

Manual on Public Reporting for Grama Panchayats of Kerala

(Prepared by KILA under KLGSDP)

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GOVERNMENT OF KERALA

Abstract

Local Self Government Department - Kerala Local Government Service Delivery Project (KLGSDP) - Manual on Public Reporting - Approved - Orders issued.

LOCAL SELF GOVERNMENT (DA) DEPARTMENT

G.O.(Rt)No. 1747/2017/LSGD

Dated, Thiruvananthapuram, 27.05.2017

Boods (1) C O(Bt) No 16

- (1) G.O(Rt) No.1652/15/LSGD dated 01.06.2015
- (2) G.O(Rt) No.2420/16/LSGD dated 11.08.2016.
- (3) Letter No. 49/2015/KLGSDP dated 17/05/2017 received from the Project Director, KLGSDP

ORDER

As per Government Order read as 1st and 2nd paper above, a Manual Vetting Committee and a Sub Committee were constituted for vetting and quality assurance of various manuals prepared under Kerala Local Government Service Delivery Project (KLGSDP). After detailed deliberations, the Manual Vetting Committee held on 02.05.17 decided to approve the Manual on Public Reporting and forwarded to Government for apex approval.

2) Government have examined the matter in detail and are pleased to approve the Manual on Public Reporting prepared by Kerala Institute for Local Administration (KILA) under Kerala Local Government Service Delivery Project (KLGSDP).

By Order of the Governor A.K.MOHANA KUMAR Joint Secretary to Government

To

The Project Director, KLGSDP.

The Director of Panchayats, Thiruvananthapuram,

The Director, Urban Affairs Department, Thiruvananthapuram.

The Director, KILA, Thrissur.

The Director, Local Fund Audit, Thiruvananthapuram.

The State Performance Audit Officer (SPAO)

The Secretaries, All Districts Panchayats. (Through Director of Panchayats)

The Executive Director, IKM, Thiruvananthapuram,

Office Copy/Stock File

Copy to :-

Private Secretary to M(LSG&WM)

Personal Secretary to Principal Secretary, LSGD.

Personal Secretary to Special Secretary, LSGD.

Forwarded/By order,

Section Officer.

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Introduction

1. Background

The Kerala Panchayat Raj Act, 1994 envisages to secure a greater measure of participation of the people in planned development and in local governance affairs. The active participation of the people in the local governance can be ensured only if they are informed duly about the affairs and performance of the local governments. Staying informed keeps the people abreast of their rights and responsibilities as citizens. For this, public reporting system must be in place. The public reporting system also enables the local governments to act efficiently and effectively due to the voicing capacity of citizens. The need for public reporting system envisaged by the principles of transparency:

1.1. Principles of Transparency and Accountability

The public reporting requires the Grama Panchayats (GPs) to follow the principles of transparency and accountability such as to;

- i. Perform their duties under the legal framework that provides for transparency and accountability.
- ii. Make public the mandate and responsibilities of GPs.
- iii. Adopt standards, methods, and processes that are objective and transparent.
- iv. Apply high standards of integrity and ethics for Officials and Elected Representatives.
- v. Ensure proactive disclosures on the results of the functions and the conclusions based on review of results.
- vi. Ensure equal and open access of information to all citizens

vii. Disseminate information after authentication, updation, and conveyed in a manner and format that is easy to understand.

1.2. Proactive Disclosure

Sec. 4 (1) (b) of the Right to Information (RTI) Act lays down that the information on the Public Authorities shall be published on a proactive basis. Section 4(2) and Section 4(3) prescribe the method of dissemination of this information. The purpose of *suo moto* disclosure under Section 4 is to place large amount of information in the public domain on a proactive basis so as to make the functioning of the Public Authorities more transparent and also to reduce the filing of individual RTI applications.

Section 4 of RTI Act 2005 applies uniformity in all the Public Authorities irrespective of the level of administration or service delivery. The proactive disclosure of RTI imposes obligation on the part of GP for having public reporting system in place.

2. Purpose of the Manual

The purpose of this manual is to establish a public reporting system in the Grama Panchayats. This is to ensure that there exists a healthy transparency and accountability relationship between, the elected representatives, staff, and all those assigned with responsibilities of managing the affairs of the Grama Panchayat.

3. Scope

- i. This manual shall extend to all the institutions and functionaries of the Grama Panchayat and shall cover all the matters referred there in **Annexure 1**.
- ii. The Grama Panchayat and its various committees, its institutions and its functionaries individually and collectively shall be accountable to the public in general, especially to the members of the Grama Sabha.
- iii. The manual sets out who shall report to whom, what shall be reported and how all those reports and information of the different committees, institutions and functionaries associated with the Grama Panchayat shall be made available to the Public.
- iv. This Manual is designed to complement communication channels, reporting structures, and responsibilities prescribed by the Kerala Panchayat Raj Act (KPRA) and procedures prescribed thereunder. The administrative reporting system and the respective periodical and other specific purpose reports and statements established under those provisions are not intended to be replaced by this manual. If any such report or statements are referred in this manual as a public report, the matter shall be dealt with in accordance with the provisions of this manual also.
- v. Exclusion Clause: The Manual is an evolving document and the Director of KILA and Director of Panchayats will accept and incorporate valid suggestion and feedback.

4. Public Reports

Considering the public reporting requirements as per the KPRA 1994, given in **Annexure 1**, the documents that need to be disclosed to the public are given in **Box 1**.

Box 1: List of Public Documents for Disclosure

- 1. Copy of Citizen's Charter
- 2. Copy of Development Report
- 3. Copy of Plan Document
- 4. Copy of Approved Projects
- 5. Copy of Annual Meeting Calendar
- 6. Copy of Agenda and Notice
- 7. Copy of Decision Register and Minutes of Panchayat and Committee Meetings, including Grama Sabha
- 8. Action Taken Report (ATR) on various audit reports and Monitoring Committee Reports
- 9. Copy of Budget
- 10. Review Report on Service Delivery
- 11. Review Report on Civic Services, Public Amenities & Environment
- 12. Review Report on Institutional/Functional Management
- 13. Annual Administration Report (AAR)
- 14. Annual Financial Statements (AFS)
- 15. Various Audit Reports
- 16. Priority List of Beneficiaries
- 17. List of beneficiaries under Social Security Schemes
- 18. Grievance Redressal Procedures and Responsibilities
- 19. All Guidelines, Circulars, and GOs relating to Panchayat administration
- 20. Assets and Liabilities Statements of Elected Representatives and Officials.

5. Pronouncing the Availability of Information

- i. Each Grama Panchayat shall prepare and publish "From where, you get Information" matrix in the model given in Annexure 2.1 and display it suitably on the boards established exclusively for the purpose.
- ii. In the same way as provided in 5 (i), publish the Annual Meeting Calendar along with the contact details of responsible personnel (**Annexure 2.2**).

6. Feedback Mechanism

For a Grama Panchayat to be able to comply effectively with the provisions of this manual, it must have a dynamic Public Reporting Policy. The policy formulation efforts of a newly elected Grama Panchayat must start with a strong commitment to:

i. Gather feedback from citizens on standard of service delivery (A specimen of Feedback Form is given in **Annexure 3**).

ii. Provide a drop box at the front office of the Grama Panchayat and a sample feedback form should be duly exhibited on the Display Board. Information on the kind of services to be provided by the Grama Panchayat should also be displayed.

7. To Whom this Manual Apply to?

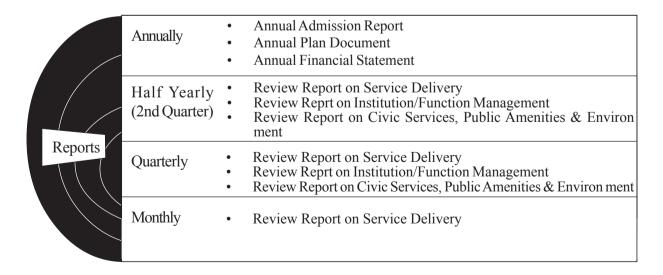
This manual shall apply to:

- i. Grama Panchayat, its Elected Representatives, Committees, Staff of Panchayat as well as Allied Institutions (full-time, part-time, temporary, contract, or daily wage).
- ii. Any person entrusted with the responsibilities of managing the resources of the Grama Panchayat.
- iii. Consultants and individual Contractors working for Grama Panchayat.
- iv. Contractors providing services to Grama Panchayat.
- v. Other organisations or groups who perform/undertake the Grama Panchayat's functions and whose activities could be disclosed by any Public Information Officer or authority of the Panchayat, including that of the institutions of the Grama Panchayat.

8. Public Reports and Periodicity

The Kerala Panchayat Raj Act, 1994 prescribes the reporting requirements that are summarized in **Annexure 1**. In view of these, Grama Panchayats have to prepare and publish reports periodically that are summed up in **Figure 1**.

Figure 1: Public Reports by the Grama Panchayats and Periodicity Reports



8.1. Timeframe

8.1.1. Deadlines

- i. **Yearly** Reports shall be published on or before 15th May, each year after verification and approval by the Panchayat.
- ii. **Quarterly** Reports shall cover each financial year in four reports, reporting quarters 1, 2, 3 & 4; ending with the dates June 30th, September 30th, December 31th, and March 31th respectively.
- iii. **Monthly** Reports shall be due for presentation after 15 days, from the end date of the reporting period.

8.1.2. Timing for Processing

(i) Monthly and Quarterly Reports

- a. Submission of report by Head of the Institutions on or before fourth working day of the next month.
- b. The Secretary shall consolidate and submit for scrutiny within two working days of the receipt of reports from the HoIs.
- c. The Functional Committee shall submit the report to the Standing Committee for approval within 10 days of the next month.
- d. The approval and publication procedures of reports shall be completed and the reports shall be made available to the public on or before the 15th of next month.

(ii) Annual Reports

A. Annual Administration Report

- a. Submission of report by Head of the Institutions on or before 15th day of the first month after the financial year.
- b. The Secretary shall consolidate and submit for scrutiny before the close of the first month after the financial year.
- c. The Functional Committee shall submit the report to the Standing Committee for approval within 10th day of the second month, after the financial year.
- d. The approval and publication procedures of reports shall be completed and the reports shall be available to the public on or before the 15th day of the second month, in the next financial year.

B. Annual Financial Statement and Annual Plan Document

- a. Annual Financial Statements shall be published on or before 15th May, each year after verification and approval by the Panchayat.
- b. Annual Plan Document shall be published on or before 31st March, each year after approval by the District Planning Committee.

8.2. Contents of Public Reports

The purpose and content of Public Reports, listed in Figure 1, are given below.

8.2.1. Review Report on Service Delivery

(i) Purpose

Grama Panchayats are mandated to formulate a Citizen's Charter within 6 months of assuming office. They have to review and revise it if necessary, periodically, and update it at least once in a year. Hence the GP shall review the service delivery in relation with the standards specified in Citizen's Charter, level of citizen satisfaction on service delivery and prepare monthly, quarterly and half yearly reports. The review reports will help the citizens to know how far the objectives of Citizen's Charter have been fulfilled.

(ii) Minimum Content Requirements

The report shall contain:

- 1. Number of applications received
- 2. Service delivered within the prescribed time
- 3. Number of delayed service deliveries
- 4. Number of pending cases
- 5. Reasons for delay/failure

In addition to the above, the opinion about the following may be assessed based on the checklist prepared by the Panchayats and included in the Report.

- 1. Facilities for Public in Front Office
- 2. Quality of Service Delivery
- 3. Behaviour of Officials
- 4. Information Boards.

8.2.2. Review Report on Civic Services, Public Amenities & Environment

(i) Purpose

Grama Panchayats are mandated to provide civic services, public amenities, and to protect the environment. The review report will help the citizens to know how these have been fulfilled.

(ii) Minimum Content Requirements

The report shall contain:

- i. Details of civic services and public amenities established and provided street lights, drinking water, solid waste management, public toilets, parking spaces, waiting shelter, slaughter houses, markets, ferry service, bathing and washing ghats, parks, burial and burning grounds, etc.
- ii. Number of beneficiaries, if relevant.

- iii. Extent and coverage of each services.(example:- length of road with street light/total length of road, street light per KM, cost per street light, cost of street light per citizen, percentage of street light expenditure on total expenditure and component wise expenditure)
- iv. A comparative expenditure statement, for e.g. in the past four years.
- v. Details of Public assets, measures taken for protection from encroachment.
- vi. Details of measures taken for protecting the environment and natural resources protection.

8.2.3. Review Report on Institutional/Functional Management

(i) Purpose

The Institutions of Grama Panchayat shall play a dual role; functions assigned by the Panchayat and those assigned by the Department. The review report will help the citizens to know how far the twin functions have been fulfilled.

(ii) Minimum Content Requirements

The report shall contain:

- a. Role, Main functions, purpose and activities as per the relevant Act/ Order under which the institution/function is established.
- b. Functions and details of Activities as stated in Schedule III of the KPRA.
- c. Total projects for implementation, and progress of project implementation.
- d. The details regarding the services rendered during the last three months and activities proposed to be done by the concerned officials in the succeeding three months.

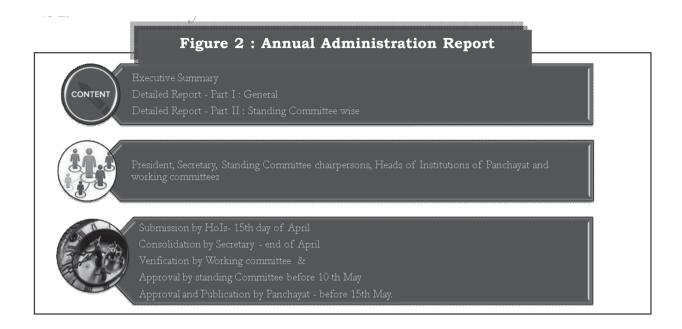
8.2.4. Annual Administration Report (AAR)

(i) Purpose

As per Section 192 of the KPRA, Grama Panchayats are required to publish their Annual Administration Report. It shall reveal the overall performance of the Panchayat for the previous year. It is an accountability tool mandated by the Act to the citizens as well as to the State Legislature.

(ii) Minimum Content Requirements

The content, responsible personnel, and time limit of Annual Administration Report (AAR) are given in **Figure 2.**



The mandatory chapters in the AAR of the Grama Panchayat are given below.

A. Executive Summary - shall include;

General information, Governance – Management and Structure, Committees and meetings (Transparency and participation in decision making), Grama Sabhas/Oorukoottam – ward-wise details, Functioning of Grama Kendras, Finanical performance (Budget, actual and variance), Administrative Services and Citizen's Charter, Civic Services, Public Amenities and Environment, Planning and Project Management, Social security and welfare, Health and Education, Asset management, Agriculture and Allied Sector, Performance of Institutions of Panchayat, Regulatory Functions, Grievances Redressal, Accountability and Public reporting (including audit reports), and Review and Conclusion (total 18 points).

B. Detailed Report - Part I:

i. General Information

Vision, mission, objectives, year of establishment, revenue villages, area, block, thaluk, assembly constituency, boarders, No. of Wards, Population, SC/ST Population, male and female, population density, major achievements, and recognitions in general.

ii. Governance

- a. Management and structure: Organisation structure (President, Vice president, Standing Committees, Institutions of Panchayat, Subsidiary Committees, Implementing Officers under each standing committee
- b. Committees Details of Panchayat committee, Steering Committee, and Meetings.
- c. Grama Sabha, Oorukootam, functions of Gram Kendra, etc.

iii. Performance

- a. Non-financial Performance: Reports published, activities undertaken in general.
- b. Financial Performance: consolidated and ward wise source and expenditure.

C. Detailed Report - Part II:

Standing Committee-wise analysis: Finance and General Administration.

- a. General information about role and responsibility, major functions, etc.
- b. Governance: management and structure- details of committee meetings, Functional Committee for general Administration- performance analysis, expenditure on general administration and own source revenue mobilisation, services and their status- drinking water, street light, cleaning and waste management.
- c. Public administration: service delivery and citizen satisfaction, employees and officials performance evaluation, details of monthly audit, grievance redressal, etc.

D. Detailed Report - Part III: Development Standing Committee

- a. General information about role and responsibility, major functions, etc.
- b. Governance management and structure- details of committee meetings, Functional Committee under Development Standing committee – their performance analysis
- c. Development plan- different sectors- receipt, expenditure and balance major achievements in units and outcomes, drawbacks, non-implementation of projects with reasons and Asset Management.

E. Detailed Report - Part IV: Welfare Standing Committee

- a. General information about role and responsibility, major functions etc.
- b. Governance management and structure- details of committee meetings, Functional Committee under the standing committee and their performance analysis
- c. Performance evaluation of Anganwadi and other institutions under the committee. Service delivery and citizen satisfaction, performance evaluation on the basis of intended objectives and functioning major achievements in units and outcomes, drawbacks, non implementation of projects with reasons.

F. Detailed Report - Part V: Health and Education Standing Committee

- a. General information about roles and responsibility, major functions, etc.
- b. Governance management and structure- details of committee meetings, Functional Committee and their performance analysis.
- c. Institutions under the committee: service delivery and citizen satisfaction,

performance evaluation on the basis of intended objectives and functioning – major achievements in units and outcomes, drawbacks, non implementation of projects with reasons.

G. Detailed Report - Part VI: Accountability and Public Reporting

(Including Audit Reports, review & conclusion).

8.2.5. Annual Plan Document

(i) Purpose

The Annual Plan Document (*Paddhathy Rekha*) provides information on the projects proposed for the financial year and review of yesteryear's projects.

(ii) Minimum Content Requirements

- a. List of Projects for the concerned financial year by sectors; with project outlay, sources of funds, and target group/area.
- b. Review of projects of last year with output and outcome.

8.2.6. Annual Financial Statement (AFS)

(i) Purpose

The Annual Financial Statement provides reports on financial performance and financial status of the Panchayat.

(ii) Minimum Content Requirements

- a. Receipts and Payments Accounts
- b. Income and Expenditure Statement
- c. Balance Sheet

9. Mode of Public Reporting

The mode of publication shall be fixed by the Panchayat, according to the requirement and importance of reports. The suggestive mode of publication for each report is given in **Annexure 4**. The publication modes include reports, notice, brochures, information boards, wall paintings, web site, social media, etc.

9.1. Reports

9.1.1. Three E's Principle

- i. The 3-E's Principle i.e. Economy, Efficiency and Effectiveness shall be the prime consideration in the printing and publication of periodical reports. In line with this principle, full details of costs associated with producing periodical reports, including in-house staff and associated overhead costs, are to be identified and compiled, and reviewed annually by the Finance Standing Committee before deciding publication of reports.
- ii. Grama Panchayats must keep associated costs to produce periodical reports to a minimum. Grama Panchayats may adopt the 'Less Paper Panchayat' strategy to ensure that they produce their reports electronically, with only a single hard copy of the report.

- iii. It is important to note that:
 - a. In-house production and printing of the periodical report is strongly encouraged.
 - b. Only the minimum quantity to meet tabling requirements should be printed.
 - c. Grama Panchayat may use photographs in the report provided that they are illustrative and relevant to the content.

9.1.2. Accessebility

In view of accessebility, the copies of Reports shall be made available at:

- a. Grama Kendra and institutions of Grama Panchayat.
- b. Citizen Corner (A Citizen Corner for the public shall be set up in every Grama Panchayat).
- c. Village Library.

9.1.3. Distribution of Reports

- i. Panchayat shall arrange all the Reports stated in this Manual for reference.
- ii. If the citizen demands, the same shall be made available at a cost or free of cost, according to the decisions of the Panchayat.
- iii. The availability of soft copies and hard copies of reports shall be widely publicised.
- iv. In every Grama Sabha notice, reporting system shall be suitably incorporated and relevant copies made available at the venue.
- v. The first Citizen's Charter issued by the newly elected body, distributed to all households, shall invariably incorporate the details of public reports and their availability, grievance redressal system, and procedures; along with the respective addresses and the decision making procedures.
- vi. Citizen's Charter shall be sent to each household/shall be delivered at each household (as per the convenience of the respective Panchayat).
- vii. The format of Citizen's Charter is given in Annexure 5.

9.1.4. Reports to Grama Sabha

- i. Grama Panchayats shall present Periodical Reports and Annual Reports before the Grama Sabha.
- ii. Following are periodical reports to be placed before each ordinary meeting of the Grama Sabha.
 - a) Action Taken Report (ATR) on the previous Grama Sabha decisions.
 - b) Report on Meetings of the Committees and the Panchayat.
 - c) Quarterly Reports (1. Review Report on Service Delivery; 2. Report on Civic Services, Public Amenities, and Environment; and 3. Institutional/Functional Management Report)

- d) Audit Report and ATR thereon.
- e) List of Beneficiaries under Social Security Scheme.
- iii. Following are the Annual Reports to be presented in the first meeting of the Grama Sabha, in a Financial Year.
 - a. Annual Plan- previous year's annual report and current year's proposals.
 - b. Annual Financial Statement (AFS) for the previous year and current year's budget.
 - c. Annual Administration Report (AAR).
- iv. Original and final list of beneficiaries under different projects.
- v. The reports to Grama Sabhas need to be received by its members well in advance, ideally along with the Grama Sabha notice itself. For this, constituency (ward) wise address list of all the Grama Sabha members shall be suitably compiled by organizing a special drive; taking into account the web based communication possibilities also. If placing of any Reports is being included in the agenda of the proposed Grama Sabha meeting, soft copy of the proposed reports along with the agenda and notice shall be send to the members directly by using the available e-address list.
- vi. Availability of advance copy of Grama Sabha Documents shall be sufficiently publicized and further requests for mailing/forwarding the same with email address of the members shall be invited, received, processed and mailed accordingly throughout the year. Evidence for e-transmission of reports to each member shall be maintained.
- vii. Sufficient number of hard copies of the reports intended for submission in the Grama Sabha shall be prepared and kept ready for distribution to all the members present in the Grama Sabha. To ensure that sufficient number of copies are available, the highest number of members who have participated in any meeting of the concerned Grama Sabha during the previous year (last 365 days) rounded off to next highest fifty would be a target.
- viii. Receipt of the reports shall be acknowledged by the members along with their attendance registration.

9.2. Notice and Brochures

The availability of documents for the public and availability of periodical reports, as given in **Annexure 4**, can be publicized through Notices and Brochures.

9.3. Information Boards

- a. Section 4(4) of the RTI Act states that information should be disseminated widely, taking into consideration the most efficient method of communication in that local area and that the information should be easily accessible.
- b. Details related to information boards and information that needs to be displayed on the information boards is given in **Annexure 6**.

9.4. Wall Paintings

- (i) Given the limited reach and accessibility of internet among the marginalised sections of society, it is recommended that relevant information may also be painted on walls at village level.
- (ii) RTI Proactive Disclosure File
 - a. All information painted on walls should also be kept ready for perusal in a "RTI Proactive Disclosure File".
 - b. This file should also contain details of all the funds received; and guidelines, Govt. orders, circulars, etc. received from various Government authorities for implementation of schemes.

9.5. Website

- a. The Public Reports shall be made available on the website of the Grama Panchayat, which can be downloaded as required by the public.
- b. Other than the documents, a table showing the availability of documents for the public and availability of periodical reports, as given in **Annexure 4**, shall be given on the Website of the Grama Panchayat.

9.6. Social Media and Mobile Applications

The Panchayat shall use the possibilities of social media and mobile applications for enhancing the effectiveness of its pubic reporting:

- i. publication and availability of public reports shall be publicised with the help of social media.
- ii. suitable feedback forms, along with the executive summary of the respective reports, shall be made available through this media.

9.7. Other External Reporting - Print & Visual Media

The Grama Panchayat may arrange special programmes for the publication of reports as an occasion of importance by inviting dignitaries, arranging seminars, discussions, cultural programmes and invite the media to cover the programme. A press briefing/media interviews, press conferences, etc. may also be considered.

10. Public Reporting: Roles and Responsibilities

10.1. The Role of the Grama Panchayat

- i. The Grama Panchayat has a responsibility to establish and maintain a working environment that encourages functionaries and concerned Committees to report their respective functions and activities. This includes persuading the functionaries and Committees to publish reports of their activities and outcomes, monitoring the generation of reports at various process stages, and ensuring the quality and quantity of publishing.
- ii. The Grama Panchayat will assess all reports that it receives from Standing Committees and consolidate and publish them as prescribed in this Manual.

iii. The Grama Panchayat shall ensure proper availability of all the respective reports and other documents at the respective places/modes prescribed in this Manual.

10.2. The Role of Grama Panchayat Staff and Elected Representatives

- i. All Grama Panchayat Staff and Elected Representatives are obliged to:
 - a) provide all individual activity/responsibility/function wise performance details and also to support those who have to make the respective sector wise periodical reports.
 - b) if requested, assist those compiling the report, including supplying information on request, cooperating with any data updation, and maintaining of records.
 - c) respect the rights of any person who may be the subject of reports.
- ii. Staff and Elected Representatives must not:
 - a) indulge in misleading or false reports.
 - b) victimise or harass anyone who has made or strives to make an objective report.
- iii. All involved in the public reporting process must adhere to the code of conduct prescribed by the Act and the Rules thereunder.
- iv. They shall pay special attention in furnishing their personal Assets and Liabilities Statements in time, every year, without fail.

10.3. Role of Standing Committees

- i. The role of Standing Committees shall include the supervision and coordination of reporting activities. They shall receive, compile, scrutinise, and approve the reports at Standing Committee level, of those institutions and functional/management committees that are coming under its purview. The reporting mandates and reports are listed in **Table 1**.
- ii. In addition to the general reporting responsibilities of the Standing Committees, the Finance Standing Committee shall have the additional role of overall supervision and management on public reporting. They shall ensure proper duties and responsibilities are being assigned, communicated in record, and if any failure is noticed it shall be acknowledged and rectified.
- iii. The Finance Standing Committee shall prepare and publish a year-long reporting activity calendar, along with the budget. They shall receive the reports compiled by the other Standing Committees and prepare Panchayat level reports and submit it to the Steering Committee/Panchayat for review and approval.

Table 1: Reporting Mandates and the Reports

| Standing Committee | Functional Committee | Review Report on Service Delivery | Review Report on Institutions/ Functional Management | Report on Civic Services, Public Amenities & Environment |
|-----------------------|---|--|--|--|
| Fina nce | General Administration (FCGA) Budgets and Accounts | Services through Front Office | Panchayat Office Public Administration | |
| Development | 3. Agriculture 4. Public Works 5. Veterinary and Dairy 6. Small Industries 7. Fisheries | Services related with: • Agriculture • Public Works • Veterinary and Dairy • Small Industries • Fisheries | Agriculture Office, Veterinary, Hospital & Sub Centres, Engineering Fisheries- School, Hostel, Fisheries, Inspector Office | Roads, Street lights, Irrigation, Waiting shedsBus stand, Ferries, Parking space, Market |
| Welfare | 0 0 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 | Services related with: SCs & STs, Social welfare Poverty alleviation Women and Child | VEO, Anganwadi, ICDS Supervisor | Street lights, Drinking water, Sanitation, and other such civic amenities exclusively for SCs & STs |
| Health & Education | 13. Health14. Education15. Sanitation and Drinking Water | Services related with: • Health • Education • Sanitation and Drinking water | Hospitals, Schools, Library | Drinking water Protection of Springs, river, ponds, Parks, Play grounds, Public toilets, Waste management, Burial ground, Public health, Bathing ghats |

10.4. Role of Functional Committees/Management Committees

The role of Functional Committee/Management Committee in connection with public reporting shall be:

i. Supervision and coordination activities: It shall coordinate the reporting activities prescribed by this Manual.

- ii. Reporting activities: the Committees shall be responsible;
 - a) To receive Review Report on Service Delivery from the respective HoI/Functionaries/subcommittee.
 - b) To approve and submit Review Report on Service Delivery received from the respective HoI/Functionaries/Subcommittees to the Standing Committees.

10.5. Role of Secretary

The Secretary shall:

- i. Provide leadership and support for drafting public reports and to ensure proactive disclosure mechanism.
- ii. Prepare and submit the draft reporting calendar to the Finance Standing Committee for presentation along with budget.
- iii. Ensure that the objectives and time limit of the reporting calendar matches with the Annual Meeting Calendar.
- iv. Coordinate and supervise the reporting activities of the Grama Panchayat office.
- v. Assign the responsibility for collecting and compiling of data and information to the concerned personnel.
- vi. Ensure support and resources required for the public reporting mechanism at various levels.
- vii. Adhere to the reporting standards (minimum content requirements, time frames, availability, etc.)
- viii. Receive and compile feedback for review.
- ix. Provide feedback received from the citizens to the concerned Officials.

10.6. Role of Head of Institutions/Functionaries

The Head of Institutions/Functionaries shall;

- i. enlist the functions/services along with their respective standards/obligatory requirements, like Citizen's Charter, Act, Rules, Manuals, Orders, Circulars etc. applicable to them.
- ii. develop evaluation criteria along with their functional objectives and present the same for the approval of the respective Working Group/Management Committee.
- iii. Coordinate as per the reporting calendar, the drafting of periodical reports as stated in this manual.
- iv. Ensure timely scrutiny and submission of report for approval and publication.
- v. Take follow-up action on the basis of feedback and directions received if any, on the report.

10.7. Role of Meeting Organisers

The Meeting Organisers shall;

- i. ensure timely receipts of reports and the convening of meetings in order to comply with the reporting calendar.
- ii. follow up the drafting and submission procedures by intimating the agenda, closing time, and notice serving requirements well in advance. And delays if any, anticipated, shall be brought to the notice of the Secretary and the Chair without delay.
- iii. place hard copy of the draft report before the Committee/meeting and the same shall be invariably attached with the notice to all members of the respective Committee/meeting.
- iv. make suitable changes or arrangements, if any, required as per the decisions of the Committee/meeting.

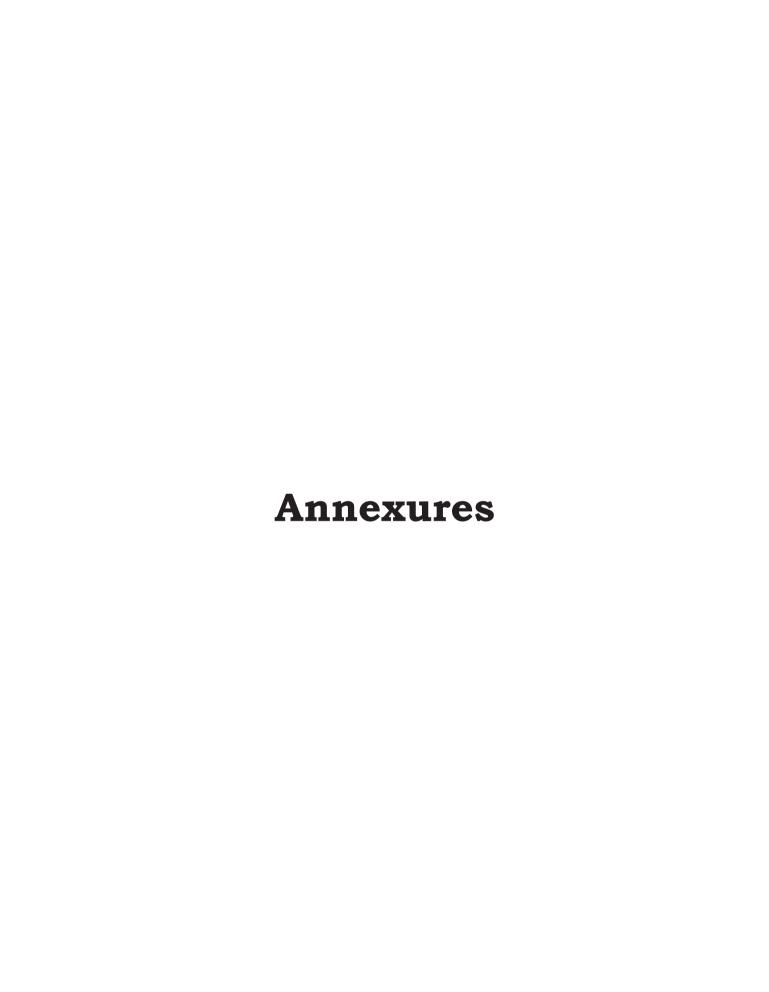
11. Compliance Requirements

As per Section 156 (4)(f) and 182 (xiv) of the Act, President, and Secretary are responsible for the preparation and publishing of the reports of the Grama Panchayat. Section 271 B (3) of the Act specifically authorizes the State Government to direct the Grama Panchayat to publish such categories of information as it may deem fit for the general information of the people living in the area of the Panchayat. Section 192 (1) of the Act authorises the State Government even to deny/withhold Government Grants to the Panchayats, which fail to publish the Annual Administration Report (ARR) before 30th September of the succeeding year. But the GP shall strive to publish the AAR within 45 days for the timely review and rectification.

Fulfilling the reporting requirements provided in this Manual shall also be deemed to be considered as the mandatory responsibility of the Grama Panchayat. Accordingly, the Grama Panchayats' compliance status with the provisions of this Manual shall be closely monitored by the State Government for adopting prompt remedial measures.

The Deputy Director of Panchayats (DDP) shall personally monitor the reporting status of the Grama Panchayats under his jurisdiction and report to the Secretary to Government (LSGD) through the Director of Panchayat.

Every Grama Panchayat shall submit copy of reports to the DDP by the dates not later than five days, after the time limits for publication prescribed by this Manual. The DDP shall require the Secretary of the defaulting Grama Panchayat to furnish the reasons for failure. The DDP shall verify whether there was any negligence or wilful trouncing of accountability by those responsible and report the matter to the State Government with all relevant facts and recommendations, if any, on the matter. The Director of Panchayat (DoP) shall monitor and coordinate the review activities of DDPs.



Annexure 1: Reporting Requirements in Panchayat

| | Reporting Requirements in Tanchayat | | | |
|----------------|---|--|--|--|
| KPR Section | The Mandate | The Reports and Statements | | |
| 3.(3) | Grama Sabha [shall meet at the place, date and time, fixed by the Convener of Grama Sabha in consultation with the president of the village panchayat and the Convener of the Grama Sabha shall intimate the details of the meeting to the Grama Sabha Members by a public notice | Accountability of the Elected Representatives and officials individually and the Panchayat collectively has been proposed to be ensured through their reports to their constituency. The reports to be prepared as suggested in these sections are: | | |
| 3.(6) | The Village Panchayat shall place before the Grama Sabha a report relating to the developmental programmes relating to the constituency during the previous year and those that are proposed to be undertaken during the current year, and the expenditure therefor, the annual statement of accounts and the administration report of the preceding year. If in any circumstances, any decision of the | ANNUAL REPORTS A. Previous years Developmental Activities in the Constituency and the expenditure there for including details of the estimates and cost of materials of works executed within the area of Grama Sabha B. Developmental Activities proposed | | |
| 3.(7) | Grama Sabha could not be implemented, the President shall report the reason there for, before the Grama Sabha The Village Panchayats, the Block Panchayats and the District Panchayats shall give due consideration to the recommendations and suggestions, if any, of the Grama Sabha | to be undertaken during the current year in the Constituency and the expenditure there for including details of the estimates and cost of materials of works proposed to be executed within the area of Grama Sabha | | |
| 3A(1)(n) | to know the follow up action taken on the decisions of the Grama Sabha and the detailed reasons for not implementing any of the decisions | (for the period after the last ordinary meeting) C. Decisions of the previous Grama | | |
| 3A(2) | The Grama Sabha shall, in its ordinary meeting or in a special meeting convened for the purpose, discuss the report referred to in subsection (6) of Section 3 and it shall have the right to know about the budgetary provisions, the details of plan outlay, Item wise allocation of funds and details of the estimates and cost of materials of works executed or proposed to be executed within the area of the Grama Sabha | Sabha –Implementation Report with reasons for non- implementation of decisions if any. D. Decisions of Panchayat after the previous Grama Sabha –Report with rationale behind the decisions especially regarding the area of the Grama Sabha | | |

| 3A(1)(m) | to know the rationale behind every decision taken by the Panchayat regarding the area of | | LSGI level ANNUAL REPORTS |
|-------------------|--|----------------|---|
| 3A(1)(i) | to monitor and render assistance to the beneficiary committees engaged in the developmental activities within the area of the Village 'Panchayat | 2. | The Annual Statement of Accounts Previous years Administration Report Budget-including details of plan |
| 3A(1)(l) | to make available details regarding the services to be rendered and the activities proposed to be done by the concerned officials in the succeeding three months | | outlay, item wise allocation of funds, PERIODICAL REPORTS Reports of the Panchayat and its |
| 3A(1)(j) | to verify the eligibility of persons getting various kinds of welfare assistance from the Government such as pensions and subsidies; | | Committees* Reports of the Beneficiary Committees |
| 3A(1)(f) & (p) | suggesting the location of street lights, street or community water taps, public wells, public sanitation units, irrigation facilities and such other public utility schemes to find out the deficiencies in the arrangements for water supply, street lighting etc. within the area of the Grama Sabha and to suggest remedial measures | 3. | Reports of the officials** regarding their activities and services including those proposed and to be rendered in the succeeding three months Report about various kinds of welfare assistance from the Government such as pensions and subsidies and the details about the |
| 3A(1)(q) | to assist the activities of parent-teacher associations of the schools within the area of the Grama Sabha | 5. | persons availing them. Report about the public utility schemes including street lights, |
| 3A(1)(o) & (r) | to co-operate with the employees of the Village Panchayats in the sanitation processes and rendering voluntary service for the removal of garbage to assist the public health activities especially prevention of diseases and family welfare, within the area of the Grama Sabha | 7. 8. 9. | street or community water taps, public wells, public sanitation units, irrigation facilities Reports of the Parent Teachers Associations of the schools within the area of the Panchayat. Reports of the Anganawadies and the schemes implemented through them including details of beneficiaries. Report of the public health institutions and activities especially prevention of diseases family welfare, and sanitation process. Report of the Agriculture Sector including veterinary, diary and fisheries. Poort of the Rural Development including small scale industries, and elf Help Groups such as adumbasree units. |

| KPR Section | The Mandate | The Reports and Statements | |
|--------------------|---|--|--|
| 156 (4) (f) | Functions of President and Vice-President | Responsible to prepare all statements and reports required by or under this Act. | |
| 175; 3(6);3A(2) | Preparation of Annual Development plans in Annual Development Plan the form and manner prescribed. | | |
| 192 | Administration report of the Panchayat Administration Report | | |
| 214 | Preparation and Sanction of budget | Annual Budget Estimates | |
| 215 | Annual statements of accounts | Annual Financial Statements | |
| 271B(3) | B(3) Government may direct proactive disclosure Public Reports of information | | |
| 272A | Citizen's Charter to be published | Citizen's Charter | |
| 254(2) (xxxiii) | Government may make rules as to the manner of publication of any notifications or notices to the public under this Act. | Government directions as to the manner of publication | |

Annexure 2.1: Places where Public Documents Available

| Sl.No. | Types of Documents | Places Available |
|--------|---|---|
| 1 | Copy of Budget | 1. Citizen Corner 2. Panchayat Library3. Grama Kendra4. Website 5. Grama Sabha |
| 2 | Copy of Annual Financial Statement | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha |
| 3 | Copy of Annual Administration Report | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha |
| 4 | Copy of Development Report | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha |
| 5 | Copy of Plan Document | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha |
| 6 | Copy of Audit Report | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha |
| 7 | Copy of Action Taken Report on various audit reports and Monitoring Committee ReportsKendra | Citizen Corner 2. Panchayat Library Grama 4. Website 5. Grama Sabha |
| 8 | Copy of Minutes | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha |
| 9 | Copy of Agenda and Notice | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha5. Information Boards 6. Delivery to household |
| 10 | Copy of Annual Meeting Calender | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha5. Information Boards 6. Delivery to household |
| 11 | Copy of Citizen's Charter | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha5. Information Boards 6. Delivery to household 7. Wall paintings 8. RTI Proactive Disclosure File |
| 12 | Copy of Approved Projects | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha6. Information Boards |
| 13 | Copy of Priority list of beneficiaries | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra 4. Website 5. Grama Sabha6. Information Boards 7. Wall Paintings 8. RTI Proactive Dosclosure File |
| 14 | Copy of List of Beneficiaries under Social Security Schemes | Citizen Corner 2. Panchayat Library Grama Kendra 4. Website 5. Grama Sabha Information Boards |
| 15 | Copy of Grievance Redressal Procedures and Responsibilities | 1. Citizen Corner 2. Grama Kendra 3. Website 4. Grama Sabha 5. Information Boards 6. Wall paintings 7. RTI Proactive Disclosure File |
| 16 | Copy of all guidelines, Circulars and GOs | RTI Proactive Disclosure File |
| 17 | Copy of Government and KILA Publications | 1. Citizen Corner 2. Panchayat Library 3. Grama Kendra4. Grama Sabha |

Note: Except Citizen Charter, a copy of all other documents shall be made available to the public either on free cost or for a price as per the discretion of the Grama Panchayat.

Besides above list of documents, other documents that shall be kept in the 'Citizen Corner' are:

- 1. Kerala Panchayat Raj Act, 1994 and Allied Rules
- 2. MGNREGA Act, Guidelines and Rules
- 3. Right to Information Act and Rules
- 4. Voters list of the Village
- 5. BPL list

Annexure 2.2: Annual Meeting Calendar

| # | Meetings | Proposed Time | Responsibility |
|---|---------------------------------------|-------------------------------------|---------------------------------------|
| 1 | Panchayat Committee | First Week of the Month: | President/Secretary |
| 2 | Steering Committee | First Week of the Month | President/Secretary |
| | | [Before Committee meeting] | |
| 3 | Standing Committee | First Week of the Month | Standing Committee |
| | | [Before Standing Committee meeting] | Chairperson/ Secretary |
| 4 | Working Groups | Last Week of the Month | Working Group Chairperson Convener |
| 5 | Institutional Management Committee | Last Week of the Month | Chairperson /Convener |
| 6 | Grama Sabha | Last Week of the Quarter | Chairperson/Convener |

Annexure 3: Feedback Form on Citizens Charter of the Panchayat

| reeaback | Form on Citizens | Cnarter o | i tne Pancnaya |
|----------|-----------------------|------------|----------------|
| | [To be collected from | om the cit | tizens] |
| ••• | | Grama Pa | ınchayat |

Please tell us how we have served you, so that the quality of service delivery can be improved. Kindly drop the filled up form in the designated box. Thank you.

1. Service availed (mark):

Building permit/Ownership certificate/ Residential certificat /License and Permissions/Remittance of tax/Social security pensions/Registration of birth or death/ Marriage/others...... (Please specify)

2. Please rate the service by checking appropriate box

| | | YES | NO | REMARKS |
|-----|--|-----|----|---------|
| 1. | Are the facilities at the front office satisfactory? | | | |
| 2. | `Were the officer courteous and helpful? | | | |
| 3. | `Have you received required information from front office? | | | |
| 4. | `Was the receipt of application acknowledged? | | | |
| 5. | `Have you received updated information from the display board and citizen's charter? | | | |
| 6. | `Have you ever received a copy of the citizen's charter? | | | |
| 7. | `Whether the facilities provided are gender friendly? | | | |
| 8. | `Whether the facilities provided are disability friendly? | | | |
| 9. | `Whether the services were provided within the promised time? | | | |
| 10. | `Is a complaint box available? | | | |

| 3. | Other | suggestions | and | comments: |
|----|-------|-------------|-----|-----------|
| | | | | |

| Name and address (optional): | |
|------------------------------|--|
| | |

Date:

Annexure 4: Suggestive Mode of Publication, Availability and Responsibility for Reports

| 8 | | Publishing | Рапсћауаt | Panchayat |
|------------------------|---------------------|--------------------------------|--|---|
| Responsibility | | IsvoiqqA | Standing Committee | Standing Committee |
| espor | | Scrutiny | Working/Management Committee | Working/Management Committee |
| | | Preparation | Hol or Functionary | Hol or Functionary |
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| Mode & F | Mode | Notice/ brochures | | |
| M | | Report | | 7 |
| | Periodicity/ Timing | | Мопthly | Quarterly |
| <u> </u> | | :W / | | |
| Content | | | Details of service:- 1. With Minimum quality requirements- Acknowledged during the period, delivered during the period (per day/week/month), delivered with quality parameters. 2. desirable services /without minimum quality requirements- acknowledged and provided | -Details of service: 1. With Minimum quality requirements- Acknowledged during the period, delivered during the period (per day/week/month), delivered with quality parameters, if not-% of failure, reasons, and action taken. 2. Desirable services/without minimum quality requirements. |
| Name of Reports | | | Citizen Charter and Service Delivery Review Report - a. Front Office b. Institutions c. Offices d. Functionaries (Month wise) | Do- (Quarterly) |
| | | | 1.1 | 2. |
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| lity | | | | |
| sibi | IsvorqqA | | Standing Committee | Standing Committee |
| Responsibility | | Scrutiny | Working/Management Committee | Working/Management Committee |
| R | | Preparation | Hol or Functionary | Hol or Functionary |
| lity | Distri- bution | Free Copy | | 7 |
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| f Publishing | Availability | Grama Kendra & Institutions | | |
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| Mode 8 | Mod | Notice/ brochures | | |
| M | | Report | → | > |
| | Zuim | Periodicity/ Ti | Half Yearly) | Деягју |
| Content | | | Do- Details of service:- (Half Yearly) 1. With Minimum quality requirements- Acknowledged during the period, delivered during the period (per day/week/month), delivered with quality parameters, if not- % of failure, reasons, and action taken. 2. Desirable services /without minimum quality requirements. 3. Employee wise/section wise duties, per- formance, (responsibility assigned v per- formance- per day/week/month) | Details of service: 1. With Minimum quality requirements-Acknowledged during the period, delivered during the period, delivered during the period (per day/week/month), delivered with quality parameters, if not-% of failure, reasons, and action taken. 2. Desirable services /without minimum quality requirements. 3. Employee wise/section wise duties, performance, (responsibility assigned v performance per day/week/month) 4. Income generated on each services and Cost of each services without establishment cost) 5. Income generated on each services and Cost of each services with establishment cost) 6. Cost of services per employee cost (Total number of service/functions/duties performed divided by total establishment expense*) |
| J. v | 2 | | arly | |
| Name of Reports | | | Do- (Half Ye. | (Yearly) |
| Name o | | | 1.3 Do- (Half Ye. | (Yearly) |

| Α | | Publishing | Рапсћауаt | Рапсћауат |
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| Responsibility | IsvorqqA | | Рапсћауат | Standing Committee |
| nodsa | | Scrutiny | | Working/Management Committee |
| <u> </u> | | Preparation | Functional Committees- GA, Sanitation and Drinking water, andPublic works | Hol or Functionary |
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| Mode | Mod | Motice/ brochures | | |
| 2 | | Report | \forall | ≯ |
| | guim | Periodicity/ Ti | Хеаг ју | Yearly |
| Content | | | Details of civic services established and provided – street light, drinking water, Solid waste management, public toilets, bus waiting shelter, markets, ferry service, bathing and washing ghats, parking, etc Number of beneficiaries. Extent and coverage of each services. (example: length of road with street light/ total length of road, street light per KM, cost per street light, cost of street light expenditure on total expenditure and expenditure on total expenditure and expenditure on component wise) Comparison with last four years. | 1. Role, Main functions, purpose and activities as per the relevant Act, order under which the institution/function is established. 2. KPRA schedule III- functions and details of Activities. Total projects for implementation, and progress of project implementation, and |
| Name of Reports | | | 2 Report on Civic services and P u b 1 i c Amenities | 3.1 Institu-1 tion/Func- tion Man- agement Report (Quarterly) |

| Ŋ. | | Publishing | Рапсћауаt |
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| espon | | Scrutiny | Working/Management Committee |
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| Mode | Mode | Notice/ brochures | |
| 2 | | Report | > |
| Periodicity/ Timing | | Periodicity/ Ti | Деягју |
| Content | | | Vision, Purpose Governance/management & structure Role, Main functions, purpose and activities as per the relevant Act, order under which the institution/function is established. KPRA schedule III- functions and details of Activities. Total projects for implementation, and progress of project implementation Performance review (performance standards and actuals) Out Put/Out Come measures in relation with inputs and activities under taken. |
| Name of Reports | | | Institu- tion/Func- tion Man- agement Report (Yearly) |
| | | | 3.2 |

Annexure 5: Citizen's Charter Grama Panchayat

1. Introduction

Provide the significance of Panchayat and local governance

The purpose and use of Citizen's Charter.

Provisions of Act and Rules (KPRA, RTI)

2. Basic Details of Panchayat

- i. Name of Panchayat and Its Headquarters
- ii. Name of Revenue Villages within the Panchayat area
- iii. Name of Block Panchayat including division/s
- iv. Name of District Panchayat
- v. Name of Taluk
- vi. Name of Assembly Constituency
- vii. Name of Parliament Constituency
- viii. Name of District
- ix. Area in square kilometer
- x. Boundary:

North:

South:

East :

West

xi. Population:

- (a) Total Households
- (b) Total Male
- (c) Total Female
- (d) Scheduled Castes
- (e) Scheduled Tribes
- (f) Fisher People [if the Panchayat covers fishing village/s]
- xii. Density of Population
- xii. Any special features
- xiii. Map of Panchayat with legend (Ward limits, Roads, Public Institutions etc.)

3. All Services provided by the Panchayat

| S1. No. | Services available at Panchayat | Conditions, How to Apply, Fees for the Service | Service Delivery Time |
|------------|------------------------------------|--|--------------------------|
| | | | |
| | | | |
| | | | |
| | | | |

4. Schemes and Services provided through the Institutions of Panchayats

- (a) Anganwadi. Name, designation and contact for the employees
- (b) Primary Health Centre. Name, designation and contact for the employees
- (c) Homoeo Dispensary. Name, designation and contact for the employees
- (d) Ayurveda Dispensary. Name, designation and contact for the employees
- (e) Schools, Name of HM and Contact
- (f) Krishi Bhavan. Name, designation and contact for the employees
- (g) Matsya Bhavan, Name, designation and contact for the employees
- (h) Veterinary Hospital. Details of staff
- 5. Name of Panchayat Office Staff with designation, section and responsibility they deals, contact number
- 6. List of Institutions of Panchayats with designation of officers, number of staff available (At a glance)

7. Grama Sabha

Introduction on Grama Sabha, its functions, duties, responsibilities

8. Redressal Mechanism

- i. Role of Ombudsman for LSGIs, Procedures, and contact address
- ii. Role of Tribunal for LSGIs, Procedures, and contact address
- iii. Brief note on RTI Act 2005, state the procedure for accessing information from the Panchayat
- iv. Brief note of Right to Service Act 2012, contact address of Appellate Authority
- v. Brief note on MGNREGS, state the features, Conditions, rights based on this scheme

Annexure 6:

List of Information Boards

- 1. Citizen's Charter (service details)
- 2. Meeting boards- Panchayat, Steering committee, standing committee, Grama sabha
- 3. Attendance boards of Officials
- 4. Vigilance and Anti-Corruption Board
- 5. Right to Information (RTI) Board
- 6. Right to Service (RTS) Board
- 7. Board of Birth and Death Registration
- 8. Details of Ombudsman, Tribunal
- 9. Service Status Board (if no Touch Screen)
- 10. Quality Vision and Mission of Panchayat
- 11. Important Decisions in the previous Panchayat meeting
- 12. Execution of Public Works (As per S.R.O No. 756/97 under KPRA)
- 13. Notice board
- 14. Grievance Redressal Mechanism
- 15. Details of Reports available from the Panchayat
- 16. Navigation board