completion of the course and will be able to:

- i. explain and interpret the provisions of KPRA and allied Rules,
- ii. apply management tools, and
- iii. demonstrate soft skills.

## 3. Achievements through this Programme

The participants will have thorough knowledge, skills, and capability to perform efficiently and effectively as the Secretary/Assistant Secretary / Junior Superintendent of the Grama Panchayat and be able to:

- ❖ apply professionalism in office management, record management, personnel management, finance management, time management, and project management.
- ❖ perform the tasks by complying the Acts and Rules,
- ❖ manage and positively interact with multiple-stake holder groups,
- ❖ deliver the services efficiently and effectively,
- ❖ report timely to various stakeholders, and
- ❖ generate innovative ideas.

## 4. Content

The programme covers following three core areas:

- I. Kerala Panchayat Raj Act (KPRA) and allied Rules
  - I. 26 chapters of KPRA
  - ii. About 60 allied Rules
- II. Management Tools
  - I. Project Management
  - ii. Log-frame
  - iii. Gantt Chart, PERT and CPM
  - iv. Inventory Management
  - v. Finance Management
  - vi. 5 'S' Frame Work
  - vi. Participatory Planning Tools (RRA/PRA)
- III. Soft Skills
  - i. Emotional Quotient
  - ii. Transaction Analysis
  - iii. Team Building
  - iv. Self Motivation
  - v. Decision Making
  - vi. Stress Management
  - vii. Time Management
  - viii. Anger Management (Body Language-Gestures)
  - ix. Communication

## 5. Duration

The programme shall have six months (24 weeks) duration. The duration is split into two semesters of 3 months (12 weeks) each.

- ❖ 5 days a week [for 24 weeks]:  
online course on KPRA
- ❖ weekend [for 24 weeks]:  
continuous assessment on KPRA
- ❖ Two Days in every month [for 24 weeks]  
contact classes on Management Tools and Soft Skills

## **6. Methodology**

The approach of the programme will be action-oriented with continuous monitoring. The DLG shall follow Blended Learning Methodology (BLM); a formal training programme in which the participants learn through online (distant mode), combined with classroom methods (direct contact mode). The participants shall learn:

- ❖ The provisions of KPRA and allied Rules through online delivery of content by self and guided reading, instruction with some element of learner control over time, and continuous assessment.
- ❖ The Management tools and Soft Skills through classroom mode with participatory methods viz. management games, case study, role play, buzz group discussion, explanatory quiz, individual and group assignments, and interactive lecture.

### **6.1. Daily Assignment**

The content of KPRA and allied Rules are schemed into daily assignment for self reading. The participants shall perform the task of self reading by allotting scheduled time.

### **6.2. Week-end Assessment**

To monitor programme of learning and knowledge gain, weekend assessment will be made through online. The continuous assessment shall cover multiple choice questions and case analysis.

### **6.3. Monthly Contact Class**

The management proficiency and soft skills will be imparted through monthly classroom sessions of two days residential programme at KILA. The residential programme at KILA offers special classes on Yoga and hence stay at KILA is compulsory. The FAQ on KPRA and allied Rules shall also be dealt with in the class room sessions. The FAQ developed through the programme will be available to all through online.

### **6.4. LoGNet (Local Government Net Work)**

LoGNet is an interactive e-learning platform hoisted by KILA, which allows creating and administrating online course. It is a web-based learning management system. As part of extending KILA's learning center services, LoGNet is the major milestone that can be used and accessed by every participant at their convenience. LoGNet provides facility to the participants for accessing course contents, attending various online tests at their premises and submitting assignments. The grades of every participant will be automatically generated, after the successful completion of the course.

## 7. Scheme of Assessment

The DLG will be awarded to the course participant on successful completion of the course based on the Continuous and Comprehensives Assessment (CCA) and Semester End Assessment (SEA).

CCA: The CCA covers weekend Online Test, Monthly Test, Assignments, Practical, Seminar Presentation, and Attendance.

SEA: SEA covers Online Test at the end of Semester 1 and Semester 2.

### 7.1. Assessment and Score

The Assessment for the award of DLG is for a total score of 1800, which include score of 450 for SEA , score of 1250 for CCA, and score of 100 for Project . The distribution of scores is given in table 1.

#	Components	I Sem	II Sem	Total
I	Semester End Examination (SEA)	150	300	450
II	Continuous & Comprehensive Evaluation (CCA)			
i.	a. Online test – Week end	300	300	600
ii.	b. Online test – Monthly	150	150	300
iii.	Assignments- Class	25	25	50
iv.	Practical – Panchayat	100	100	200
v.	Attendance	25	25	50
		<b>750</b>	<b>900</b>	<b>1650</b>
vi.	Seminar Presentation			50
vii.	Project			100
	<b>Grant Total</b>			<b>1800</b>

#### 7.1.1. Semester End Assessment (SEA)

At the end of each semester (Semester 1 or 2) there will be online examination which covers all the areas that are assigned for self learning, peer learning and assignments. The examination question shall include objective type questions, short answer type questions, and case studies. This will be through online examination.

#### 7.1.2. Continuous & Comprehensive Assessment (CCA)

##### (i) Online Test

There will be online test at the end of every week and month.

### a. Week-end

The participants will attend 24 online tests during the course, which include 25 questions each. Each question carries one mark. Thus the total mark is 600 (i.e. 24x25x1). The time allotted for each test is 30 minutes and the participants shall appear for the examination between 4 pm to 5.30 pm of the day of examination. Day of examination will be intimated from KILA on the first day of the week. Minimum mark for pass is 40% for each exam, where as the overall minimum is 50%. (See Table 2).

### b. Monthly

After the successful completion of four weeks online examination, the participants can attend two days residential programme on management and soft skills at KILA. Along with the residential programme, there will be monthly online examinations which include 50 questions, each carries one score. This also carries minimum score of 40% and group minimum is 50%. (See Table 2).

### (ii) Assignments

The assignments include class based and Panchayat based. The class based assignments include browsing new orders, circulars and guidelines issued by the government that shall be downloaded. And prepare a note based on the effect and consequences. Two assignments in a semester carry scores of 25 each. (See Table 2).

### (iii) Practical Panchayat

The Panchayat based assignments include creation of quality circle, conducting continuous training, implementing 5 S frame work in office and model project proposal with the help of Log frame. Two panchayat based practical assignments carry scores of 25 each. (See Table 2).

**Table 2: Details of CCA and Minimum Score**

Sem	Month	No. of questions	Score	Minimum Score	Total Tests	Group Minimum	Total
I	Week end	25	1	10	12	150	300
	Monthly	50	1	20	3	75	300
	Assignments	1	25	15	1	-	25
	Practical	1	25	15	1	-	25
II	Week end	25	1	10	12	150	300
	Monthly	50	1	20	3	75	300
	Assignments	1	25	15	1	-	25
	Practical	1	25	15	1	-	25
I or II	Seminar	1	50	30	1	-	50

#### (iv) Attendance

As the course is a practical based self learning methodology, the attendance for the course is considered to be one of the compulsory evaluation criteria. The attendance is calculated for week–end test and contact classes. The appearance for the test during first chance only be taken into consideration. Any late arrival in the contact class will be treated as half day leave and reduce half day's attendance. The fraction of attendance will be rounded off to lowest digit during the allocation of scores. The participants having below 75% of attendance will not be eligible to complete the course. The score is given in table 3.

**Table 3: Attendance and Score**

#	% of Attendance	Score
1	Above 95%	25
2	Between 90 – 94%	20
3	Between 85 – 89%	15
4	Between 80 – 84%	10
5	Between 75 – 79%	5

#### (v) Seminar

The participants shall present a paper/dissertation in the seminar during the course, which carries 50 scores. The minimum score is 30. (See Table 2).

#### (vi) Project

The participants should identify, plan and implement an innovative project in their Panchayat. The innovation, feasibility, and initiative for implementation are assessed and given 100 Scores.

### 8. Award of Certificate

After the successful completion of the course, minimum scoring of CCA including project work and SEA is essential. Separate minimum for each component shall be secured by the participants. Those participants who score minimum of 50% or 60% in aggregate (Both CCA and SEA) only will be awarded certificate. The awarding of Grade is given in table 4.

**Table 4**

#	% of Score	Grade
1	Above 90%	A
2	Between 80 – 89%	B
3	Between 70 – 79%	C
4	Between 60 – 69%	D
5	Below 60%	E



## 9. At A Glance

### 9.1. Six Months Course

Month	Distant Mode	Contact Class
1	4 weeks (5 days self learning + one day online test)	2 days
2	4 weeks (5 days self learning + one day online test)	2 days
3	4 weeks (5 days self learning + one day online test)	2 days
<b>Semester End Examination (SEA)</b>		
4	4 weeks (5 days self learning + one day online test)	2 days
5	4 weeks (5 days self learning + one day online test)	2 days
6	4 weeks (5 days self learning + one day online test)	2 days
<b>Semester End Examination (SEA)</b>		

### 9.2. Monthly Online Course

<b>Distant Education (First Four Weeks of Every Month)</b>						
Week	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6
1st	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Online Test
2nd	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Online Test
3rd	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Online Test
4th	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Self Study: Acts & Rules	Online Test

### 9.3. Contact Class

<b>Every Month Contact Class at KILA (End of Every 4th Week)</b>			
<b>Day One</b>		<b>Day Two</b>	
<b>FN</b>	<b>AN</b>	<b>FN</b>	<b>AN</b>
Online Test	Contact Class (Project Management & Soft Skills)/ Seminar	Contact Class (Project Management & Soft Skills) / Field Visit/ Seminar	Contact Class (Project Management & Soft Skills)/ Seminar

#### 9.4 Month\_wise Subject Coverage

Month	Week	Subject
1	1	Grama Sabha
	2	Provisions Relating to Members & President
	3	Committee System & Meeting Management
	4	Officers and employees of Panchayats and function of the Government provision regarding
2	5	Good governance - Supplementary Provisions and Citizen Charter
	6	Ombudsman, Tribunal
	7	Good governance RTI
	8	Regulatory functions-KPBR
3	9	Regulatory functions - Property Tax
	10	Provision Regarding Serving Notice, Encroachments and Registration of Private Hospitals
	11	Infrastructure Development
	12	Finance and Taxation
4	13	Public safety and Health
	14	Election and Qualification of candidates
	15	Election: Conduct of Election
	16	Delimitation of constituencies and preparation of electoral
5	17	Performance: Inspection and Audit
	18	MGNREGS
	19	Plan Guidelines
	20	Procurement Manual
6	21	Asset Management Manual and Public Reporting Manual
	22	Office Management Manual
	23	Grievance Redressal Manual
	24	Presentation of Budget and Budget Speech

## 9.5 Daily Subject Coverage

<b>Ist Month, Week 1</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 1: Preliminary Sections 1 and 2	
2	Chapter 2: Grama Sabha Section 3	
3	KPR (Procedure For Convening And Conducting Grama Sabha) Rules, 1995	
4	Chapter 3: Constitution of Panchayat at Different Level	
5	Revision	
6	Online Test	
<b>Ist Month, Week 2</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 14: Provisions relating to members and President of Panchayats	
2	KPR (Conduct of Election) Rules, 1995	
3	KPR (Conduct of Election) Rules, 1995	
4	KPR (Resignation of President, Vice President or Members) Rules, 2000	
5	Revision	
6	Online Test	
<b>Ist Month, Week 3</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 15: Meetings, Powers, Functions, Duties of Panchayats	
2	KPR (Procedure for Panchayat Meetings) Rules, 1995	
3	KPR (Constitution of Working and Joint Committees) Rules, 1995; KPR (Burial of Unclaimed Corpses) Rules, 1996	
4	KPR (Standing Committee) Rules, 2000; KPR (Constitution and Utilisation of Distress Relief Fund) Rules, 2003; KPR (Procedure to be adopted on illegal Resolution) Rules, 2003	
5	KPR (Managing Committees for Public Health Institution) Rules, 2010	
6	Online Test	
<b>Ist Month, Week 4</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 16: Officers and Employees of Panchayats	
2	Chapter 18: Functions of the Government	
3	KPR (Control over Officers) Rules, 1997	
4	KPR (Procedure to be adopted on illegal resolutions) Rules, 2003(2); KPR (Professional relationship and conduct between elected authorities and officers) Rules, 2007.	
5	Revision	
6	Online Test	

## Daily Subject Coverage

2nd Month, Week 5		
Day	Subject	Date
1	Section 272 to 285-Suplimental Provisions	
2	KPR (Preparation of Citizens Charter) Rules, 2004	
3	Schedules of the Act	
4	Assessing citizen charter suitability	
5	Revision	
6	Online Test	

2nd Month, Week 6		
Day	Subject	Date
1	Chapter 25B: Ombudsman.	
2	Ombudsman for Local Self Government Institutions (Inquiry of complaints and service conditions) Rules, 1999	
3	Chapter 25 C: Tribunal.	
4	The Tribunal for the Kerala Local Self Government Institutions Rules, 1999	
5	Revision	
6	Online Test	

2nd Month, Week 7		
Day	Subject	Date
1	Chapter 25 A	
2	KPR (Custody of records and issue of copy) Rules, 1998	
3	RTI Act 2005	
4	Possibilities of reducing RTI Litigation	
5	Revision	
6	Online Test	

2nd Month, Week 8		
Day	Subject	Date
1	Chapter 21: Building	
2	KPBR, 2011	
3	KPR (Restrictions and conditions on the powers and entry and inspection) Rules, 1998	
4	KPR (Writing off Irrecoverable Amounts) Rules, 1998	
5	Revision	
6	Online Test	

## Daily Subject Coverage

<b>3rd Month, Week 9</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 21A: General provisions regarding licenses and permissions	
2	KPR (Property Tax) Rules	
3	KPR (Property Tax) Rules	
4	KPR (Duties to be exercised by the Village Officers) Rules, 1996; KPR (Authorization of trail of offences) Rules, 1997	
5	Revision	
6	Online Test	

<b>3rd Month, Week 10</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 22: Rules, Bye laws and penalties for their Breach, KPR (Manner of service of Notice) Rules, 1996	
2	Chapter 23: Penalties, KPR (Removal of Encroachment and imposition and recovery of penalty for unauthorized occupation) Rules, 1996	
3	Chapter 24: Registration of Tutorial Institutions, KPR (Registration of Tutorial Institutions) Rules, 1999; KPR (Using of Facsimile stamp of signature of President and secretary) Rules, 1996; KPR (Procedure for making bye-laws) Rules, 1995	
4	Chapter 25: KPR (Registration of Private Hospitals and Paramedical Institutions) Rules, 1997	
5	KPR (Compounding of Offence) Rules, 1996; KPR Contract Act 1996	
6	Online Test	

<b>3rd Month, Week 11</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	KPR ( Execution of Public works) Rules, 1997	
2	KPR (Manner of Publication of Notification or Notice) Rules, 1996	
3	KPR (Regulation and Prohibition of use of Public or Private springs, tanks, wells and other water, courses) Rules, 1996	
4	KPR (Granting of Remission to Contractors and Lessees) Rules, 1998	
5	Revision	
6	Online Test <sup>9</sup>	

<b>3rd Month, Week 12</b>		
<b>Day</b>	<b>Subject</b>	<b>Date</b>
1	Chapter 19: finance and taxation	
2	KPR (Levy and collection of Show tax) Rules, 1995; KPR (Duty on Transfer of Property) Rules, 1995; KPR (Profession tax) Rules, 1996; KPR (Taxation levy and appeal) Rules, 1996, KPR (Base tax grand) Rules, 2001	
3	Chapter 17: Finance Commission and Its Powers	
4	Recommendations of First and Second finance commission	
5	Recommendations of third finance commission	
6	Online Test	

## Daily Subject Coverage

4th Month, Week 13		
Day	Subject	Date
1	Chapter 20: Public safety, Convenience and Health	
2	Chapter 20: Public safety, Convenience and Health	
3	KPR (Issue of Licenses to Dangerous and Offensive Trades and Factories) Rules, 1996	
4	KPR (Landing Places, Halting Places, Cart stands and other vehicle stands) Rules, 1995; KPR (Construction and maintenance of public latrines, urinals, bathing places and sanitation of private premises) Rules, 1996	
5	Revision	
6	Online Test	

4th Month, Week 14		
Day	Subject	Date
1	Chapter 7: Qualification and Disqualification	
2	Chapter 8: Notification	
3	KPR (Removal of disqualification of candidates and members in certain cases) Rules, 1995	
4	KPR (Removal of disqualification of candidates and members in certain cases) Rules, 1995	
5	Revision	
6	Online Test	

4th Month, Week 15		
Day	Subject	Date
1	Chapter 9: Conduct of election	
2	Chapter 9: Conduct of election	
3	KPR (Conduct of Election) Rules, 1995	
4	Disputes regarding election	
5	Revision	
6	Online Test	

4th Month, Week 16		
Day	Subject	Date
1	Chapter 4 Delimitation of Constituencies	
2	Chapter 5 Officers and Staff of State Election Commission	
3	Chapter 6 Preparation of Electoral Roll	
4	KPR (Registration of Electors) Rules 1994	
5	Revision	
6	Online Test	

## Daily Subject Coverage

5th Month, Week 17		
Day	Subject	Date
1	Manner of Inspection and Audit rule 1997	
2	Performance audit- Public administration	
3	Performance audit- Procurement and allied institutions	
4	Performance audit- MGNREGS, Plan preparation	
5	Revision	
6	Online Test	

5th Month, Week 18		
Day	Subject	Date
1	MGNREGS: guideline	
2	MGNREGS : Labour Budget Preparation	
3	MGNREGS: 14 <sup>th</sup> Finance Commission Fund – Linking possibilities	
4	MGNREGS: status in Kerala and own GP	
5	Revision	
6	Online Test	

5th Month, Week 19		
Day	Subject	Date
1	Participative Planning process: Guideline	
2	Participative Planning process: Guideline	
3	Participative Planning process: Guideline	
4	Participative Planning process: Guideline	
5	Revision	
6	Online test	

5th Month, Week 20		
Day	Subject	Date
1	Procurement Manual : Definition of terms and procurement process	
2	Mode of Procurement	
3	Roles and responsibilities	
4	Social audit in connection with procurement	
5	Proactive Disclosure possibilities	
6	Online test	

## Daily Subject Coverage

6th Month, Week 21		
Day	Subject	Date
1	Introduction and file management	
2	Committee system	
3	Meeting management and office procedure related to Grama Mabha	
4	Duties and responsibilities of Officials in Office Management	
5	TQM	
6	Online test	

6th Month, Week 22		
Day	Subject	Date
1	Annual Administrative Report: Public Reporting Manual	
2	Asset Management : AAMP preparation	
3	Asset Management : Monitoring	
4	Public Works : Role of Secretaries/Assistant Secretaries	
5	Budgeting : Role of Secretaries/Assistant Secretaries	
6	Online test	

6th Month, Week 23		
Day	Subject	Date
1	Introduction: Grievance and complaint	
2	Grievance Redressal Mechanisms	
3	Role of Panchayat and Institutions	
4	Duties and Responsibilities of Officials and groups in Grievance Redressal	
5	Revision	
6	Online test	

6th Month, Week 24		
Day	Subject	Date
1	Introduction: Concepts of Budget	
2	Budget formats: Plan proposal and non plan proposal formats	
3	Presentation of Budget	
4	Budget Speech	
5	Revision	
6	Online test	





