

# **Effectiveness of Service Delivery in Panchayat Raj Institutions**

**Report on a Survey of Grama Panchayats in Kerala**

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Hyderabad

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Typesetting: Sheeba Jacob  
Layout: Printaids Laser Media  
Printed at St.Joseph Press, Trivandrum

Published by  
Rajiv Gandhi Institute of Development Studies Thiruvananthapuram  
695 010  
and  
National Institute of Rural Development  
Hyderabad

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## Foreword

Consequent to the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional amendments, State Governments in India had transferred a number of powers and functions to Local Self Government Institutions (LSGIs). Among the States, Kerala made sincere attempts to transfer a number of functions such as plan activities, delivery of welfare and pension schemes, transfer of local level government institutions like hospitals, schools, krishi bhavans, etc., and maintenance of assets of the transferred institutions to LSGIs. The study based on a survey of 50 Gram Panchayats in Kerala provides a clear picture about the current status, issues and problems of the delivery of various services of Gram Panchayats.

2. A notable point of the study is that it examines in detail about the various aspects of the implementation of mandatory and civic services, welfare and pension schemes, delivery of services of transferred institutions and performance of MGNREGA, a central sponsored employment generation scheme. From the findings of the study one gets many lessons about the measures needed to achieve better delivery of services of Panchayati Raj Institutions. The States which are planning to expand the decentralization process can get insights from the study. I hope the study fills up a much needed space in research relating to the delivery of services of Panchayati Raj Institutions and proves useful to academicians, policy makers and administrators of Panchayati Raj Institutions.

3. I congratulate Prof. B.A. Prakash and his team of researchers in RGIDS, Thiruvananthapuram for diligently carrying out this study and to provide us with some useful recommendations on the delivery of services of Panchayati Raj Institutions. I also congratulate Shri Ramesh Chennithala, Chairman of RGIDS, for his efforts to develop RGIDS as a pioneer social science research institution in the country.

Jairam Ramesh

23/1/13





## Ramesh Chennithala

Chairman

Rajiv Gandhi Institute of Development Studies

## Preface

National Institute of Rural Development (NIRD), Hyderabad has granted financial assistance to RGIDS to conduct a research study titled “Effectiveness of Panchayati Raj Institutions in Service Delivery in Kerala”. This is a collaborative research project undertaken by Rajiv Gandhi Institute of Development Studies (RGIDS) with the research support of NIRD. The objective of the research project is to examine the effectiveness of service delivery of Grama Panchayats in Kerala in the context of the transfer of powers and functions as per Kerala Panchayat Raj Act 1994. The items of services studied are mandatory and civic functions, welfare and pension schemes, services of transferred institutions to Grama Panchayats and performance of MGNREGS. A sample survey was conducted in 50 Grama Panchayats and other transferred institutions covering all the districts in Kerala for the purpose. The study has identified the current problems and causes for the unsatisfactory service delivery of Grama Panchayats and transferred institutions. Based on the findings of the study, we have given a few recommendations.

Prof. B.A. Prakash of RGIDS is the Project Director of the research project. Prof. K. Jayalekshmi, Head, Centre for Panchayati Raj, NIRD and the Co-ordinator of the project, has given guidance at various stages of conducting the study. Dr. P. Krishnakumar, Dr. R.P. Nair and Shri. N. Niyathi, Associate Professors of RGIDS are the co-authors of the study.

We are grateful to Shri. Jairam Ramesh, Hon’ble Union Minister for Rural Development and Chairman, NIRD, for helping us to undertake this project. I am thankful to Dr. M.V.Rao, Director General of NIRD and Prof. K. Jayalekshmi of NIRD for their guidance and support for conducting the research study. Shri. Hidur Muhammed, Director of RGIDS has given overall guidance of the research project. Administrative support for the study was provided by Shri. G. Rajendran Nair, Secretary: Shri. Mohanakumar S.M. and Shri. Biju Sundar, Research Associates have provided research assistance. Typesetting have done by Smt. Sheeba Jacob.

I take this opportunity to express my gratitude to all of them.

Thiruvananthapuram  
August 1, 2013

Ramesh Chennithala

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# Abbreviations

ADS	Area Development Society
APL	Above Poverty Line
ARC	Administrative Reform Committee
ARI	Acute Respiratory Infections
BP	Blood Pressure
BPL	Below Poverty Line
BPs	Block Panchayats
CDS	Community Development Society
D & O license	license to Dangerous and Offensive Trades and Factories
DPC	District Planning Committee
DP	District Panchayat
DRP	District Resource Persons
e-FMS	Electronic Fund Management System
EGS	Employment Guarantee Scheme
GPs	Grama Panchayats
GS	Grama Sabha
ICDP	Integrated Child Development Programme
ICDS	Integrated Child Development Scheme
IFA	Iron Folic Acid
IKM	Information Kerala Mission
ISM	Indian Systems of Medicine
IT	Information Technology
JHIs	Junior Health Inspectors
KRP	Key Resource Persons
KSEB	Kerala State Electricity Board
LDF	Left Democratic Front
LP	Lower Primary
LRP	Local Resource Persons
LSGIs	Local Self Government Institutions
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIS	Management Information System
MoRD	Ministry of Rural Development
NHGs	Neighbour Hood Groups
NIRD	National Institute of Rural Development
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
OSR	Own Source Revenue

PFA	Prevention of Food Adulteration
PHC	Primary Health Centre
PRIs	Panchayati Raj Institutions
PWD	Public Works Department
RGIDS	Rajiv Gandhi Institute of Development Studies
SC/ST	Scheduled Caste/Scheduled Tribes
SCP	Special Component Plan
SFCs	State Finance Commissions
Sq.Km	Square Kilometer
SSI	Small Scale Industries
TSP	Tribal Sub Plan
UDF	United Democratic Front
ULBs	Urban Local Bodies
UP	Upper Primary
VMC	Vigilance and Monitoring Committee
VTC	Voluntary Technical Core
WCP	Women Component Plans

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# Executive Summary

## **Context, Objectives and Sources of Data**

- As envisaged the Kerala Panchayat Raj Act 1994, the State Government had transferred certain powers and functions to the three-tier Panchayats viz. Grama, Block and District. Between 1995 and 2001, the State Government had transferred a number of institutions functioning at village level to the Grama Panchayats. The responsibility for formulation and implementation of annual plans, implementation of Pension and Welfare Schemes and Centrally Sponsored Schemes like MGNREGS were entrusted to Grama Panchayats. In this context, the study examines service delivery of Grama Panchayats.
- The objective of the study is to analyse the effectiveness of service delivery of Grama Panchayats in Kerala. The study examines the mandatory and civic functions, implementation of the Pension and Welfare Schemes, maintenance of assets and delivery of services of transferred institutions to Grama Panchayats namely Veterinary hospitals, public health institutions, Lower Primary Schools and Anganwadis, and performance of MGNREGS. Based on the study, suggestions are put forward to improve the service delivery.
- The study is based on the primary data collected from 50 sample Grama Panchayats

belonging to all districts in the State. To study the effectiveness of service delivery system, we used fourteen interview schedules on different aspects such as the mandatory and civic functions, Pension and Welfare Schemes, delivery of services of different transferred institutions, performance and implementation of MGNREGS etc.

- An analysis of the profile of the sample GPs gives the following findings. Majority of the GPs had an area above 15 sq.km and have urban proximity. The GPs have, on an average, 17 wards and the literacy rate is around 90 percent. Agriculture and allied activities such as forestry and fishing is the main occupation of the rural people. Nearly 42 percent of the people belong to the category of BPL, a norm used by the State Government to give benefits to poor people. The incidence of out-migration and emigration is high in the GPs. The Kudumbasree, a poverty eradication and women empowerment programme, is well established in all sample GPs.

## **Delivery of Mandatory and Civic Services**

- A review of the item-wise mandatory functions revealed that for issuing the birth, death and marriage certificates, the average number of days required ranged from 4 to 8 days. The average days required for processing the applications and issue of permits for

constructing houses, compound walls, other buildings etc. was 18 days. For issuing the permission to start factories and workshops, the average number of days required is 26. An examination of the number of days required to issue 33 certificates revealed that except the one for giving permission to start factories, workshops and property tax appeals, there is not much delay in the issue of certificates.

- On the other hand, a review of the performance of civic functions like protection and maintenance of water sources, wells, disposal of solid waste, steps to prevent spread of diseases, construction and maintenance of waiting sheds, comfort stations, burial ground etc. revealed that the performance is unsatisfactory.
- The study found that 40 percent of the GPs are not taking any steps to protect drinking water sources and wells. Majority of the GPs reported that they are not taking serious steps to dispose the solid waste especially in public markets and shopping centres. Nearly half of the GPs told us that they are not taking steps to prevent the communicable diseases. Ninety percent of the GPs have not taken steps to prevent the sale of contaminated food products. Seventy-eight percent of GPs are not conducting health inspections in hotels.
- Performance of other civic functions like maintenance of burial ground, providing parking place for vehicles and constructing waiting sheds and public comfort stations, were also poor. Regarding other civic functions like killing stray dogs, construction and maintenance of slaughter houses and mosquito control, the performance of the GPs is poor.

### **Implementation of Social Security Schemes**

- The study examined the implementation of welfare schemes and its impact on the mandatory, civic and Plan functions of the GPs. The schemes which were studied are Agricultural Workers' Pension,

Unemployment Assistance, National Old age Pension, Destitute Pension, Pension for Physically and Mentally Challenged, and Pension for Unmarried women above 50 years and Unmarried Mothers. Eighty-seven percent of the sample GPs reported that the implementation of agricultural workers' pension had affected the work load of staff and they were compelled to stop office work on an average, 8 days, in a year.

- It is reported that the GPs were forced to stop 18 days office work in a year for the distribution of the unemployment allowance. The study revealed that for distribution of the National Old Age Pension, the GPs were compelled to stop office work for 7 days on an average in a year. Similarly, the distribution of Destitute Pension, Pension for Physically and Mentally Challenged and Pension for Unmarried Women above 50 years and Unmarried Mothers have increased the work load affecting the execution of mandatory, civic and plan functions of the GPs. Nearly 75 percent of GPs expressed the view that distribution of welfare pensions adversely affected their implementation of civic, mandatory and plan functions.

### **Transferred Institutions and Delivery of Services**

#### **Veterinary Hospitals and Sub-centres**

- The major findings on the functioning of veterinary hospitals and sub-centres which were transferred to GPs are the following: The hospitals use to treat on an average of 100 livestock per week per institution. Lack of medicines to be distributed to the livestock farmers is a serious problem in one-fourth of the institutions. Majority of the veterinary institutions are not conducting programmes to prevent the spread of communicable diseases. There has been a steady increase in the demand for veterinary services, but there is no corresponding increase in the facilities of the hospitals or staff strength. The major problems faced by the hospitals are shortage

of medicines; medical and para medical staff and lack of buildings, cattle-shed, operation theatre, ultrasound scan system and medical equipment etc. Poor maintenance of buildings and other assets is also a serious problem.

### **Government Lower Primary Schools (LPS)**

- Due to continuous fall in the enrolment of students, adequate number of students is not available in LPSs. The average number of students in sample 111 LPSs is 106 and average number of divisions 5.3. Due to poor facilities and poor teaching, the parents prefer to send their children to private or private aided schools.
- Majority of the schools reported that the number of new enrolment in a year ranged between 1 and 25 children. A notable finding is that the LPSs have been getting transformed into schools meant for poor students. The study results show that majority of students studying in almost all LPSs. (98 percent) belonged to poor households.
- Of the total sample schools, 96 percent have latrines and 95 percent have drinking water. The major problems faced by the schools are lack of play ground, toys, computer, furniture, kitchen materials and inadequate maintenance of buildings and equipments.

### **Public Health Institutions**

- Most of the public health institutions consisting of Primary Health Centres, hospitals and dispensaries are functioning in buildings owned by Government or GPs. These institutions provide treatment for communicable and non-communicable diseases. The average number of patients treated for communicable diseases per hospital per month was 446 and non-communicable 1,307. The largest numbers of patients turned up for treatment were for viral fever, cold, headache, anaemia, hepatitis, diarrhoea etc. The other major diseases treated are acute respiratory

problems, gastro enteritis, ulcer, diabetes, BP, arthritis, rheumatism, skin diseases etc.

- Majority of patients who are coming to public health institutions for treatment belong to poor category. Eighty-seven percent of the institutions reported that they were able to distribute adequate medicines to patients. On the other hand, 13 percent do not have medicines for supply to the patients. Lack of adequate space, rooms, medical equipment, inverters, freezers etc. are the major problems reported by the hospitals. Shortage of staff, especially para-medical staff, is another serious problem. Lack of permanent building, compound walls, accessibility to hospital, vehicles etc. are the other problems reported by the institutions.

### **Anganwadis**

- The study revealed that the Anganwadis are facing serious infrastructural problems. Of the total, 27 percent Anganwadis are functioning in rented buildings without adequate space or play grounds. Regarding availability of toilet, drinking water and electricity, the situation is very poor. Twenty-one percent of the sample Anganwadis do not have toilet, 35 percent do not have drinking water and 55 percent have lack of electricity. Being a child care centre, a play ground is an essential requirement. But one third of the Anganwadis do not have play ground and the rest do not have adequate space for play grounds. Majority of the Anganwadis do not have adequate playing equipment.
- Though the Anganwadis provide food and health services to children, pregnant women, adolescent girls and old people, the average number of beneficiaries are few. The average number of children registered per Anganwadi for noon-feeding was 16, and general and noon feeding 20. Average number of pregnant women availing general feeding ranged between 2 to 8. The adolescent girls availing the general feeding per unit is 10 and old people 3. Thus the data suggest that except children, the other categories of

beneficiaries are few in number. For medical tests, only small share of pregnant women use the services. The old people are not interested in availing the free supply of food.

- The Anganwadis are faced with a number of problems. Lack of adequate space, electricity and drinking water are the major problems faced by them. Lack of own buildings, play grounds, toilets, storage facility, inadequate kitchen and cooking gas are the other major problems faced by them. Poor maintenance of buildings, compound walls, utensils and other assets are other problems. Though it is the duty of GPs to provide all these facilities, they failed to provide them. Inadequate resources of GPs also contribute to the poor state of affairs of Anganwadis.

### **Expenditure on selected infrastructure**

- Though the Grama Panchayats utilise a sizeable amount for public works, its major share goes to road works (82 percent). Again, under road works, Grama Panchayats have given priority to tarred roads and concrete roads. The study shows that Panchayats give almost equal importance to new works and maintenance works. The Grama Panchayats undertake extension of electric line works to provide electricity in rural areas and utilise 6 percent of the total funds spent for public works in 2010-11. Similarly GPs utilised 11 percent of the funds for drinking water supply schemes.

### **Performance of MGNREGS**

#### **Implementation of the scheme**

- Regarding implementation of the scheme, 96 percent of the sample GPs reported that the works under the scheme are being executed based on the work plan which was prepared by the GP committee (66 percent), Secretary of GP (10 percent) and the rest by ADS and Grama Sabha (24 percent). Of the 50 sample GPs, 48 reported that the work plan was prepared strictly following the norms.
- In majority of GPs, the selection of Mate was from Kudumbasree units (56 percent)

and the rest were selected on the basis work experience (18 percent), educational qualifications (8 percent) and other efficiency criteria (18 percent). One-third of the GPs reported that Mate has a major role in the allotment of work. Regarding the role of vigilance and monitoring of works, 84 percent reported that they have monitoring committees. On the other hand, 16 percent reported that there was no monitoring committee, but monitoring was made by Secretaries or Members of GPs. The data suggest that monitoring is not effective in majority of GPs. In the selection of beneficiaries, it is found that Grama Sabha has a major role. Kudumbasree also plays a major role in the selection of beneficiaries under the scheme.

- Female workers constitute the largest share of registered card holders (76 percent) as well as workers (86 percent). The majority of the workers also belong to BPL families (62 percent). On the other hand, workers belonging to APL accounts for 38 percent. Among the districts, Thiruvananthapuram has the largest number of card holders who demanded employment, in the number of female workers, share of BPL card holders and in the share of BPL female workers.
- There are many factors which contributed to unsatisfactory implementation of MGNREGS. They are shortage of administrative staff, other categories of staff, data entry operators etc. The huge drop out of temporary data entry operators is a major problem. Excessive political intervention of local political functionaries, members of Grama Panchayats, lack of suitable works, the identification of works etc. also contributed to poor performance of MGNREGS. Sixty-four percent of GPs reported that they could not create any assets under the scheme.
- The GPs were not able to achieve the target days of employment of 100 days per family per year. The sample GPs provided 58 days employment per year. There was considerable variation in the hours of work per day in different districts and ranged between 8

hours to 6 hours. The average daily wage per worker was Rs.150 and the payment was made through banks (94 percent) and post offices and co-operatives (6 percent). There were also delays in processing the salary bills and payments. The GPs reported that 26 percent shared one week, 30 percent two weeks, 36 percent three weeks and 8 percent above 3 weeks.

- Both public and private works were executed under the scheme. Eighty percent of the GPs reported that works taken up under the scheme included both public and private works while 20 percent executed only public works. Thirty-four percent of the public works undertaken were irrigation works such as cleaning of canals, ponds, desilting of tanks, renovation of traditional water bodies and also some minor irrigation works. Thirty-two percent of the works reported belong to rural connectivity such as construction of roads, culverts, footpath, road dressing and other road works. Twenty five percent of works related to both irrigation and rural connectivity and nearly 9 percent of the works include cleaning of school premises, waste disposal, seashore cleaning and also some land development works.
- Regarding the administration of the scheme, the GPs are facing the problems such as low wages and honorarium (48 percent), shortage of work (13 percent), shortage of field staff (13 percent), improper work allotment (18 percent) and lack of adequate funds (12 percent). The data entry operators appointed on temporary basis gave up the job due to low wages and heavy workload.
- The field visits could not be undertaken properly because of low honorarium given to the staff. There was also delay in the preparation of work plan, and other administrative process as such as payment to beneficiaries, monitoring, execution and supervision of works. Also clashes, between GP staff and Members adversely affect proper co-ordination and effective implementation of the programme. The lack of materials,

vehicles, and other facilities also affect the proper implementation of the Scheme.

### **Impact of the scheme on Workers**

- A prominent feature of MGNREGS in the State is the high level of women participation. Of the total 212 sample workers, the share of females is 94 percent and male 6 percent. Due to the wide difference in the wages of MGNREGS and market rate, the male workers are not interested in joining the scheme. Two-thirds of the workers are in the age group 20 to 50.
- The sample workers mostly comprise of women who have no prior experience in daily wage work. They belong to the families where some other source of income exists. Nearly 10 percent of the respondents have no other source of income as the head of the households are unemployed, sick, disabled and old. Thus, the study reveals that nearly three-fourth of the respondents considered MGNREGS as a subsidiary source of income. The monthly income of more than half of the respondents (54.7 percent) is less than Rs. 1,000/-. The monthly income of another 25 percent is between Rs. 1,000 and Rs. 2,000 and 14 percent of Rs. 2,000 to Rs. 5,000.
- Due to the problem of few working days in MGNREGS, 32 percent of the respondents reported that they were engaged in other activities such as agriculture, construction and others, earning an average daily wage of Rs. 233. Except a few (5 percent), all the workers reported that they are interested in the work. Some consider this as a public job and they earn Government salary. Most of them consider the work load as moderate and work environment, good. Among the female workers only 3 percent reported some kind of sexual or political harassment at worksite.
- The female workers spend their income from MGNREGS for domestic purposes, consumption, education of children and medical treatment of family members. Except for a small share, workers expressed satisfaction about the selection of workers,

nature of work, work load, other conditions of work and mode of payment. On the other hand, regarding the wages, three-fourth said that the wage rate is low. Seventy-two percent of the workers consider excess interference by elected members of GP.

## **Recommendations**

### **Civic Functions**

- A basic responsibility of the GPs is to provide good quality civic services to the public. But the study reveals that GPs generally failed to provide satisfactory services. It is suggested that the GPs give top priority for improving the delivery of civic services.
- Forty percent of the GPs reported that they are not taking any steps to protect drinking water sources and wells. We recommend that the GPs take necessary steps to protect drinking water sources and wells.
- Majority of the GPs reported that they are not implementing measures to dispose solid waste. It is suggested that the GPs prepare a comprehensive plan for disposing waste taking into consideration of local geographic features. The GPs should also allocate more funds for waste disposal.
- Nearly half of the GPs reported that they are not taking any steps to prevent the spread of communicable diseases. The GPs should take steps to prevent the spread of communicable diseases through cleaning programmes, waste disposal, mosquito-killing and supply of pure drinking water.
- Eighty-six percent of the GPs reported that they are not maintaining burial ground/ cemetery. This is a serious issue that requires urgent attention of GPs.
- Almost all (96 percent) Grama Panchayats have not taken steps to provide parking place for vehicles. In the context of spurt in the growth of vehicles in Kerala, urgent measures are required to address this issue.
- Eighty-six percent of GPs reported that they are not maintaining public comfort stations. We suggest that urgent steps should be taken to address this issue.

- Lack of slaughter houses in the GPs is creating serious health problems to the non-vegetarians in Kerala. Currently, nobody is checking the meat sold through the numerous petty shops. We recommend that the GPs take steps to provide slaughter houses in all GPs.

### **Implementation of Social Security Schemes**

- With the transfer of welfare and pension schemes to GPs, there has been a major shift in their activities and the entire time, energy and resources are utilized for pension distribution. This has severely affected the civic functions, plan and other development activities. In this context, there is a need to introduce e-governance, increase the staff strength and restructure the entire administrative set up of GP.
- The State government may examine the feasibility of introducing e-governance in GPs with the help of Information Kerala Mission. An appropriate software may be used for this purpose.
- Majority of the Grama Panchayats reported that distribution of welfare pensions forced them to stop their routine office work for a number of days. It also adversely affects the functioning of the GPs. In this context, we suggest that an expert committee may be constituted to examine the staff strength in all the LSGIs particularly GPs to study various functions they perform vis-à-vis the present rate of performance and suggest modifications to solve the deficiency of staff.

### **Transferred Institutions and Delivery of Services**

#### **Veterinary Hospitals and Sub-centres**

- Appointment of permanent staff and increasing the medical and para medical staff.
- Grama Panchayats should take appropriate steps to solve shortage in the supply of medicines.
- Organise programmes for educating livestock farmers and prevent the spread of communicable diseases.

- Inadequate infrastructure is the basic problem of the institutions. So measures are needed to be taken to provide buildings, cattle shed, operation theatre, ultra-sound scan system, sub-centres, modern instruments etc.
- The infrastructural facilities, staff and supply of medicines should be increased in tune with the growth in the demand for veterinary services of each institution.
- Measures are required to be taken to improve the maintenance of building, other assets instruments and equipment of the institutions.
- There is a need to strengthen the co-ordination between GPs and veterinary hospitals and sub-centres.

#### **Lower Primary Schools (LPSs)**

- To solve the problem of fall in enrolment of students in the 1<sup>st</sup> standard, the schools should take urgent measures to improve the quality of teaching and physical facilities.
- Top priority should be given to improve physical facilities – provision of play ground, toys, furniture, kitchen facilities, compound walls, smart class rooms, drinking water etc.
- Urgent measures are required to improve the quality of teaching by giving training to teachers, introducing teaching aids, computer, revising of syllabus etc.
- The Grama Panchayats should take steps to provide the required physical facilities and infrastructure.
- The noon-meal programme should be improved with the addition of more nutritious items of food.
- GPs should constitute monitoring committees to monitor the activities of LPS. Representatives of the GP, parents of students, retired teachers and reputed citizens may be included in the committee.

#### **Public Health Institutions**

- The public health institutions coming under GPs should take steps to prevent communicable diseases by effective

treatment and conduct preventive and health awareness programmes.

- As majority of the patients belong to the category of poor people, the hospitals should distribute medicines to the patients. The study found that thirteen percent of the public health institutions are not distributing medicines due to lack of availability.
- Lack of medical facilities is a cause for poor delivery of services. Measures should be taken by GPs to improve the medical facilities viz. provision of adequate medical equipment, beds, inventors, freezers, labs etc.
- Measures should be taken by the Public Health Services Department to provide adequate medical, paramedical and administrative staff. The doctors should be appointed on a full time basis.
- Inadequate physical and infrastructure facilities are a basic cause for the poor delivery of services. There is a need to provide adequate buildings, rooms compound walls, medical equipment, vehicles etc. Measures should also be taken by GPs to conduct timely maintenance of the buildings, equipments, vehicles etc.

#### **Anganwadis**

- Anganwadis should give more priority for providing services to children and pregnant women. Efforts should be made to provide nutritious food.
- The frequency of medical check-up arranged for pregnant women and old people should be increased. Frequent medical check up may be arranged.
- The basic cause for the poor delivery of services of Anganwadis is the absence of the required physical facilities like space, rooms, drinking water, toilet, electricity etc. The GPs should take steps to improve the physical facilities of Anganwadis in a phased manner.
- Most of the Anganwadis do not have any space or play-ground for the children. Priority should be given by GPs to provide play-grounds and play equipments.

- Measures are to be taken to improve the maintenance of building, compound wall, play- grounds and other assets of the Anganwadis.
- Lack of adequate space, cooking utensils, cooking gas, drinking water and facilities are important constraints in providing good quality food to children and other beneficiaries. The GPs should take steps to provide the facilities and materials.
- The staff in the Anganwadis should be given training in child care, preparation of good food and provide assistance to pregnant women and old people.

### **Performance of MGNREGS**

- Major problems of MGNREGS are poor planning, untimely implementation, lack of identification of proper works and leakage of funds due to false reporting of works. Measures are to be taken to address these issues.
  - Lack of suitable works and identification of works are major problems faced during planning process. Therefore, there should be a convergence between the MGNREGS Plans and other development activities of GPs.
  - The State Governments should be given powers to expand the list of permissible works under MGNREGS taking into consideration the local requirements of each region, district or State.
  - Identify the waste land, common land and other public land in Panchayats and develop nurseries, livestock farms, horticulture, and agricultural and allied activities with the help of MGNREGS workers.
  - Provide adequate materials and equipment required for executing the various types of works.
  - Measures should be taken to redress the delay in wage payment.
  - The study results pinpoints the fact that Grama Sabha, MATE, Panchayat committee, elected representatives, monitoring committee are not able to effectively execute their responsibilities due to lack of their proper awareness of the programme
- awareness. We recommend that operational guidelines should be printed in Malayalam languages and distributed to all concerned persons engaged in planning, implementing and monitoring the programme.
- Ward-level, Panchayat level and other special meetings should be organized with maximum participation of card holders and local people and give awareness imported on the benefits of the scheme such as unemployment allowance, working conditions, compensation for delay in wages etc.
  - In order to achieve effective formulation and implementation of the scheme, the monitoring mechanism is to be strengthened. The monitoring committees may be reconstituted with representatives from the Village Government school and nearest Government college, members of the Village and Block Panchayat, representatives of the voluntary organisations operating in the district, local journalists and other professionals, a Government Assistant Engineer and an officer of a nationalised bank operating in the GP.
  - Lack of adequate administrative and technical staff for MGNREGS is the key constraint for its effective implementation. For example, appointment of Programme Officer at Block level and Employment Assistant at Grama Panchayat level has not taken place so far. There is an urgent need to appoint the required administrative and technical staff.
  - Due to lack of adequate number of data entry operators the implementation of MGNREGS is adversely affected. Due to heavy work load and low wages, the data entry operators appointed on temporary basis are giving the jobs. Measures may take to increase the wage rate and other conditions of work of contract staff.
  - The supervisory system or MATE system should be revised. There is a need to appoint trained officials or retired people other than MATE for supervising and monitoring the regular work, maintain muster rolls and check and control the clashes between the workers, harassment, political interference etc.

# 1

## Introduction

**T**he 73rd and 74th Constitutional Amendments were considered the most important milestones in the local self governance in India. Based on the above, the Kerala Panchayat Raj Act 1994 and Kerala Municipalities Act 1994 were passed. The Acts envisaged the transfer of powers and functions of various departments of the State Government to the three tiers-Panchayats, Municipal Councils and Corporations. Based on the above Acts, the State Government has transferred some of the functions and powers of the government departments to the local bodies in Kerala.

Prior to the implementation of the Act, the Grama Panchayats had been performing mainly three types of functions viz. mandatory, civic and provision of basic infrastructure. Being a Local Self Government, the Grama Panchayat has certain mandatory functions such as issue of various certificates, registering the births and deaths, giving permissions for building construction and issue of licences or permits for other purposes. Secondly the Grama Panchayats have to perform civic functions like collecting and disposing solid waste, drainage of water and waste water, cleaning markets, preventing spread of communicable dis-

eases, constructing and maintaining public toilets, waiting sheds in public places etc. Thirdly, it has to provide infrastructure facilities like construction and maintenance of roads, waterways, irrigation, ponds, drinking water supply, electricity etc. With the enactment of the Acts, new functions like Plan implementation, social welfare schemes and maintenance of assets of some institutions were transferred to LSGIs. The Grama Panchayats engaged in performing a few mandatory and civic functions, and having a small administrative machinery, began to witness an unprecedented increase in the administrative, development and welfare activities since 1996. But, there has not been a corresponding change in administrative set-up, modernisation or administration changes in powers, rules and procedures or increase in staff to cater to the requirement of the increased functions. This created severe administrative problems and the Grama Panchayats find it difficult to perform the functions satisfactorily. It is in this context that the study examines the effectiveness of Panchayat Raj institutions in service delivery.

### Review of Literature

In this section, we present a review of literature

on Panchayat Raj and decentralisation of powers in Kerala. The logic behind decentralisation is not just about weakening the central authority, but it is fundamentally about making governance at the local level more responsive to the felt needs of the large majority of population. To facilitate this, the State far from retreating into the minimalist role of classical liberalism, may sometimes have to play a certain activist role enabling mobilisation of people in local participatory development (Bardhan 2002). Decentralisation is an attempt to identify the right divide between the responsibilities of the various tiers of government.

It is believed that devolution of power to local level governments will open up more avenues for the local communities and NGOs to take part in the local decision-making process. It will lead to political empowerment of the poor and facilitate institutional developments and structural changes. But, social scientists do not fully endorse this view. These changes have not happened to the anticipated extent in Kerala, so far. a government under capitalist democracy put to decentralised planning cannot lead to structural changes. (Rajan Gurukkal 2001)

Success of local level administration and planning depends on the active participation of different stakeholders. To quote Thomas Isaac, "people's representatives at the national or state level cannot be the role models for the LSGs. The development administration at the grass root level demands day-to-day involvement of the elected representatives. At the same time, the officials, experts and voluntary activists have also their own roles. The elected representatives, as the co-ordinators of the local development activities, should recognise the legitimate role of others, particularly the officials and develop a partnership based on mutual respect". (Thomas Isaac 2001).

Transfer of powers from state government to the local governments will expand service delivery because the authority goes to those more responsive to the user needs. Local government has the advantage of knowing the ground realities. The political accountability of them is much more than that of the other governments. The main reason for the local government still retaining the informational advantage, in practice, has to do

with the political accountability. In democratic countries, the local politicians may have more incentive to use local information than national or provincial politicians since the former are answerable to the local electorate, while the latter have wide constituencies where the local issues may get diluted. (Bardhan 2002).

Effective local level planning is possible only if necessary power has been devolved to local bodies. Thus, political decentralisation is a pre-condition for successful decentralised economic planning. Defining the functional domain of each local body is the crucial aspect of democratic decentralisation in which demarcation of functions of each layer of government is specified. If the local bodies are to function as genuine local self government institutions, functional co-ordination among different tiers of government is needed to avoid duplication and gaps. Administrative decentralisation requires the deployment of staff with necessary expertise and authority at appropriate levels to discharge the functions devolved by law. In other words administrative decentralisation implies the autonomy enjoyed by sub-national governments. Thomas Isaac has suggested that an administrative support structure has to be created by establishing horizontal linkages, effecting institutional changes, redeploying staff, generating an information base and training personnel. In his opinion, the democratic decentralisation being carried out in Kerala still has a long distance to travel before its ideals can be realised. Only a minority of local bodies have risen to ideals set out in the campaign (Thomas Isaac 2001).

While comparing the decentralised planning experience of West Bengal and Kerala, Charvak has made the following observations; "The Panchayat Raj system provided a basic framework for decentralised planning in West Bengal. The key turning point for West Bengal in decentralized planning came in 1978, with the election to the local bodies and implementation of the Act of 1973. But, Kerala remained one of the most backward states in terms of decentralisation till the first half of the 1990s. It is a case of lack of political will which may be related to the absence of any mass mobilisation in support of decentralisation. In Kerala, experiment of decentralized planning is more in accordance

with the constitutional vision of the role of local bodies being self-governing units. Functional and financial devolution is being attempted to the greatest extent possible with the expectation that the necessary administrative devolution would follow soon. Popular participation and voluntary help from experts would possibly enable local bodies to overcome the immediate handicaps of limited administrative devolution. But unless the required administrative devolution is also introduced soon, the decentralisation of planning process may not go far. (Charvak 2000).

Fiscal decentralisation is another important issue. R.P.Nair in his study pointed out that in the early nineties, the assigned tax occupied a significant share of the total tax revenue, but towards the end of 1998-1999, its contribution has come down in the case of all Panchayats. The main reason for the fall in the relative share of assigned taxes, especially income from stamp duty, is the under valuation of properties both in the urban and rural areas. according to him, inter-panchayat variations in terms of basic facilities reveal that Panchayats located close to urban areas enjoyed better amenities when compared to other Panchayats and this has an impact on the working of these Panchayats and their capacity for mobilising resources internally. Building tax is an important component of the revenue of the Panchayats. The need for reforming the present system of building taxation is also felt (R.P. Nair 2004).

M.A.Oommen, who headed a committee to evaluate the decentralised planning in Kerala, found that there is considerable variation in the revenue base of the state and efforts of revenue mobilisation by local bodies. There is tremendous potential for both tax and non-tax revenue. Grants should not turn out to be a disincentive to revenue efforts. He has observed a negative correlation between plan grants and tax efforts since 1996 at the microlevel. This negative correlation is more pronounced in the case of municipalities than in the case of the Panchayats (Government of Kerala, 2009).

The decentralisation process with three-tier Panchayat raj institutions launched in Kerala placed citizens at a higher level of involvement in planning. compared to the period prior to 1997, the

involvement of common man in planning process increased in Kerala and this has enabled planners to identify certain local level problems and tackle them. But, several studies made in the context of decentralized planning had shown that this new venture has several limitations.

A study conducted in two Grama Panchayats in Thiruvananthapuram (Kanjiramkulam and Karumkulam) showed that awareness of the poor people, especially women, regarding their importance and role in planning process is quite limited. Wide spread misutilisation of funds allotted for individual beneficiary programmes is a serious limitation of decentralised planning. Individual beneficiary programmes in the study areas have not resulted in creating sustainable assets for beneficiaries (P. Krishna Kumar 2000).

More or less same results have been arrived at in a study conducted in other two Panchayats in Thiruvananthapuram district (Vithura and Nanniyode Grama Panchayats). According to the study, more than a quarter of the funds/assets distributed under individual beneficiary programmes in the production sector in 1997-1998 have turned out to be unproductive. The distribution of multiple benefits to the same person is also rampant. (N.D.Gopinathan Nair) In a study conducted in four Grama Panchayats in Chowannoor block Panchayat in Thrissur district during the first year of decentralised planning, it was found that only five to eight percent of the people attended the Grama sabha meetings. The Grama Panchayats had not made any serious effort to create employment opportunities. The beneficiary contribution towards projects implemented was also negligible. Even ten percent of the amount to be collected as beneficiary contribution is not collected (B.A.Prakash 1999).

As participative development is the main strategy of decentralized planning, the community development projects taken up under this programme should bring down the failure rate of such projects and improve their sustainability. This hypothesis was tested through a field-based study of social development projects implemented by PRIs in Thiruvananthapuram district in the first three years of people's planning. This study proves that the extent of participation by benefi-

ciaries in community projects is limited and their beneficiary contribution is negligible. The study has found that of the twenty projects examined, only five projects could sustain with or without Panchayat subsidy. Sustainability of projects are adversely affected by several factors such as lack of vision in the selection of projects, poor participation from beneficiaries, long delay in execution of the projects, political unrest and administrative inefficiency (N.D.Gopinathan Nair 2004).

A study has evaluated the performance of Krishi Bhavans, (a transferred institution to Panchayats) The major findings of the study are the following :

The functions of Krishi Bhavan are confined largely to routine administrative work and implementation of schemes.

The activities of Group farming societies are not effective enough to encourage collective efforts among farmers.

The Karshika Vikasana Samithi does not serve the purpose for which they are constituted, namely to function as an advisory body in the reorganized Panchayati Raj system (Jin Raj 1999).

M.A.Oommen has observed that the issues in agriculture sector cannot be handled by local governments alone. There are several issues of co-ordination and convergence which are policy-related. Lack of co-ordination among different departments/agencies (agriculture, animal husbandry, irrigation, electricity board etc) in the sector is hampering its activities. Proper co-ordination between local governments and the various line departments whose functional domain falls within local government's jurisdiction is absolutely essential. This is conspicuously missing. Like plan formulation and co-ordination, plan implementation also is equally important. There is no project management system. There is a wrong feeling that plan implementation means plan expenditure. Monitoring and evaluation must focus on outcomes (M.A.Oommen 2009).

While looking at the people's planning in general in Kerala, Sheela Varghese has pointed out that people's plan also encounters macro challenges posed by globalisation (Sheela Varghese 2001).

G.Gopikuttan has highlighted certain challenges that decentralised planning face. According to

him, majority of the programmes and projects planned under participative planning programme were oriented towards the weaker sections which form only a minority in the local context. The dominant middle class has no significant stake in such activities. According to him, the bureaucracy and the governing body members are overburdened with host of activities and responsibilities. The state government failed to recognise the volume of professional inputs required for local planning. Lack of integration of programmes initiated and implemented by the three tiers of PRIs, line departments and centrally-sponsored schemes are also highlighted as a challenge by him. (Gopi Kuttan 2009).

A notable study which evaluated the experience of first decade of decentralisation is the edited work of M.A.Oommen (M.A.Oommen, 2007). The book concentrates on the theory and practice of decentralised planning and on decentralisation and gender in Kerala. The paper by John and Jos Chattukulam in this volume seeks to bring out the great chasm between high expectations and what was really obtained. The authors have identified the political dimensions of decentralisation. They have pointed out some serious issues relating to decentralised governance in Kerala. Most of these issues have relevance in other states also. Three papers in the volume are related to women in local governance. The authors of these papers, Aleyamma Vijayan, Devika and Binitha V.Thampi and Mridul Eapen have evaluated the initiatives of Kerala in trying to integrate gender mainstreaming with decentralised planning. The role of Woman Component Plan (WCP) and 'women-oriented', State Poverty Eradication Mission (Kudumbasree) in this regard are well explained in these papers. The authors have remarked that even though the issues related to gender inequality and poverty among women are brought to the centre of local planning and policy debate in Kerala, the extent to which such issues are resolved and women are empowered is still a question in the State.

The Committee constituted under the Chairmanship of M.A.Oommen to evaluate decentralised planning and development in the State has examined various aspects such as fiscal decentralisation and fiscal management, impact

of decentralised planning on health, women empowerment, marginalised communities, delivery of services and need for building data base for local governance. The committee has pointed out that own sources Revenue (OSR) in nine districts in Kerala is below the state average. Wide scope for the enhancement of revenue through non-tax sources is highlighted in the report. It was suggested that items like licence fees, permit fees, user charges, service charges etc. be brought under periodic review for coverage and enhancement. Poor technical support base is noted as a glaring weakness of decentralised planning in the state. Plan implementation suffers due to the absence of proper project management system. Monitoring and evaluation of the projects are seldom made properly. Various institutions transferred to the PRIs are still not under their administrative control. It is reported that woman component plans (WCP) are not properly designed, and projects formulated under WCP did not address the strategic needs of women. Projects/ programmes for the marginalised communities also face same problems. The committee highlighted the need for building a data base for PRIs (Government of Kerala 2009).

M.A.Oommen in his report stated that the services related to welfare measures for the poor and Scheduled Castes and Scheduled Tribes are ridden with lack of transparency. Many of those who deserve assistance have been sidelined in the process. In the absence of a data bank, adhoc lists are prepared in several cases for every scheme favouring those who line up behind the Ward Councillor/member or those who are with the ruling party. Oommen has observed that significant improvements are required in the delivery of services such as permission/ registration/ licence services and social welfare schemes directed towards the poor. According to him, every service delivered by Grama Panchayat should be made known to the people. Information regarding not only the type of service but also the documents which should be produced, how to apply for the service, when can one expect the service etc. should be provided to the people. He said, "Grama Panchayats should be exposed to 'best practices', with regard to the delivery of services that have happened in local governments within the state and in other states".

Such exposure training is also required to the elected members of the local bodies.

An attempt was made to examine the mandatory and civic functions, implementation of pension and welfare schemes and maintenance of assets transferred to local self government institutions (LSGIs). The study, conducted for the third state finance Commission, Government of Kerala, collected information about the above aspects from fifty Grama Panchayats belonging to thirteen districts and five municipalities and one municipal corporation. The study concluded that the LSGIs were able to execute the welfare schemes in a satisfactory manner. On the other hand, in the case of the majority of mandatory and civic functions, the LSGIs failed to provide satisfactory services to the public. The maintenance of the assets of the transferred institutions was also found unsatisfactory. The study found that there has been a major shift in the emphasis of the developmental activities and the role of LSGIs as institutions meant for local level development. The LSGIs had been transforming themselves as institutions meant for distribution of pensions, Welfare Schemes and other payments (B.A.Prakash 2005).

From the above review of literature we can see that the studies mainly focus on the topics on decentralisation and transfer of powers, decentralised planning implemented through local self government institutions, decentralised planning and local level development, activities of the Grama Sabha and decentralisation and women empowerment. Studies have not attempted to examine the role of local self governments in the execution of mandatory and civic functions. Though a number of services are delivered through Local Self Government Institutions, attempts have not been seen made to examine the quality of the services provided and its delivery. This is the context in which this study focuses on the delivery of services and its effectiveness.

### **Objectives of the Study**

1. To examine the mandatory and civic functions of Grama Panchayats and the effectiveness of its delivery.
2. To look into the effectiveness of the pen-

sion and welfare schemes implemented by Grama Panchayats.

3. To examine the maintenance of assets and delivery of services of the transferred institutions to Grama Panchayats namely veterinary institutions, public health care institutions, Lower Primary Schools and Anganwadis.

4. To study the performance of the delivery of the services of the Centrally Sponsored Scheme namely MGNREGS.

5. To give suggestions to improve the service delivery of the Grama Panchayats.

### **Method of study**

Secondary data related to Panchayat Raj Institutions was collected from the sources such as Department of Economics and Statistics, State Planning Board of Government of Kerala, Ministry of Rural Development and other official sources. Besides, the information was also collected from books and journals. Reports of the different committees appointed on Panchayati Raj and decentralised planning were also used for the study.

Primary data for the study of the civic, welfare, mandatory and development activities of Grama Panchayats was collected from the selected sample Grama Panchayats. Out of the 978 Grama Panchayats in the State, 5 percent of them were selected for the study. Sample panchayats were selected by giving representation to all districts in Kerala. Stratified random sampling technique is used to identify the panchayats to be included in the sample. Sample panchayats so selected give representation to coastal, midland and highland of Kerala. Panchayats with and without urban proximity are also included in the sample.

To study the stated objectives of the project i.e. service delivery of Grama Panchayats, detailed interview schedules were used. Through these schedules, general information about the Grama Panchayats under study, details about the mandatory and civic services provided, details of the social security/pension schemes implemented through the panchayats and the specific problems of pension distribution, expenditure incurred by the panchayats for public works such as electricity, drinking water and irrigation, how assets and

institutions transferred to Grama Panchayats are maintained; and details regarding the functioning of veterinary hospitals, Primary Health Centres and government lower primary schools and anganwadis were collected. We have also conducted a study of the Mahatma Gandhi National Rural Employment Guarantee Programme by collecting information from Grama Panchayats and beneficiaries by using separate interview schedules. Interviews were conducted in 50 Grama Panchayats.

The data collected have been classified, tabulated analysed and interpreted. Apart from collecting data through the interview schedules, discussions with the panchayats officials and other stake-holders were also made. Detailed discussions were made with Presidents and officers of Grama Panchayats, officers in charge of transferred institutions such as Veterinary Institutions, Public Medical Care Institutions, Lower Primary Schools and Anganwadis. We have also conducted discussions with the officials in Grama Panchayats in charge of the administration, the Supervisors (Mate), the elected members of Grama Panchayats and beneficiaries of the MGNREG Programme.

### **Chapter Scheme**

The study is presented in nine Chapters. Chapter one discusses the contexts of study, review literature, objectives, method and sources of data. In chapter two and three, we present the theoretical issues of decentralisation and transfer of functions and profile of sample Grama Panchayats respectively. In chapter four, we analyse the delivery of mandatory and civic services of Grama Panchayats. Chapter five presents the implementation of social security and social welfare schemes of Grama Panchayats. In chapter six, we present the transferred institutions and the delivery of services. Chapter seven deals with the expenditure on selected infrastructure. The performance of and the delivery of services of the MGNREG Programme is discussed in chapter eight. Chapter nine presents conclusions and recommendations.

# 2

## Decentralisation and Transfer of Functions in Kerala

In this chapter, we present the context in which the Kerala Panchayat Raj Act 1994 was passed, transfer of powers and functions to Panchayats since 1956, transfer of functions as per Kerala Panchayat Raj Act 1994, introduction of decentralised planning and Finance Commission and devolution of funds to Local Self Government Institutions (LSGIs) in Kerala.

### Introduction

Since the inception of economic planning in 1951, India has been following a highly centralised system of plan formulation and implementation. Five year and annual plans are prepared mainly by central and state government departments based on their priorities in a centralised manner. The planning agencies at the national and state levels have in effect played the role of fixing certain targets and priorities and co-ordinated the plans prepared by different departments. In the case of State plans such as individual plan projects, financial outlay, annual plan proposals etc, the final approval rests with the national planning agency and Central government. The State plans were also formulated and implemented by the various departments in a centralized manner. This

centralised system of planning continues even today except in the case of plan activities of local bodies. Though there has been a lot of discussions about decentralization of powers and functions to local bodies since 1950's, nothing concrete has happened till the passing of 73rd and 74th amendments of the Constitution of India. These amendments have led to the setting up of a decentralised democratic Local Self Government system in all States and union Territories of the country.

Due to the above amendments of the Constitution, it became mandatory for the State governments to enact a three-tier Panchayat Raj System. The State government enacted Kerala Panchayat Raj Act, 1994 envisaging the transfer of powers and functions of various departments of the State government to local bodies such as District, Block, Village Panchayats and Municipalities. Though the United Democratic Front (UDF) Government enacted the Act and took steps for decentralisation of planning, they lost power in the election. The Left Democratic Front (LDF), which came into power in 1996, gave a new thrust to the planning. They named it as people's plan campaign and vigorous efforts were made to implement it during their rule between 1996 and 2001. It is believed that many

of the socio-economic problems of local areas can be solved through decentralised planning.

### **Transfer of Powers and Functions to Panchayats since 1956**

At the time of the formation of Kerala State, there were 495 Panchayats in Travancore-Cochin area and 399 Panchayats in Malabar area. However, it may be noted that for some time even after the formation of Kerala, the local bodies in the two regions continued to function under widely different legislations, two-tier arrangement in Malabar and a single-tier arrangement in Travancore-Cochin. This was due to the difference existed in the legislation on Panchayats in Travancore-Cochin and Malabar, which was part of Madras State. In Malabar area, the Panchayats were governed by the Madras Village Panchayat Act of 1950 and in Travancore- Cochin, it was Travancore-Cochin Panchayat Act of 1950.

The Panchayat Raj System recommended by the Administrative Reforms Committee of 1958 (ARC) was essentially a two-tier system. Both the Village Panchayats at the bottom and the District Councils at the district level, both directly elected. The committee strongly urged for the constitution of village panchayat as the viable and basic grass-root level unit of administration and development. The ARC recommended that the village Office be merged with the Panchayat. All the government staff working at Panchayat level in education, public health, agriculture, animal husbandry and cottage industries were to work under the control and supervision of the Panchayats.

The recommendations of the ARC laid the basis of Kerala Panchayat Bill and Kerala District Council Bill of 1958. The new government that came to power subsequently ignored many of the recommendations of ARC, while passing the Kerala Panchayat Act, 1960 and Kerala Municipal Corporation Act, 1961. A major defect of the 1961 Act was that there was no intermediate tier between the State government and the grass-root level local bodies. The absence of an intermediate tier at the district or at the Block levels was a major hindrance for integrating development activities with the Panchayat Raj System.

The Left Front Government that came to power in 1967, introduced a new Kerala Panchayat Raj Bill. A two-tier structure with Panchayats as the basic unit and District Panchayats at the district level was mooted. The District Panchayat was visualised as an executive agency. It was later re-introduced with certain changes, as the Kerala District Administration Bill, 1971. This Bill was also allowed to lapse.

In 1978, the Kerala District Administration Bill was once again introduced after removing items on police function and restricting the district administration to revenue functions and was passed in 1979. In January, 1991, the first election to the District Council was held. The Left Front came to power in majority of the District Councils. The UDF Government which came to power, subsequently had curtailed some of the powers of the District Council. However, after the enactment of Kerala Panchayati Raj Act of 1994, subsequent to 73rd and 74th Constitutional amendments, the District Councils were formally disbanded.

Regarding the financial situation of the local bodies of Kerala, we may say that the extent of financial devolution to the Grama Panchayats has been relatively high, one important reason being the fact that while resources for the local bodies had to be divided among the three tiers in most other states, in Kerala only one tier existed in Kerala. While, in India, only around 11 percent of the revenues, of the rural local bodies is from their own taxes and non-tax revenue, in the case of Kerala, the proportion is as high as 60 percent (Charvak, 2000). A similar difference exists in the case of urban local bodies also. This is because Panchayats in Kerala have enjoyed, from the 1960s on the right to impose taxes on buildings, professions and entertainment.

### **Kerala Panchayat Raj Act 1994 and Transfer of Functions**

The 73rd Constitutional Amendment was considered the most important milestone in the local self governance in India. Based on the above, the Kerala Panchayat Raj Act 1994 was passed. The Act envisaged the transfer of powers and functions of various departments of the State government

to the three tiers namely panchayats, Municipal Councils and Corporations. Based on the above Act, the state government has transferred some of the functions and powers of the government departments to the local bodies.

Between 1995 and 2001, the State government had transferred the following institutions and posts to Grama Panchayats, Block Panchayats, District Panchayats and Municipal Council/Municipal Corporations. The major institutions transferred to the Grama Panchayats are Krishi Bhavans, Veterinary Sub-centres, Veterinary Dispensaries, Day Care Centres, Anganwadis, Balawadis, Nursery Schools, Ayurvedic Dispensaries, Primary Health Centres, Government Dispensaries and Government Lower

Primary Schools. The list of institutions and posts transferred to Grama Panchayats till 2001 is given in Table 2.1. The major institutions transferred to Block Panchayats were Assistant Director's Office of Agriculture Department, Industries Extension Office, Block Development Office, Old Age Homes, Tribal Extension Office and Government Taluk Hospitals. The list of institutions and posts transferred to Block Panchayats till 2001 is given in Table 2.2

The major Institutions transferred to District Panchayats were the following : District Agricultural Office, District Agricultural Farm, District Veterinary Centres, Fisheries Schools, part of District Industries Centre, Upper Primary Schools, High Schools and one Division Office of PWD. The

**Table 2.1**  
**Institutions and posts transferred to Grama Panchayats**

1.	Agriculture Department	Krishi Bhavans of the respective places
2	Animal Husbandry Department	Veterinary sub-centre, Veterinary Dispensary/Hospitals of respective places
3	Dairy Development Department	One Dairy Extension Officer and Auxiliary posts
4	Fisheries Department	One fisheries Sub Inspector
5	Rural Development Department	Two posts of Village Extension Officer
6	Social Welfare Department	Day care centres and Anganwadis of the respective places
7	SC Development Department	Balawadies, Balawady-cum-feeding centre, seasonal day care centre and dormitories of the respective places..
8	Tribal Development Department	Balawadies, Medical Unit, Nursery Schools, Midwifery centres & Ayurvedic dispensaries of the respective places
9	Health Services Department	Primary Health Centres(Allopathy) and Government Dispensaries
10	Health Departmens (ISM)	Government Ayurvedic Dispensaries and Hospitals of the respective places.
11	Health Department (Homeo)	Government Homoeo Dispensaries and Hospitals of the respective places
12	General Education Department	Government Lower Primary Schools of the respective Schools places
13	Public Works Department	One post of Public Works Overseer

Source : State Planning Board, 2002

**Table 2.2****Institutions and Posts transferred to Block Panchayat**

1	Agriculture Department	One post of Assistant Director and Auxiliary posts
2	Industries Department	One post of Industries Extension Officer
3	Rural Development Department	The post of Block Development Officer and connected posts
4	Social Welfare Department	Care Homes, Old Age Homes of the respective places
5	SC Development Department	Prematric Hostels of the respective places, the post of Block Extension Officer
6	ST Development Department	Tribal Extension Officer
7	Health Services Department	Block-level Primary Health Centre/(Allopathy) Community Health Taulk Hospitals/ Government Hospitals
8	Health Department (ISM)	Taluk Hospitals of the respective places
9	Health Department (Homoeo)	Taluk Hospitals of the respective places

**Table 2.3****Institutions and posts transferred to District Panchayats**

1	Agriculture Department	(i) Two posts of Deputy Director and auxiliary posts. (ii) The post of District Soil Conservation officer and auxiliary posts. (iii) One Assistant Executive Engineer and connected posts (iii) Soil Testing Laboratory (v) Mobile Soil Testing Laboratory (vi) District Agriculture Farm/Coconut nursery
2	Animal Husbandry Department	Veterinary Polyclinic, ICDP Area Mobile Veterinary Area Dispensary, Farm Unit, Clinical Laboratories not attached to District Veterinary Centres.
3	Fisheries Department	The Fisheries Schools of respective places.
4	Minor Irrigation Department	One section consisting one Assistant Engineer and connected staff.
5	Industries Department	From the District Industries Centre, one post of Manager and connected staff.
6	Rural Development Department	One post of Assistant Development Commissioner and the District Women's Welfare Officer and auxiliary staff.
7	General Education Department	(i) The Upper Primary Schools and High Schools of the respective places. (ii) One Section from the Deputy Director's Office
8	Technical Education Department	(i) Tailoring and Garment making Training Centre of the respective places (ii) Tailoring Trade Centres of the respective places
9	Co-operative Department	One post of Assistant Registrar and one post of Clerk
10	Public Works Department	One division consisting of Executive Engineer and auxiliary staff.

list of institutions and posts transferred to District Panchayat is given in Table 2.3.

The major institutions transferred to Municipal Councils/Municipal Corporations were Krishi Bhavans, part of the Office of Deputy Director of Agriculture, Veterinary Dispensary, Industries Extension Office, Community Health Centres, Taluk Hospitals of the respective places, and Government Primary and High Schools. The list of institutions and posts transferred to Municipal Councils/Corporations is given in Table 2.4

Following the enactment of Kerala Panchayat Raj Act 1994, a number of new responsibilities have also been transferred to the Grama, Block and District Panchayats and Municipalities. The sector-wise responsibilities transferred to Grama, Block and District Panchayats are given in Table 2.5, 2.6 and 2.7.

### Introduction of Decentralised Planning

The Left Democratic Front Government (LDF) which came into power in 1996 had given a new thrust to the decentralised planning in Kerala. They named it 'as people's plan campaign' and publicity was given on an unprecedented scale within Kerala and outside about the plan. In this section, we present the strategy, plan formulation process and organizational setup of the

decentralised planning. The theoretical basis of the decentralised planning of LDF is that due to deficiencies and defects of market mechanism, one cannot achieve socio-economic development which ensures social justice and reduces social and economic disparities and poverty. It is pointed out that investment decisions taken on the basis of the profitability criteria are not socially desirable and won't take into consideration the long-term interests and sustainable development. Hence, it is argued that intervention of the State through decentralised public investment decisions by delegating more administrative and financial powers to local bodies will safeguard the interests of the poor and weaker sections and ensure social justice.

The strategy of decentralised planning in Kerala was formulated based on the following arguments by the Left Democratic Front Government (LDF) which came into power in Kerala in 1996 (State Planning Board, 1996). The first is that the investment decisions taken on the basis of market mechanism will result in the neglect of many social development aspects. The second, since the market is not considering the indirect effects and long term achievements, the development won't be sustained. Thirdly, the profitability criterion will

**Table 2.4**  
**Institutions and Posts transferred to Municipal Councils/Municipal Corporations**

1	Agriculture Department	(i) Krishi Bhavans of respective places. (ii) One post of Deputy Director of Agriculture
2	Animal Husbandry Department	The Veterinary Polyclinic, Sub-centre, Dispensary of the respective places.
3	Fisheries Department	One post of Fisheries Sub Inspector
4	Industries Department	One post of Industries Extension Officer.
5	Health Services Department	Community Health Centres (Allopathy), Government Hospitals, Taluk Hospitals of the respective places.
6	Health Department (I.S.M)	Taluk Hospitals of the respective places.
7	Health Department (Homeo)	Taluk Hospitals of the respective places.
8	General Education Department	Government Primary Schools and High Schools of the respective places.
9	Co-operative Department	One post of Senior Co-operative Inspector

**Table 2.5 Responsibilities Transferred to Grama Panchayats**

Agriculture	Bring cultivation into waste lands and marginal lands Bring about the optimum utilization of land, soil conservation. Production of organic manure. Establishment of nurseries. Promotion of co-operative and group farming. Organising self-help groups among cultivators. Promotion of horticulture and vegetable cultivation. Fodder development, Plant protection. Seed production. Farm mechanization. Management of Krishi Bhavans.
Animal Husbandry	Cattle improvement programmes. Dairy farming. Poultry farming, bee-keeping, piggery development, goat rearing, and rabbit rearing. Running of veterinary dispensaries. Running of ICDP sub-centres. Preventive health programmes for animals and prevention of cruelty to animals. Fertility improvement programmes. Control of diseases of animal origin.
Minor Irrigation	All minor irrigation schemes within the area of a Village Panchayat. All microirrigation schemes. Water conservation.
Fisheries	Development of fisheries in ponds and fresh water and brackish water fish culture, Mariculture. Fish production and distribution. Distribution of fishing implements. Fish marketing assistance. Provision of basic minimum services for the families of fishermen. Welfare schemes for fishermen.
Social Forestry	Raising of fodder, fuel and fruit trees, organising campaigns for tree planting and environmental awareness. Afforestation of waste lands.
Small Scale Industries	Promotion of cottage and village industries. Promotion of handicrafts. Promotion of traditional and mini industries.
Housing	Identification of homeless people and poramboke dwellers and providing house sites and houses. Implementation of rural housing programmes. Implementation of shelter upgradation programmes.
Water Supply	Running of water supply schemes covering in the Village Panchayat. Setting up of water supply schemes covering Village Panchayat.
Electricity & Energy	Street lighting. Promotion of bio-gas. Literacy programmes
Education	Management of Government Pre- primary schools and Government Literacy programmes.
Public works	Construction and maintenance of village roads within the village panchayat. Construction of buildings for institutions transferred.
Public Health & Sanitation	Management of dispensaries and primary health centres and sub- centres (in all systems of medicine) Management of child welfare centres and maternity homes. Immunization and other preventive measures. Family Welfare Sanitation.
Social Welfare	Running of Anganwadis. Sanctioning and distribution of pensions to destitute, widow, handicapped and agricultural labourers. Sanctioning and distribution of unemployment assistance. Sanctioning of assistance for marriage of the daughters of widows. Management of group insurance scheme for the poor.
Poverty Alleviation	Identification of the poor. Self-employment and group employment schemes for the poor.
SC/ST Development	Beneficiary-oriented schemes under SCP and TSP. Management of nursery schools for Scheduled Castes and Scheduled Tribes. Habitats assistance to Scheduled Castes and Scheduled Tribes. Assistance to Scheduled Caste and Scheduled Tribe students. Discretionary assistance to Scheduled Castes and Scheduled Tribes in need.
Sports and Cultural affairs	Construction of play-grounds.
Public Distribution system	Examination of complaints against the public distribution system and taking of remedial measures. Organisation of campaigns against weights and measures offences. General supervision and guidance of ration shops and maveli stores and other public distribution centres and if necessary starting new public distribution centres.
Natural Calamities Relief	Management of relief centres. Organisation of relief works (Repair works to assets will be divided and carried out by the Panchayat in charge of the assets).
Co-operatives	Organisation of co-operatives within the jurisdiction of the Panchayat. Payment of Government grants and subsidies within the jurisdiction.

**Table 2.6**  
**Responsibilities Transferred to Block Panchayats**

Agriculture	Farmers' training for the programmes implemented at the village level. Arrangements of agricultural inputs required for schemes at the village level. Conduct of agricultural exhibitions. Integrated water shed management in water sheds falling within Block Panchayat area. Mobilise agricultural credit. Sericulture.
Animal Husbandry	Running of Veterinary Polyclinics and Regional Artificial Insemination Centres. Provide speciality services in Animal Husbandry. Conduct cattle and poultry shows.
Minor Irrigation	All lift irrigation schemes and minor irrigation schemes covering more than one Village Panchayat.
Fisheries	Development of traditional landing centres.
Small Scale Industries	Setting up of mini industrial estates. Promotion of industries with investment limit of one-third of SSI. Self-employment schemes in industrial sector.
Housing	Popularization of low cost housing. Promotion of housing co-operative societies.
Electricity & Energy	Promotion of non-conventional energy sources
Education	Management of Industrial Training Institutes.
Public works	Construction and maintenance of village roads covering more than one Village Panchayat. Construction of buildings for institutions transferred.
Public Health and sanitation	Management of community health centres and taluk hospitals within the Block Panchayat area in all systems of medicine.
Social Welfare	Management of ICDS.
Poverty Alleviation	Planning and implementation of Employment Assurance Schemes in co-ordination with the Village Panchayats. Skill upgradation of the poor for self-employment and wage employment for people below poverty line.
SC/ST Development	Management of Pre-matric hostels. Promoting Scheduled Castes and Scheduled Tribes Co-operatives.
Cooperatives	Organisation of Co-operatives within the jurisdiction of Block Panchayats. Payment of Government grants and subsidies within the jurisdiction.

result in concentration of wealth, increase in social disparities and incidence of poverty. The fourth stress that for better utilization of resources, safeguarding the interests of poor and ensuring social justice, planning is required. As per the fifth, the past plans have not achieved the desired targets due to centralised plans, departmental system of administration and implementation, centralised nature of bureaucracy, lack of resources for achieving plan targets and lack of participation of people in the planning process. And sixthly, it is hoped that the decentralised planning and giving more powers to local bodies and participation of people in the planning process will solve the above problems.

The main objectives of the decentralised plan-

ning implemented by LDF are the following : (1) Transferring 35 to 40 percent of the total state plan outlay to the local bodies and giving full powers to prepare plan in the 9th Five year plan. (2) Ensure people's participation in plan formulation and implementation and mobilization of local resources-both manpower and physical resources for local investment. (3) Strengthen the level bodies through decentralisation of administrative and financial powers. (4) Expand the plan outlay and activities through resources of local bodies, mobilisation of public contributions, voluntary contribution of manpower for executing public works, beneficiary contributions etc.

**Table 2.7 Responsibilities Transferred to District Panchayats**

Agricultural	Running of agricultural farms other than regional farms and research centres and establishment of new farms. Integrated watershed management in watersheds covering more than one Block Panchayat area. Provision of agricultural inputs. Soil testing. Pest control. Marketing of agricultural products. Cultivation of ornamental plants. Promotion of agricultural co-operatives. Promotion of commercial crops. Biotechnology applications. Field trials and pilot projects to popularise innovation. Locally appropriate research and development.
Animal husbandry	Management of district-level veterinary hospitals and laboratories. Management of dairy extension service units. Promotion of milk co-operatives. Management of farms other than regional farms, breeding farms and research centres. District-level training. Implementation of disease prevention programmes. Field trials and pilot projects on innovative practices. Locally relevant research and development.
Minor Irrigation	Development of ground water resources. Construction and maintenance of minor irrigation schemes covering more than one Block Panchayat Command Area Development.
Fisheries	Arrangements for marketing of fish. Management of Fish Farm Development Agency. Management of district-level hatcheries, net-making units, fish markets, feed mills, ice plants and cold storages. Management of fisheries schools. Introduction of new technologies. Provide inputs required for fishermen. Promotion of fishermen's co-operatives.
Small Scale Industries	Small Scale Management of District Industries Centre. Promotion of small scale industries. Setting up of industrial estates. Arranging exhibitions for sale of products. Entrepreneur development programmes. Marketing of products. Training, Input services and common facility centres. Industrial development credit planning
Housing	Housing Complex and infrastructure development mobilizing housing finance.
Water Supply	Running of water supply schemes covering more than one Village Panchayat. Taking up of water supply schemes covering more than one Village Panchayat
Electricity & Energy	Taking up of micro-hydel projects. Determining priority areas for extension of electricity.
Education	Management of Government high schools (including LP Section and UP Section attached to High Schools). Management of Government higher secondary schools. Management of Government technical schools. Management of vocational training centres and polytechnics. Management of vocational Higher Secondary schools. Management of District Institute for Education and Training. Co-ordinate Centrally and State-sponsored programmes relating to education.
Public works	Construction and maintenance of all district roads other than State Highways, National Highways and major districts roads for institutions transferred.
Public Health and sanitation	Management of district hospital in all systems of medicine. Setting up of centres for care of special categories of disabled and mentally ill people. Co-ordination of centrally and State-sponsored programmes at the district level.
Social Welfare	Payment of grants to orphanages. Starting of welfare institutions for the disabled, destitutes etc.
Poverty Alleviation	Providing infrastructure for self-employment programmes.
SC/ST Development	Management of post-matric hostels. Management of vocational training centres for Scheduled Castes and Schedule Tribes.
Sports and Cultural affairs	Construction of Stadia
Cooperatives	Organisation of co-operatives within the jurisdiction of District Panchayats. Payment of Government grants and subsidies to co-operatives within the jurisdiction.

## Phases of Decentralisation

Identification of the felt needs of the people is the first step of decentralized planning exercise. It was accomplished by convening the Grama Sabha—the first phase of the programme. In Grama Sabha, maximum participation of the people, especially women and weaker sections of the society, were ensured in order to discuss the local development problems. In urban areas, Ward conventions were organized for the purpose.

After the identification of the felt needs in Grama Sabha, the next step in planning process (phase II) is to make an objective assessment of the natural and human resources of the locality. The approach to planning should be such as to secure a judicious blend of local needs with local resource availability. Development seminars are organized in every LSG unit for this purpose. The subject-wise working groups make recommendations on the formulation of Projects.

In Phase-III, sector-wise Task Forces/Working Groups are constituted. Task Forces are supposed to projectise the recommendations and suggestions that emerge from the development seminars. On an average, 12 task forces were constituted in each local body to cover various development sectors. The chairperson of the task force is an elected representative with an officer from the concerned departments as the convener. Development reports of the Panchayats mainly contain a brief review of the history of the Panchayat and the present status of production, infrastructure and service sector. These reports do not contain a critical evaluation of the achievements and failures of the previous plans. Moreover, these reports are not prepared on the basis of the resource endowment of the locality. However, a list of schemes/projects to be taken up in different sectors is indicated in the development report.

Phase IV involve annual plan finalization. With the presentation of the annual State Budget, the plan allocation to each local body is made. Broad guidelines regarding sectoral allocation to be made by local bodies will be provided in it. In Phase V, annual plans of the higher tiers such as block and district Panchayats are prepared. Every Block has to prepare a printed development report

on which the problems identified in the development reports of Grama Panchayat in the Block area and the type of projects in their plans were included. In the final phase, plan appraisal takes place. The evaluation is made not for selection or rejection of the projects. It is actually intended to rectify the technical and financial weakness of the projects. Retired technical experts and professionals are encouraged to enter themselves as volunteers to appraise the projects and plans of local bodies.

## Organisational Set-up

For implementing the plan campaign, an elaborate organizational set-up was created at State, district and local levels. At the State level, State Planning Board is the implementing agency of the programme. A high-level guidance council comprising of eminent personalities in the State has been constituted at the State level to give advice to the State Planning Board. Besides this, a co-ordination committee comprising State Planning Board, Department of Local Administration and Department of Rural Development was constituted to ensure close co-ordination. The district planning committees (DPC) are given overall charge of the programme at the District, Block and Panchayat level. The plan activities of Municipalities and Corporations of the District was brought under district planning committee. The Key Resourced Persons(KRP), District Resource Persons (DRP) and Local Resource Persons(LRP) were appointed to give training and orientation to the Plan campaign. The KRPs were assigned to help the DPCs to organise the district training programmes. The KRPs in every district are expected to function under the supervision of the DPC. The DRPs from each Block Panchayat would work as a team under the Block Panchayat and LRPs under the Grama Panchayat or Municipality. the decentralised planning activity and organisational structure is given in Appendix 2.1 and 2.2.

## State Finance Commissions and Devolution of Funds to LSGIs

Government of Kerala has constituted State Finance Commission (SFC) to decide upon the devolution of funds among the local self gov-

ernment institutions such as Grama, Block and District panchayats, Municipalities and Municipal Corporations.

Kerala is one of the few states which has been very prompt in constituting SFCs and probably it is the only State which has accepted the key recommendations of the SFCs and operationalised the devolution part of the recommendations.

### **First State Finance Commission**

The first SFC submitted its report in February, 1996. The Commission held the view that it would be possible to suggest a criterion for the sharing of funds among the local bodies only after the transfer of responsibilities is complete in all respects. It was recommended to follow the criteria suggested by the State Government or State Planning Board for the inter-sectoral allocation of funds to local bodies till the transfer of responsibilities is completed. For the annual plan 1996-97, out of the devolved funds, the State Planning Board allocated 55.80% to Grama Panchayats, 14.33% to Block Panchayats, 14.93% to District Panchayats, 5.64% to Municipalities and 2.17% to Corporations. The first SFC held the view that the devolution of plan funds among the local governments may continue in the aforementioned proportions provisionally.

SFC-I attempted rationalizing tax and grant structure besides trying to enhance resource flow to LGs. The Commission also tried to bring about objectivity in *inter se* distribution of Plan and non-Plan devolution. The key recommendations of the SFC-I include the following:

- Rationalizing the Village and GP boundaries.
- Fixing of time limit for disposal of revision and appeal petitions.
- Fixing of minimum advertisement tax and leaving the LGs to decide the actual rates.
- Introduction of a system of collecting tax on sale of land from land owners.
- Specify only the minimum rates for non-tax revenues and leave the maximum to the discretion of LGs.
- Assign building tax collected under Kerala Building Tax Act 1975 exclusively to the GPs and Municipalities.
- LGs may be given 50% of the building exemp-

tion fees.

- District Panchayats should be empowered to levy a tax on the sale price of all immovable properties of Rs.25,000 or more at one percent of the sale price.
- Cable TV may be brought under entertainment tax.
- Tax mapping may be done to improve revenue mobilization.
- Statutory authority should give annual report on devolution to the Governor.
- LGs should be allowed to execute civil works financed out of funds raised from the public on the basis of estimates prepared by accredited architects.

### **Second State Finance Commission**

The second SFC was constituted by the Government of Kerala in 1999 under the Chairmanship of Dr. Prabhat Patnaik and it submitted its report in January, 2001. The Commission recommended that a minimum of one-third of the State's Plan outlay in any year be statutorily transferred to Local Self Governments and that in computing this ratio, the transfers on account of State-sponsored schemes should be excluded from the numerator. The total plan transfers to local bodies is distributed among the different sectors as follows: General Sector(75%) SCP(21%) and TSP(4%). The general sector funds is divided between Panchayat Raj Institutions (PRI) and Urban Local Bodies (ULB) in the ratio 85:15. Within the PRIs, the distribution is in the ratio of 70:15:15 between Grama Panchayat, Block Panchayat and District Panchayat respectively. SCP and TSP are shared between PRIs and ULBs in proportion to their SC/ST population. SCP gets divided among the Grama Panchayats, Block Panchayats and District Panchayats in the ratio 60:20:20 respectively and TSP was divided among these local bodies in the ratio 40:20:40 respectively : Following are the major recommendations of SFC.

### **Major Recommendations of SFC-II**

- All LGs would prepare an asset register and prepare a maintenance plan for the assets.
- For delayed renewal of licences, collect a

fine of 25% of the licence fees to be increased by 25% for every additional fortnight of delay.

- Display various items of revenue on the spot and in the case of auctions give district level public notice.
- A separate numbering system should be introduced for trade establishments.
- LGs should get automatic allocation every month.
- LG should have a single account for crediting own revenues.
- Central Finance Commission grant should be devolved over and above the other grants.

### Third State Finance Commission

The third SFC appointed under the Chairmanship of Shri.K.V.Rabindran Nair submitted its report in 2005. Commission had recommended certain reforms in the devolution of Plan fund to LSGs from 2006-07 to 2010-11 and the quantum of funds to be utilised by LSGs from their own revenue for development purpose. As per the recommendation, the Rs.1400 crore earmarked as grant-in-aid for LSGs during 2006-07 would be increased by 10% per year in the succeeding years. Similarly, an anticipated amount of Rs. 803.29 crore had also been earmarked in the State Plan budget from 2007-08 to 2010-11 as contribution of LSGs from their own revenue in addition to the plan grant from the government. As a percentage of the total State Plan outlay during the period 2007-08 to 2010-11, the share of LSGs came to 23.68%. Following are the major recommendations of the SFC:

- Set up a Commission to study the tax structure of the State and LGs.
- To make discussion on revenues of LGs in the Ward Sabha and Grama Sabha meetings and to publish the list of major defaulters.
- To develop a cadre of fiscal and accounts staff in LGs.
- Waive 50% of the arrears of payments by LGs to Kerala Water Authority and KSEB and to recover the remaining 50% over 10 years. This recommendation was not accepted.
- Exemptions relating to local taxes should be given by Government only with the recommendation of the LG concerned.
- While the beneficiaries of the different welfare

pensions should be selected by LGs, disbursement should be centralized.

### Fourth State Finance Commission

The fourth SFC of Kerala chaired by Prof.M.A.Oommen submitted its report in 2012. The Commission recommended that a maximum of 10% of the total devolution under Development Fund be distributed to LSGs on the basis of their tax effort criterion. This amount has to be distributed among Grama Panchayats and Urban Local Governments that increase their own revenue mobilisation over the previous year at least by 10%. Out of the 10% set aside for tax effort criterion, the actual amount to be devolved under this criterion may be calculated as a ratio of the number of Local Governments that increased their own Tax Revenue over the previous year to the total number of Local Governments under this category. Excess amount that may come up on the basis of this criterion may be distributed on the basis of population. Following are the major recommendations of the SFC:

- Approximately 30% of the plan outlay should be devolved to LSGs for development purposes. Now the annual increase is at a flat rate of 10%. It should be increased to 12% which is the average growth rate of the Plan size over the last three Plans (ie from 1997-98 to 2010-11) According to SFC, the allocation of Development Fund ought to be outlined as shown in Table 2.8

- The present formula for inter-tier distribution of TSP Fund among PRIs is 50:20:30(GP/BP/DP). Most of the ST Projects come under the Grama Panchayats, and the District Panchayat has no major role in the Project formulation for STs. Therefore, the inter-tier distribution of the TSP fund among Grama Panchayats, Block Panchayats and District Panchayats may be restructured as 60:20:20 respectively.

- Commission observed that certain communities which were outliers of the early phase of Kerala's development experience are still deprived of their due share. Besides these communities, there is evidence of deprivation among the general population, too. So the Commission recommended a special grant of Rs.25 lakh to each one of the

16 Grama Panchayats and a grant of Rs 15 lakh to each of 58 Grama Panchayats identified.

- Government may look into the possibility of bringing the land developed for non- agricultural purposes into property tax domain, as the change in land use pattern is gaining unusual momentum all over Kerala.

- The land value varies grossly from place to place. So, the minimum rate of land tax may be fixed by the governments, and local bodies may be given freedom to determine the rate according to the land value of the particular Local Government.

- A revenue improvement plan be developed for each local government jointly by Local Fund Audits Department, State Performance Audit Authority and the Director of Panchayats, clearly fixing revenue raising potential and annual improvement target.

- When the ownership of a property assessed under property tax is changed, 50% of the property tax may be levied as a cess on transfer of property from the seller. So also when the occupier of a property is changed, that shall be got registered in the Grama Panchayat/Urban Local Government and a registration fee equivalent to 25% of the property tax shall be imposed on the new occupier.

- Professional tax is not properly collected. All potential tax payers are not brought under the tax net. The Finance Standing Committee of the local bodies may be directed to monitor this as a statutory function.

- To streamline collection of Entertainment Tax from cinema theatres, computerised ticketing may be introduced. A study to classify theatres may be made and a seat-based tax system be introduced which is appropriate to the location and class of the theatre.

- Advertisement tax is not properly collected. The reluctance on the part of Grama Panchayats in this regard needs special attention. Minimum rates of advertisement tax in Corporations, Municipalities and Panchayats may be revised periodically taking into account the cost of advertisement in the competitive advertisement media and the cost incurred by the society from the proliferation of holdings.

- As per the existing statutes, service taxes shall be revised by local bodies. This provision of the statute is not properly utilised by the Local Governments and this indicates their reluctance in the exploration of own-source revenue. So service tax rules may be issued immediately.

- The SCP/TSP funds were enhanced at the rate of 10% every year during the award period of SFC-III. SFC -IV, recommended an increase of 12% in 2011-12 over the previous years in SCP/TSP fund. During the subsequent years, this fund should be jointly fixed by Local Self Government Department, Finance Department and State Planning Board.

- The formula given below is recommended for the distribution of non-SCP/TSP development fund.

**Table 2.8**  
**Allocation of Development Fund**

<b>2011-12</b>	<b>Rs. 3,300 crore (being 30% of the proposed Annual Plan 2011-12)</b>
2012-13	Rs. 3,696 crore
2013-14	Rs. 4,140 crore
2014-15	Rs. 4,636 crore
2015-16	Rs. 5,193 crore
<b>Total</b>	<b>Rs. 20,965 crore</b>

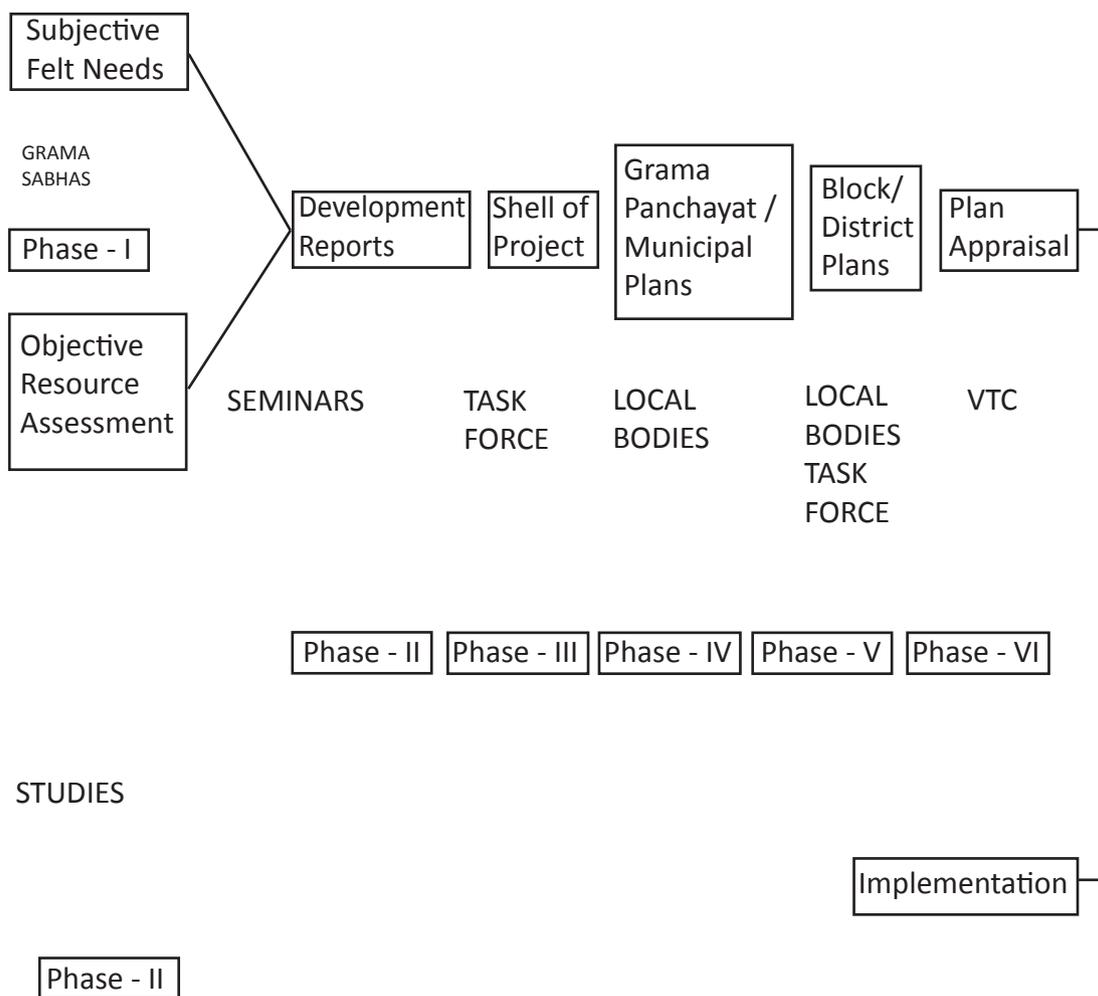
Source : Report of IV SFC, Government of Kerala

**Table 2.9**  
**Distribution of non SCP/TSP Development Fund**

Criteria	Weightage in % by type of LG			
	GP	BP	DP	ULGs
Population (excluding SC/ST)	50	50	50	50
Deprivation Index	30	30	30	30
Tax effort	10	-	-	10
Area	10	20	20	10

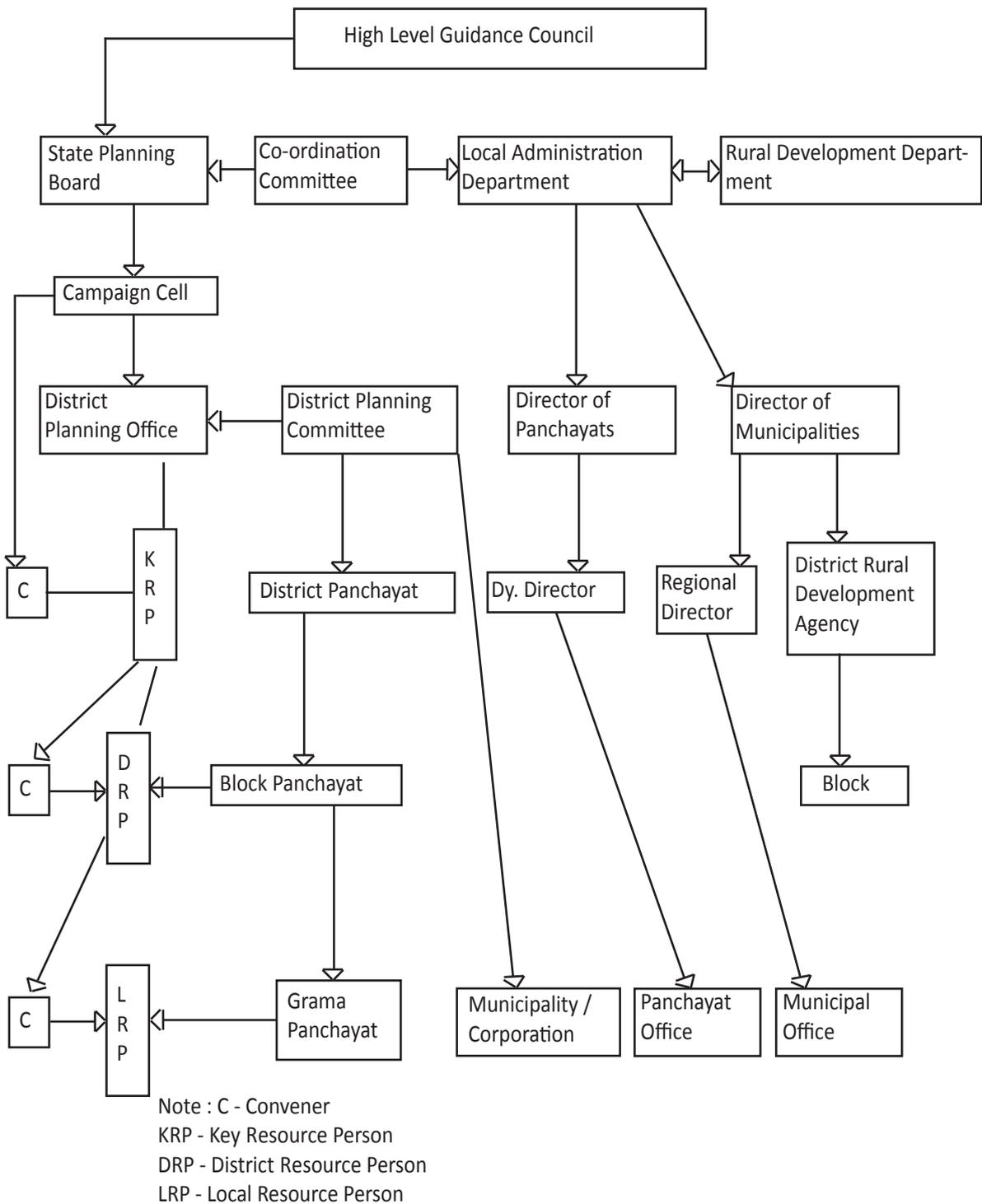
Source - Report of SFC-IV, Government of Kerala

**Appendix 2.1 Decentralised Planning and Activity**



Source : Thomas Isaac T.M. (ed) undated

## Appendix 2.2 Decentralised Planning



The above analysis may be concluded with the following observations: Since the enactment of Kerala Panchayat Raj Act 1994, the State Government has transferred a number of functions to the Local Self Government Institutions. Officers and staff belonging to State Government Departments were transferred to the three tiers of Panchayat Raj

Institutions. The State Government constituted State Finance Commissions to review the finance of LSGIs and to recommend devolution of funds. Between 1995 and 2003, there have been substantial changes in the role, powers and functions and financial devolution of the LSGIs in Kerala.

# 3

## Profile of the Sample Grama Panchayats

This chapter presents a profile of the Grama Panchayats selected for this study. Fifty Grama Panchayats belonging to 14 Districts in Kerala are selected for the study. We have examined the location and size, demographic features, political parties in power, literacy rate, occupation and the extent of poverty in the sample Panchayats.

### Location and Size

The sample Grama Panchayats are selected from all the districts in Kerala. Owing to several reasons such as the number of Panchayats in a district, size of the Panchayats under study, nature of the Panchayats etc, equal representation is not given to the different districts in the selection of the Panchayats. Five Grama Panchayats each were selected from Thiruvananthapuram and Thrissur districts whereas from the Idukki district only one Panchayat was selected. Four Panchayats each were selected from the districts

such as Alappuzha, Ernakulam, Kollam, Kottayam, Malappuram, Palakkad and Pathanamthitta. Three Panchayats were selected from Kannur and Kasargode districts whereas two Panchayats were selected from Wayand. Details of the district-wise

**Table 3.1**  
**Sample Grama Panchayats : District -wise Distribution**

<i>District</i>	<i>Sample Grama Panchayats</i>	<i>Percentage</i>
Alappuzha	4	8
Ernakulam	4	8
Idukki	1	2
Kannur	3	6
Kasargode	3	6
Kollam	4	8
Kottayam	4	8
Kozhikode	3	6
Malappuram	4	8
Palakkad	4	8
Pathanamthitta	4	8
Thiruvananthapuram	5	10
Thrissur	5	10
Wayanad	2	4
<b>Total</b>	<b>50</b>	<b>100</b>

representation of the Grama Panchayats in the sample is given in Table 3.1. A block-wise and district-wise distribution of the selected sample Grama Panchayats are given in Appendix 3.1.

We have presented a classification of Grama Panchayats on the basis of area in sq.kms. The area of 15 Panchayats selected for study is less than

15 sq.kms whereas the area of 16 Panchayats is more than 30 sq.kms. The size of 7 Panchayats is in between 15 to 20 sq.kms, whereas the area is in between 20 to 25 sq.kms for 8 Panchayats and the area lies in between 25 to 30 sq.kms for 4 Panchayats. The Panchayat selected from Idukki district has an area above 30 sq.kms. Sixty percent

**Table 3.2**  
**Area of the Sample Grama Panchayats in Sq.km**

<i>District</i>	<i>Below 15</i>	<i>15-20</i>	<i>20-25</i>	<i>25-30</i>	<i>Above 30</i>	<i>Total</i>
Alappuzha	1	1		1	1	4
Ernakulam	1	2	1			4
Idukki					1	1
Kannur	2				1	3
Kasargode			1	1	1	3
Kollam	1		1		2	4
Kottayam		1	1		2	4
Kozhikode	2		1			3
Malappuram	1	1		1	1	4
Palakkad		1	1		2	4
Pathanamthitta	2				2	4
Thiruvananthapuram	3	1			1	5
Thrissur	2		2	1		5
Wayanad					2	2
<b>Total</b>	<b>15</b>	<b>7</b>	<b>8</b>	<b>4</b>	<b>16</b>	<b>50</b>
<b>Percentage</b>	<b>30</b>	<b>14</b>	<b>16</b>	<b>8</b>	<b>32</b>	<b>100</b>

**Table 3.3**  
**Urban Proximity of the Sample Grama Panchayats**

<i>District</i>	<i>Number of Sample Panchayats</i>	<i>Number having Urban Proximity</i>	<i>Percentage</i>
Alappuzha	4	2	50
Ernakulam	4	3	75
Idukki	1	Nil	0
Kannur	3	Nil	0
Kasargode	3	3	100
Kollam	4	2	50
Kottayam	4	3	75
Kozhikode	3	3	100
Malappuram	4	Nil	0
Palakkad	4	3	75
Pathanamthitta	4	3	75
Thiruvananthapuram	5	3	60
Thrissur	5	4	80
Wayanad	2	1	50
<b>Total</b>	<b>50</b>	<b>30</b>	<b>60</b>

of the Panchayats selected for the study has an area less than 25 sq.kms whereas the remaining forty percent has an area above 25 sq.km. An area-wise classification of the Grama Panchayats on the basis of sq.km is given in Table 3.2.

Kerala had witnessed rapid urbanisation during the last decade. The percentage of urban population had increased from 26 percent in 2001 to 48 percent in 2011. In the majority of the districts, one cannot make a distinction between an urban and rural area. In our study, we have collected data about the urban proximity of the Grama Panchayats. It is observed that 30 Panchayats (sixty percent) have urban proximity whereas the remaining 20 (forty percent) do not have it. All the Panchayats selected from Kannur and Malappuram districts have no urban proximity. District-wise details of the sample Panchayats with urban proximity is given in the Table 3.3

Classification of the panchayats on the basis of the number of Wards will give an idea about the size of the Panchayats. Wayanad district has the largest number of wards (21) followed by Kozhikode (21) Kasargode and Kannur districts have 19 wards each. In the other districts, the average

number of Wards ranged between 14 and 17. Average number of Wards reserved for women is largest in Wayanad (10) and lowest in Palakkad (7). On an average, 8 to 10 Wards are reserved for women in most of the districts. Average number of Wards reserved for SC/ST ranges between one to three in all districts except Idukki, and Wayanad. In Idukki, 7 Wards are reserved for SC/ST whereas it is 4 in Wayanad. A district-wise distribution of the Wards, reserved Wards for women and SC/ST is given in Table 3.4.

### Demographic Features

The study revealed that the average population in the sample Panchayat is 28968. Average population is the largest in Wayanad followed by Kasargode. In the case of majority of the districts, the average population ranged between 25,000 and 30,000. The district having the lowest number of average population is Kannur.

A district-wise distribution of the average population of Grama Panchayats is given in Table 3.5. We have estimated the total population and the share of SC/ST population of the sample Grama Panchayats. The total population is estimated at

**Table 3.4**  
**Average Number of Wards and Reserved Wards in the Sample Grama Panchayats**

<i>District</i>	<i>Wards</i>	<i>Wards Reserved for Women</i>	<i>Wards Reserved for SC/ST</i>
Alappuzha	15	8	1
Ernakulam	16	8	1
Idukki	17	9	7
Kannur	14	7	1
Kasargode	19	10	1
Kollam	16	7	2
Kottayam	18	9	2
Kozhikode	20	8	1
Malappuram	19	10	2
Palakkad	15	7	3
Pathanamthitta	15	7	1
Thiruvananthapuram	18	8	2
Thrissur	16	8	2
Wayanad	21	10	4
<b>Total</b>	<b>17</b>	<b>8</b>	<b>2</b>

**Table 3.5**  
**Average Population in Sample Grama Panchayats**

<i>District</i>	<i>Sample Grama Panchayats</i>	<i>Average Population</i>
Alappuzha	4	24,383
Ernakulam	4	25,369
Idukki	1	26,357
Kannur	3	18,101
Kasargode	3	36,263
Kollam	4	25,786
Kottayam	4	31,027
Kozhikode	3	34,004
Malappuram	4	35,699
Palakkad	4	25,905
Pathanamthitta	4	21,710
Thiruvananthapuram	5	34,767
Thrissur	5	27,119
Wayanad	2	43,998
<b>Total</b>	<b>50</b>	<b>28,968</b>

14.48 lakh.

Of the total population, nearly 10 percent of them belonged to Schedule Castes and Schedule Tribes. The share of SC/ST population is highest

in Idukki district followed by Palakkad and Pathanamthitta. Among the districts, Kozhikode has the lowest share of SC/ST population. Table 3.6 gives the total population and share of SC/ST population.

The average literacy rate in the sample Grama Panchayats was 89.8 percent. The Panchayats belonging to Ernakulam, Kannur, Kollam, Kottayam, Kozhikode, Pathanamthitta and Thrissur have an average literacy rate of 93 percent or above. Grama Panchayats in Kannur district have achieved 100 percent literacy. The lowest literacy is reported in the Grama Panchayats of Malappuram district. Table 3.7 shows the literacy rate of the sample Grama Panchayats.

#### **Political Parties in Power**

We have collected information about the political party/ groups which rule the sample Grama Panchayats. The information collected showed that two political groups viz. Left Democratic Front (LDF) and United Democratic

**Table 3.6**  
**Total Population in Sample Grama Panchayats**

<i>District</i>	<i>Sample Grama Panchayats</i>	<i>Total population</i>	<i>SC/ ST Population</i>	<i>Percentage of SC/ST Population</i>
Alappuzha	4	97,532	5,568	5.71
Ernakulam	4	1,01,477	8,126	8.01
Idukki	1	26,357	11,196	42.48
Kannur	3	54,304	1,593	2.93
Kasargode	3	1,08,788	5,993	5.51
Kollam	4	1,03,145	10,031	9.73
Kottayam	4	1,24,107	14,820	11.94
Kozhikode	3	1,02,013	2,797	2.74
Malappuram	4	1,42,797	11,707	8.20
Palakkad	4	1,03,621	19,093	18.43
Pathanamthitta	4	86,838	12,032	13.86
Thiruvananthapuram	5	1,73,836	17,869	10.28
Thrissur	5	1,35,593	13,422	9.90
Wayanad	2	87,996	8,596	9.77
<b>Total</b>	<b>50</b>	<b>14,48,404</b>	<b>1,42,843</b>	<b>9.86</b>

Front(UDF) rule the Grama Panchayats. It is found that 74 percent of the Panchayats under study are ruled by UDF and 26 percent by LDF. Sample Grama Panchayats in the districts such as Alappu-

zha, Malappuram, Palakkad, Idukki and Thiruvananthapuram are ruled by UDF. A classification of the same Grama Panchayats on the basis of LDF and UDF is given in Table 3.8

**Table 3.7**  
**Literacy Rate in the Sample Grama Panchayats**

<i>District</i>	<i>Sample Grama Panchayat</i>	<i>Average Literacy Rate(survey)</i>	<i>Average literacy rate of the district in 2011(Census)</i>
Alappuzha	4	87.5	96.26
Ernakulam	4	94.5	95.68
Idukki	1	85.0	92.20
Kannur	3	100.0	95.41
Kasargode	3	88.7	89.85
Kollam	4	93.0	93.77
Kottayam	4	93.3	96.40
Kozhikode	3	95.3	95.24
Malappuram	4	82.3	93.55
Palakkad	4	87.3	88.49
Pathanamthitta	4	96.8	96.93
Thiruvananthapuram	5	90.0	92.66
Thrissur	5	93.2	95.32
Wayanad	2	79.0	89.32
<b>Total</b>	<b>50</b>	<b>89.8</b>	<b>93.91</b>

**Table 3.8**  
**Ruling Political Groups in Sample Grama Panchayats**

<i>District</i>	<i>Sample Grama Panchayat</i>	<i>LDF (Number)</i>	<i>LDF (Percentage)</i>	<i>UDF (Number)</i>	<i>UDF (Percentage)</i>
Alappuzha	4	Nil	0	4	100.00
Ernakulam	4	2	50.00	2	50.00
Idukki	1	Nil	0	1	100.00
Kannur	3	1	33.33	2	66.67
Kasargode	3	1	33.33	2	66.67
Kollam	4	1	25.00	3	75.00
Kottayam	4	3	75.00	1	25.00
Kozhikode	3	1	33.33	2	66.67
Malappuram	4	Nil	0	4	100.00
Palakkad	4	Nil	0	4	100.00
Pathanamthitta	4	1	25.00	3	75.00
Thiruvananthapuram	5	Nil	0	5	100.00
Thrissur	5	2	40.00	3	60.00
Wayanad	2	1	50.00	1	50.00
<b>Total</b>	<b>50</b>	<b>13</b>	<b>26.00</b>	<b>37</b>	<b>74.00</b>

## Occupation

Details regarding the major occupation of the people in the sample Panchayats were collected. The sample Panchayats comprise areas in coastal, mid-land and high land. The study revealed that agriculture is the first major occupation in the Panchayats. Out of the 50 Grama Panchayats under study, it is reported that, in 82 percent, agriculture is the first major occupation of the people. Fishing is another important occupation (12 percent). In three Grama Panchayats, the main occupations of the people are animal husbandry, fishing and other items. Table 3.9 gives the first major occupation of the people of the sample Grama Panchayats.

Data were also collected about the second major occupation of the people in the sample Grama Panchayats. It is found that animal husbandry is the second major occupation of the sample Grama Panchayats. In about half of the Panchayats (48 percent) animal husbandry is the second major occupation. In eighteen percent of the sample Panchayats, small business is the second main occupation. Fishing and agriculture are also the second main occupations of the people. Table 3.10

gives the second major occupations of the sample Grama Panchayats. From the above data, we can conclude that agriculture, animal husbandry, and fishing are the major or main occupations of the people in the sample Grama Panchayats. Non-agricultural activities such as small business, small and cottage industries and other activities account only for a small share of the total employment opportunities.

## Poverty

Regarding poverty in Kerala, two estimates are available, one by Planning Commission and the other by Government of Kerala. The Planning Commission has used a methodology based on per capita monthly total expenditure to define poverty line. Accordingly, a monthly per capita total expenditure of Rs. 430 for rural areas and Rs.559 for urban areas is fixed as the poverty line of Kerala during the year 2004-05. Based on this, the Planning Commission had estimated the people below poverty line in rural areas as 13.20 percent and in urban areas as 20 percent in 2004-05. The total poverty is estimated at 15 percent.

**Table 3.9**  
**Main Occupation-First Major Occupation**

<i>District</i>	<i>Agriculture</i>	<i>Animal Husbandry</i>	<i>Fishing</i>	<i>Small &amp; Cottage Industry</i>	<i>Others</i>	<i>Total</i>
Alappuzha	3		1			4
Ernakulam	3		1			4
Idukki					1	1
Kannur	3					3
Kasargode	3					3
Kollam	3		1			4
Kottayam	4					4
Kozhikode	3					3
Malappuram	4					4
Palakkad	3	1				4
Pathanamthitta	4					4
Thiruvananthapuram	2		2	1		5
Thrissur	4			1		5
Wayanad	2					2
<b>Total</b>	<b>41</b>	<b>1</b>	<b>6</b>	<b>1</b>	<b>1</b>	<b>50</b>
<b>Percentage</b>	<b>82</b>	<b>2</b>	<b>12</b>	<b>2</b>	<b>2</b>	<b>100</b>

**Table 3.10**  
**Main Occupation-Second Major Occupation**

<i>District</i>	<i>Not Reported</i>	<i>Agriculture</i>	<i>Animal Husbandry</i>	<i>Fishing</i>	<i>Small &amp; Cottage industry</i>	<i>Small Business</i>	<i>Others</i>	<i>Total</i>
Alappuzha		1	2	1				4
Ernakulam		1	1	1		1		4
Idukki		1						1
Kannur			2		1			3
Kasargode			2	1				3
Kollam	1		1			1	1	4
Kottayam			2			2		4
Kozhikode				2		1		3
Malappuram			1	1	1	1		4
Palakkad		1	2			1		4
Pathanamthitta			4					4
Trivandrum		2	2		1			5
Thrissur			3			2		5
Wayanad			2					2
<b>Total</b>	<b>1</b>	<b>6</b>	<b>24</b>	<b>6</b>	<b>3</b>	<b>9</b>	<b>1</b>	<b>50</b>
<b>Percentage</b>	<b>2</b>	<b>12</b>	<b>48</b>	<b>12</b>	<b>6</b>	<b>18</b>	<b>2</b>	<b>100</b>

**Table 3.11**  
**Below Poverty Line Households in Sample Grama Panchayats**

<i>District</i>	<i>Total no. of households</i>	<i>Total no. of BPL households</i>	<i>Percentage of of BPL households</i>
Alappuzha	29033	15136	52.13
Ernakulam	27963	10601	37.91
Idukki	7124	4863	68.26
Kannur	14374	4613	32.09
Kasargode	20314	7216	35.52
Kollam	31475	12129	38.54
Kottayam	31913	12557	39.45
Kozhikode	21917	7594	34.65
Malappuram	27386	12375	45.19
Palakkad	24325	12208	50.19
Pathanamthitta	21785	7503	34.44
Thiruvananthapuram	32230	19487	60.46
Thrissur	33226	10772	32.42
Wayanad	21892	6222	28.42
<b>Total</b>	<b>344957</b>	<b>143276</b>	<b>41.53</b>

**Table 3.12**  
**Number of Kudumbasree Units in Sample Grama Panchayats**

<i>District</i>	<i>Sample Grama Panchayats</i>	<i>Average no.of units per GP</i>	<i>Average no .of members per GP</i>
Alappuzha	4	193	3822
Ernakulam	4	205	3127
Idukki	1	187	2085
Kannur	3	101	1888
Kasargode	3	254	4683
Kollam	4	195	2384
Kottayam	4	228	3702
Kozhikode	3	234	4469
Malappuram	4	259	5295
Palakkad	4	167	2204
Pathanamthitta	4	132	2266
Thiruvananthapuram	5	320	3351
Thrissur	5	157	2796
Wayanad	2	368	6460
<b>Total</b>	<b>50</b>	<b>212</b>	<b>3416</b>

But the State government using another criteria has prepared another estimate of poverty. According to this estimate 42.41 percent of the total families are below the poverty line in Kerala in January 2011. It is estimated that of the total 76.12 lakh families to whom ration cards are issued, 33.29 lakh families are BPL families. The government of Kerala is using this estimate, for distributing various benefits and social security pensions to the poor people.

In this study, we have collected data regarding the BPL households from the Grama Panchayats based on the BPL cards issued by the Government of Kerala. The data on poverty collected from the sample Grama Panchayats indicate high incidence of poverty among the households. It is observed that 41.53 percent of the families are below the poverty line (BPL). Percentage of BPL households is highest in Idukki (68.26 percent). In the districts such as Alappuzha, Idukki, Palakkad and Thiruvananthapuram, more than 50 percent of the households belong to BPL category. Details regarding the total number of households in the sample Grama Panchayats and BPL households(District-wise) are given in Table 3.11

### **Kudumbasree Units**

Kudumbasree (the State Poverty Eradication Mission) could probably be categorised as a government sponsored voluntary organisation. It was launched by the State government with active support of the Central government and NABARD for wiping out poverty from the State within 10 years. At the inception, the activities of Kudumbasree were confined to the urban areas of the State and the urban and rural areas of Malappuram district. In the year 2001, it was decided to extend the activities of Kudumbasree to the entire State in a phased manner. Now, the programme has universal coverage in the State. The following facets have been visualised for Kudumbasree programmes:

- The empowerment of women through community-based organisations.
- The formation of an informal Bank for the poor women operating round the clock throughout the year.
- The formation of micro enterprises.
- The establishment of rural marketing network throughout the State.

Table 3.12 explains the average number of

Kudumbasree units and average number of members in the Panchayats under study.

The analysis of the profile of the sample Grama Panchayats may be concluded as follows: The Panchayats selected belonged to all the districts of Kerala. Majority of the Panchayats under study have an area above 15 sq.kms. Around 60 percent of the Panchayats have urban proximity. The Panchayats have an average number of 17 wards. Nearly three-fourth of the Panchayats are at pres-

ent ruled by UDF. The average literacy rate of the Panchayat is around 90 percent. Agriculture is the main occupation of the people. Nearly 42 percent of the people are below the poverty line. Owing to the shortage of employment opportunities, people from the study areas are migrating to other States and other countries. The poverty eradication and women's empowerment programme, Kudumbasree, is well established in all Panchayats.

### Appendix 3.1 Sample Grama Panchayats

Sl.No	Name of Sample Grama Panchayat	Name of Block Panchayat	Name of District Panchayat
1 2 3 4	Champakkulam Kandallor Mannar Thrikuunathupuzha	Champakkulam Muthukulam Mavelikkara Harippad	Alappuzha
5 6 7 8	Thuravoor Mulavukadu Pallippuram Maradi	Angamali Edappally Vypin Muvattupuzha	Ernakulam
9	Peerumedu	Azhutha	Idukki
10 11 12 13 14 15	Valapattanam Irikkur Pariyaram Thrikkarippur Muliyar Ajanur	Kannur Irikkur Thalipparamba Nileshwaram Karadukka Kanhangad	Kannur  Kasargode
16 17 18 19	Kottarakkara Alappad Aryankavu Veliyam	Kottarakkara Ochira Anchal Kottarakkara	Kollam
20 21 22 23	Kumarakom Kuruchi Mundakkayam Karukachal	Ettumanoor Pallom Kanjirappally Vazhoor	Kottayam
24 25 26	Azhiyoor Kadalundi Nadapuram	Vatakara Kozhikode Tuneri	Kozhikode

27	Vallikunnu	Tirurangadi	Malappuram
28	Purathoor	Tiroor	
29	Makkaraparambu	Mankada	
30	Vazhikkadavu	Nilambur	
31	Peringottukurusi	Kuzhalmannam	Palakkad
32	Pattancheri	Kollamkodu	
33	Vallapuzha	Pattambi (New block Ottappalam from 2011)	
34	Chalissery	Thrithala	
35	Kaviyoor	Mallappally	Pathanamthitta
36	Vadaserikkara	Ranni	
37	Konni	Konni	
38	Mallapuzhasserry	Elanthoor	
39	Anchuthengu	Anchuthengu	Thiruvananthapuram
40	Aruvikkara	Nedumangad	
41	Peringammala	Vamanapuram	
42	Karakulam	Athiyannoor	
43	Balaramapuram	Nemom	
44	Kadappuram	Chavakkad	Thrissur
45	Mala	Mala	
46	Kodakara	Kodakara	
47	Mulankunnathukavu	Puzhakkal	
48	Anthikkadu	Anthikadu	
49	Mananthavadi	Mananthavadi	Wayanad
50	Meenangadi	Sulthanbatheri	

# 4

## Delivery of Mandatory and Civic Services

**G**rama Panchayats in Kerala perform mainly three types of functions, viz. mandatory services; civic functions and provision of basic infrastructure. Issue of various certificates; registration of birth and death; marriage certificates, permission for building construction, compound walls, and license or permits for different purposes are the mandatory services of Grama Panchayats. Secondly, Grama Panchayats provide several mandatory civic functions to the society like disposal of solid waste, cleaning public markets, prevention of communicable diseases, public comfort stations, slaughter houses, protecting drinking water and waste water removal. Thirdly, Grama Panchayats provide basic infrastructure facilities like street lights, upkeep of burial ground, bath and washing ghats, ferry services in rivers and backwaters, protecting canals, water ways ponds and other water sources etc. In order to understand the quality of the services provided by a Grama Panchayat, the study collected primary data from 50 Grama Panchayats using interview schedules. In this section, we examine the quality of execution of mandatory and civic functions and the services provided to the public.

### Mandatory Services

Grama Panchayats have been issuing nearly 34 certificates, licences, permissions etc. In the study, data were collected for all the items. Though we approached 50 Grama Panchayats to collect information about 34 items, all of them did not respond. Based on the information supplied we have examined the performance vis-a-vis the mandatory functions. Table 4.1 gives the data on the number of applications received and average days needed to issue certificates, licences and permissions. The available data suggest that the Grama Panchayats have received 99,314 applications between October and December 2011. Of the total applications, the share of residential certificate 14.4 percent, ration card was 12.4% and ownership certificate 10.6 percent. And these three items accounted for 37 percent of the total applications. The other major categories of applications relate to registration of birth and death certificate, marriage certificate, permission to construct houses, fixation of property tax, D and O licence, PFA licence and transfer of ownership of building. The time required for processing the applications and issue of certificate etc take 2 to

**Table 4.1****Mandatory Services of Grama Panchayats****Applications received and decisions taken during three months**

<i>Sl. No.</i>	<i>Services Provided</i>	<i>Sample Grama Panchayats (Number)</i>	<i>Total Application Received during 3 months (Oct-Dec 2011) (Number)</i>	<i>Decision taken on (Number)</i>	<i>Average Days taken to issue certifiates</i>
1	Residential Certificate for Ration Card	49	14,353	12,352	4
2	Certificate to prove that the applicant is Unemployed	35	1,216	936	2
3	Certificate of Identification	38	2,679	2,104	5
4	Certificate to prove family relationship	33	1,131	651	2
5	Attestation of different documents of the Panchayat	21	1,820	954	5
6	Registration of Birth	44	4,580	2,483	4
7	Registration of Death	49	3,428	1,851	5
8	Certificate of Hindu Marriage Registration	33	1,807	1,407	6
9	Birth/Death Certificates	49	6,370	4,772	7
10	Certificate to prove the name is not included in birth/death register	34	851	516	8
11	Delayed registration of birth/death	45	805	526	10
12	Marriage Certificate	49	4,608	3,270	8
13	Permission for construction of Houses, Compound Wall, Wells etc.	43	5,560	2,954	18
14	Renewal of Permits	32	971	731	6
15	Assigning number of houses and fixing the poperty tax	45	5,300	4,055	12
16	Certificates of Ownership	50	12,344	8,259	6
17	Certificates to Business Units (D&O Licence)	48	7,173	4,003	14
18	Residential Certificates	49	10,564	6,300	4
19	PFA Licence	32	3,119	1,717	11
20	Tansfer of ownership of buildings	46	3,201	2,313	16
21	Certificate to prove the applicant has no house suitable for dwelling	32	1,292	408	5
22	Copy to the documents of the Grama Panchayat	34	499	185	15
23	Licence for rearing pets	9	142	16	6
24	Certificate for Private Hospitals and Para-medical Institutions	23	149	84	12
25	Registration for Tutorials	15	33	15	7
26	Renewal of the registration of tutorials	17	37	24	6
27	Permission to display advertisements	6	127	67	11
28	Permission for factories/workshops	24	175	108	26
29	Permission to cut the road	31	303	177	8
30	Public complaints, its redressal	36	879	603	17

31	Property Tax-appeal	25	1,007	477	25
32	Exemption from House Tax	31	535	136	18
33	Age Certificates of Buildings	36	227	156	12
34	Others	18	2,029	843	7
	<b>Total</b>		<b>99,314</b>	<b>65,453</b>	

25 days. The items of certificates which requires more than two weeks are permission to construct houses, D and O licence, transfer of ownership of building, permission for factories/ workshops, property tax appeal and exemption from house tax. On the other hand, the time required for issue of 8 certificates/permissions required 2 to 5 days. The certificates coming under this category are residential, unemployed, identification, family relationships attestation, birth and death registration and housing conditions.

### Issue of Residential Certificate for Ration Card

Residential Certificate is essential for obtaining ration card and it is issued by the Grama Panchayats. Table 4.2 gives district-wise distribution of sample Grama Panchayats which received applications and issued certificates. Grama Panchayats re-

ceived 14353 applications during three months (October- December,2011). It shows an average of 293 per Grama Panchayat. Out of it, decisions were taken on only 12352 applications(86%). District-wise analysis show that the highest number of applications was at 3342 in Alapuzha followed by 1725 in Pathanamthitta, and 1571 in Kottayam. In the issue of certificates, there exist wide variations among districts and among Grama Panchayats within the district. In six districts, decisions, were taken on all applications. The number of days required to process the applications and issue of the certificate can be taken as an indicator of the quality of the service. The number of days required to issue the certificate varied between one to nine. Alappuzha district took 9 days and Thiruvananthapuram six days on an average for issuing certificates. While 2 districts, Idukki and Kannur, took only one day to issue a certificate, 5

**Table 4.2**  
**Issue of Residential Certificate for Ration Card**

<i>District</i>	<i>Sample Grama Panchayats</i>	<i>Applications Received</i>	<i>Certificates issued</i>	<i>% to total</i>	<i>Average days taken</i>
Thiruvananthapuram	5	535	194	36	4
Kollam	4	461	117	254	4
Pathanamthitta	4	1725	1725	100	6
Alappuzha	4	3342	3241	97	9
Kottayam	4	1571	1571	100	4
Idukki	1	51	51	100	1
Ernakulam	4	379	201	53	3
Thrissur	5	989	0	Nil	4
Palakkad	3	596	582	976	3
Malappuram	4	1604	1604	100	3
Kozhikode	3	1085	1055	97	3
Wayanad	2	692	692	100	1
Kannur	3	962	962	100	1
Kasargode	3	361	357	99	4
<b>Kerala</b>	<b>49</b>	<b>14353</b>	<b>12352</b>	<b>86</b>	<b>4</b>

districts took 3 days and another 5 districts took 4 days. We can conclude that the service delivery of Grama Panchayats which issued residential certificates ranges from 1-3 can be considered as 'good performance'. The rest can be treated as 'poor performance'. Grama Panchayats reported two reasons for delay viz. shortage of staff and delay in verification. While, 21 Grama Panchayats reported shortage of staff as the major single reason for delay, 19 Grama Panchayats reported delay in verification.

### Issue of Certificates to prove Unemployment

Benefits are provided to unemployed youth as part of welfare measures and employment generation assistance by the State Government. In order to receive such assistance, the beneficiary has to submit a certificate stating that he is an unemployed person. Issue of such certificate is a mandatory function of Grama Panchayats. Thirty-five Grama Panchayats provided data on this aspect. Of the total 1216 applications received, decision was taken in the case of 77 percent. On an average a Panchayat received 35 applications

during a period of 3 months. Grama Panchayats on an, average took two days to issue certificates. This can be considered as a good delivery of service.

### Registration of Birth and Death

In Kerala, Birth-Death Registration Act came into effect on 1<sup>st</sup> April 1970 and the Act stipulates that all births and deaths in rural areas have to be reported to Grama Panchayats within 21 days. If it is not reported in 21 days and upto 30 days, it can be reported after paying Rs.2 as penalty. Birth Death could be registered upto one year with District Registrar with a penalty of Rs. 5 and if it exceeds one year, it could be registered with RDO after paying a penalty of Rs. 10.

Information Kerala Mission(IKM) a State Government Organisation has developed a computer Software Service under which through the assistance of Hospital Kiosk System, birth/death could be registered in 24 hours. Therefore under the new system, Grama Panchayats, Municipalities and Municipal Corporations can register birth/death and issue certificate without much difficulty. However, efficiency of service delivery depends on how the software services are utilised by the Local Self

**Table 4.3**  
**Birth Registration**

<i>Sl No</i>	<i>District</i>	<i>Sample Grama Panchayats (Nos)</i>	<i>Birth Registration applications (Nos)</i>	<i>Average days to issue certificate (Nos)</i>	<i>Average number of Applications</i>
1	Thiruvananthapuram	4	142	5	35.50
2	Kollam	4	914	1	228.50
3	Pathanamthitta	4	260	1	65.0
4	Alappuzha	4	40	2	10.0
5	Kottayam	3	88	6	29.33
6	Idukki	1	13	3	13.0
7	Ernakulam	4	22	4	5.50
8	Thrissur	5	1024	5	204.80
9	Palakkad	2	11	6	5.50
10	Malapuram	3	183	15	61.0
11	Kozhikode	2	174	2	87.0
12	Wayanad	2	1275	6	637.50
13	Kannur	3	10	1	3.33
14	Kasargod	3	424	2	141.33
	<b>Total</b>	<b>44</b>	<b>4580</b>	<b>12</b>	<b>104.1</b>

Government Institutions authorised to register and issue birth-death certificate. The study revealed that the average number of days taken to register birth was 4 days and death 5 days (Table 4.1)

### Issue of Birth Registration Certificate

Table 4.3 gives the average number of days required by the sample Grama Panchayats to issue birth registration certificate. Average days taken to issue birth certificate varied between one day to 15 days in the sample Grama Panchayats. For instance, Malappuram district took 15 days to issue birth certificate whereas three districts issued birth certificate in one day. Other three districts took six days and another two districts 5 days. It shows that Grama Panchayats can issue a birth certificate in one or two days if correct documents as envisaged are submitted along with the application. However, Grama Panchayats have their own reasons for delay in issuing certificates. For instance, 11 Grama Panchayats have expressed shortage of staff and 12 Grama Panchayats verification delay as reasons for the late issue of birth certificates. In the context of wide-spread use of

IT, there is no justification for the long delay in the issue of certificates (15 days). Delay beyond six days may be considered as poor delivery of service. In order to expedite the processing of birth registration, e-mail correspondence between the Hospitals and Grama Panchayats may be introduced. The Panchayats may also use IT-enabled services for expediting the work.

### Death Registration and issue of death certificates

Table 4.4 shows the average number of days required by Sample Grama Panchayats to issue a death certificate. Average number of days taken to issue a death certificate varied between one day to 15 days. For instance, Malappuram district took 15 days to issue death certificate whereas Ernakulam took 10 days. But in Kannur district all the 3 Grama Panchayats issued certificates on the same day. This shows that Grama Panchayats can issue a death certificate within a day if required documents are submitted. However, Grama Panchayats, have their own reasons for delay in issuing death certificates. According to 13 Grama Panchayats delay in verification is the reason for

**Table 4.4**  
**District-wise Death Registration and issue of Certificates**

<i>Sl No</i>	<i>District</i>	<i>Sample Grama Panchayats (Nos)</i>	<i>Death Registration applications (Nos)</i>	<i>Average days to issue the certificate</i>
1	Thiruvananthapuram	5	352	6
2	Kollam	4	297	6
3	Pathanamthitta	4	444	1
4	Alappuzha	4	225	4
5	Kottayam	3	411	6
6	Idukki	1	28	3
7	Ernakulam	4	140	10
8	Thrissur	5	840	5
9	Palakkad	4	116	6
10	Malappuram	4	100	15
11	Kozhikode	3	186	4
12	Wayanad	2	184	7
13	Kannur	3	44	0
14	Kasargod	3	61	2
<b>Total</b>		<b>49</b>	<b>3428</b>	

delay in the issue of certificates. Another 11 Grama Panchayats expressed shortage of staff as reason. If the application is attached with the required documents, the time needed to process and issue a certificate is about 3 to 6 days; and the issue of certificate beyond this period may be considered poor quality of service.

### **Delayed Registration of Birth and Death**

Delay in submitting application for death and birth registration certificate is an issue being faced by Grama Panchayats. The survey findings had shown that the Grama Panchayats have taken on an average 10 days to issue a certificate (Table 4.1). According to the information given by 17 Grama Panchayats, delay in verification and shortage of staff are the reasons. Lack of sufficient documents, however, is the single major reason for delay. Delivery of services have to be improved in Grama Panchayats to control delayed registration of birth and death through public awareness and publicity.

### **Marriage Certificates**

All marriages, irrespective of religion, have to be registered compulsorily in all States according to a Supreme Court verdict in 2006. Accordingly, rules were framed in Kerala in 2008. In Panchayat area, the Panchayat Deputy Director, and in urban area the Joint Director (Urban affairs) has been designated as Marriages Registrar General in Kerala. Accordingly, all marriages in the State have to be registered without prejudice to religion and it has become a statutory service of the Grama Panchayats.

In the survey, 49 Grama Panchayats, during a quarter (October-December, 2011), received applications for 4608 marriage certificates. It shows that on an average, each Panchayat got 94 applications. Out of the total applications, decision was taken in the case of 71 percent. It shows that on an average, each Grama Panchayat got 94 applications and decision was taken in the case of 67. Average days taken for the issue of a certificate were eight. Shortage of staff and delay in verification are the reasons expressed for delay in the issue of certificates. Lack of the submission of the required documents is one of the causes for

the delay in issuing certificates. Table 4.1 shows the details of applications received and certificates issued.

### **Hindu Marriage Registration**

Grama Panchayats issue certificates for Hindu marriage registration. In our study, 33 Grama Panchayats received 1807 applications under this category and out of it, certificates were issued an 1407 (78%). On an average, each Grama Panchayat received 55 applications and certificates were issued to 43 (78%). Grama Panchayats took average six days to issue certificates. However, 13 Grama Panchayats reported shortage of staff and 12 Grama Panchayats reported delay in verification as the reasons for delayed issue of certificates. Table 4.1 shows the details regarding the issue of certificate.

### **Construction of Houses, Compound Walls and Wells**

In rural areas, permission from the local body is required for constructing houses, compound walls and wells. The application should contain the documents to prove ownership plan of the building, site plan and other details. The application for compound wall, wells etc. also requires similar documents and plans. Forty-three Grama Panchayats have provided information about the application received, permission issued and average days taken to issue permission. Out of the 5560 applications received during 6 quarters, permission was issued in the case of 2954 cases. The average number of days required to process the application and issue of permission was 18 days. Table 4.5 gives the district-wise distribution of sample Grama Panchayats which issued permissions. From the table, we can see that there is considerable variation in the average number of days taken to issue permissions. It varied between 5 and 30. In the Grama Panchayats in Pathanamthitta and Idukki districts, the average number of days required for issue of permission was 30 days. On the other hand, the Grama Panchayats in Alappuzha required only 5 days for the issue. A notable feature is that, in the case of permissions in majority of the districts, the number of days

required for issue of permission varied between 23 and 30. As the processing of the application involves scrutiny of documents and plan of the building, verification of in construction site, field visit etc., three weeks or 21 days is a reasonable time required for the issue of permissions. Submission of required documents and providing correct information are other factors required for speedy processing of the applications. However, the survey results suggest that majority of the sample Grama Panchayats had not able to issue the permission within a reasonable period (21 days). From the above, we have to conclude that the Grama Panchayats have not been able to perform this function in a satisfactory manner.

### **Assigning number to houses and fixing property Tax**

Once the houses are constructed, Grama Panchayats assign house number and assess building tax (property tax) and inform the same of the house owner. Assigning house number is one of major mandatory functions of Grama Panchayats and building tax is a major source of own revenue. However, Grama Panchayats fix building tax for the houses based on government norms. Table 4.6 gives the district-wise distribution of sample Grama Panchayats which processed the application for assessing property tax.

In the survey, 45 Grama Panchayats received 5,300 applications for assigning house number and fixing property tax. Out of the total applications received, decisions were taken on 4,055 (76.5%) and 1,245 (23.5%) applications remained undecided. On an average, applications received were 118 per Grama Panchayat whereas decision was taken only on 90. In other words, 28 applications on an average remained undecided per Grama Panchayat. Similarly, Grama Panchayats on an average required 8 days to issue house number and fix the property tax. Out of the total Grama Panchayats, 7 assessed property tax within 10 days. On the other hand, the rest of them took 11 to 23 days.

### **Certificate to prove the name**

In the survey, 34 Grama Panchayats reported that they received 851 applications to prove the

name not included in the birth/death register. Out of the total 851 applications received, Grama Panchayats issued certificates on 516(61%) applications and 335(39%) remained undecided during the survey. Here also, 18 Grama Panchayats have expressed delay in verification and 12 Grama Panchayats expressed shortage of staff as reason for the delay. On an average, Grama Panchayats received 25 applications in this category, and out of them decision was taken on 15 cases. Similarly, Grama Panchayats took an average 8 days to issue certificates. Here, lack of sufficient documents is a major reason for delay. Awareness has to be created among the people and Grama Panchayat officials and elected representatives regarding this issue.

### **Residential Certificate**

Certificate of ownership, residential certificate, transfer of ownership of buildings and certificate to prove that one has no suitable house for dwelling are other mandatory services provided by Grama Panchayats. These certificates are issued to families to avail government services and benefits directly. Table 4.7 gives the average number of days taken to issue the certificates. Out of these services, issue of ownership certificate is the single largest service. For instance, the survey reveals that 50 Grama Panchayats received 12,344 applications for ownership certificate, while 49 Grama Panchayats received 10,564 applications for residential certificates. While applications per Grama Panchayat was 247 for ownership certificates, it was 216 for residential certificates. But in the case of transfer of ownership of buildings and certificate to prove the non-possession of suitable houses for dwelling, number of applications are very few. For instance, in the case of transfer of ownership, 46 Grama Panchayats together received only 2,313 applications. Application for certificate to prove the non-availability of houses for suitable dwelling received by 32 Grama Panchayats were only 1,292.

In the case of ownership certificates, while decisions were taken on 8,259 applications (67%), it was only for 6,300 applications (60%) for residential certificate. Similar is the case with 72 percent

**Table 4.5****Issue of Permissions (sample GPs) to construct Houses, Compound Walls and Wells**

<i>Sl No.</i>	<i>District</i>	<i>Sample Grama Panchayats (Nos)</i>	<i>Applications Received (Nos)</i>	<i>Certificates/ Permission issued (Nos)</i>	<i>Average days taken to issue permission (Nos)</i>
1	Thiruvananthapuram	3	479	98	9
2	Kollam	3	192	0	12
3	Pathanamthitta	4	815	815	30
4	Alappuzha	4	492	447	5
5	Kottayam	4	385	385	17
6	Idukki	1	3	3	30
7	Ernakulam	4	144	14	11
8	Thrissur	5	1810	900	25
9	Palakkad	3	12	12	25
10	Malappuram	4	168	168	15
11	Kozhikode	3	418	405	25
12	Wayanad	2	314	296	12
13	Kannur	2	10	10	7
14	Kasargod	2	318	301	23
	<b>Total</b>	<b>43</b>	<b>5560</b>	<b>2954</b>	<b>18</b>

**Table 4.6****Assigning house number and fixing the property tax**

<i>Sl No</i>	<i>District</i>	<i>Sample Grama Panchayats</i>	<i>Application Received</i>	<i>Decision taken</i>	<i>Average days taken for decision</i>
1	Thiruvananthapuram	5	455	76	11
2	Kollam	4	258	108	9
3	Pathanamthitta	4	1039	1039	19
4	Alappuzha	3	950	950	10
5	Kottayam	4	450	450	7
6	Idukki	1	37	37	5
7	Ernakulam	4	173	19	9
8	Thrissur	5	545	0	15
9	Palakkad	4	312	305	16
10	Malappuram	4	515	515	23
11	Kozhikode	3	245	235	6
12	Wayanad	1	38	38	10
13	Kannur	-	-	-	-
14	Kasargod	3	283	283	10
	<b>Total</b>	<b>45</b>	<b>851</b>	<b>516</b>	<b>8</b>

who applied for certificates for transfer of ownership of buildings and 32 percent of applicants who applied for certificate to prove that they have no house for dwelling. Average applications per Grama Panchayat for ownership certificate was 247 and residential certificate 216.

Average number of days taken for the issue of certificates also varied. While Grama Panchayats on an average took 14 days to issue residential certificates, it was six days for ownership certificate, 16 days for transfer of ownership of buildings and 21 days for certificates to prove 'no house for suitable dwelling'.

There are several reasons for delay in issuing certificates. In most of the cases, shortage of staff and delay in verification are the major reasons expressed for delay in issuing the certificate. For all these certificates, site/family verification is necessary for which shortage of employees is a major problem. It is also experienced that when employees reach the site for verification, the applicant may be absent or away from house, in certain instances. In such cases the employees may have to visit the site more than once.

### **House Tax Exemption and Age Certificate**

Property tax appeal, house tax exemption, and age certificate of buildings are also issues coming under the jurisdiction of Grama Panchayats in Kerala. People are allowed to give appeal to Grama Panchayats if they feel that tax levied are on the high side. In such cases, Grama Panchayats review the appeal and make amends if necessary. Table 4.8 gives the average number of days required for the issue of the certificates. In the Survey, 25 Grama Panchayats received 1007 property tax appeals and, out of it, decision was taken on 477 (47%) appeals. Grama Panchayats took average 8 days to take a decision on an appeal. Shortage of staff and delay in verification are the reasons expressed by Grama Panchayats.

Regarding exemption from house tax, 31 Grama Panchayats got 535 applications and decisions were taken on 136 applications (25%). On an average, Grama Panchayats have taken 7 days to decide on exemption from building tax. Issue of age certificate for buildings is yet another mandatory

service of Grama Panchayats. Total applications received by 36 Grama Panchayats in the survey were 227 and, out of it, decisions were taken on 156 (69%). Average days taken for the issue of a certificate were 10.

### **Permission to Tutorial Institutions, Private Hospitals and Factories**

Tutorial institutions shall be established in a Grama Panchayat area only with the permission of the Grama Panchayats. Applications are submitted to Grama Panchayats in the prescribed manner along with the pre-scribed fees. Tutorial institutions mean an unrecognised institution having not less than 10 students established to run by a person or more than one person jointly for imparting education. In the survey, only 15 Grama Panchayats provided information. Out of the 33 applications, permission was issued for 15 institutions. Table 4.9 gives the Grama Panchayats which supplied information and average days taken for issuing the permission. Grama Panchayats took average 11 days to issue permissions. Similarly, 17 Grama Panchayats got 37 applications for the renewal of tutorials and, out of it, 26 were issued renewal certificates.

In rural areas, private hospitals or paramedical institutions shall be started only with the registration of Grama Panchayats. The institutions have to submit an application for registration or renewal of registration in the prescribed form with fees. The Grama Panchayats also collect annual fees from such institutions for the service rendered by it. Private hospitals means any hospital other than a hospital belonging to Central or State government. Private medical institutions include privately-owned clinical laboratory, X-ray unit, blood bank, scanning centres etc. Out of 149 applications received, certificates were issued to 84 institutions (56%). Average number of days taken to issue permission was 12 days.

Also, Grama Panchayats give permission to display advertisements. In the survey, six Grama Panchayats got 127 applications and, out of it, 67 were granted permission. The Grama Panchayats took 11 days on an average to grant a permission. Granting permission for factories/work shops is

also a mandatory service of Grama Panchayats. In the survey, 24 Grama Panchayats got 175 applications and, out of it, 128 were granted permission. But Grama Panchayats, on an average, have taken 26 days for giving such permissions. Table 4.9 gives details of applications received and certificates issued.

### Identification and Family Relationship Certificate

Issue of certificates to business units and certificate of identification are also other mandatory services of Grama Panchayats. The table 4.10 shows the number of Grama Panchayats which provided the information and the number of days taken to issue certificates. Of the 7173 applications received from business units, 4003 (56%) units were issued certificates. Grama Panchayats, on an average, have taken 14 days to issue certificates which of course is a long period which needs review and solution. Here, Grama Panchayats have cited shortage of staff and delay in verification as reasons for delay. But in the case of issue of certificates for identification and family relationship, average days taken for the issue of a certificate were only 2. This can be rated as good service delivery of the Grama Panchayats.

### Civic Functions

The basic responsibility, as per Panchayati Raj Act, for executing the civic functions like protection and maintenance of water sources, wells, disposal of solid waste, cleaning markets, providing street

lighting, taking steps to prevent spread of diseases, constructing and maintaining waiting sheds, comfort stations, cemetery etc. in a satisfactory manner rests with the Grama Panchayats. In our study, we collected information from the Grama Panchayats about the execution of 22 functions. All the 50 sample Grama Panchayats reported on the implementation and non-implementation of the functions. However, only a small share of the Panchayats provided detailed information about their spending on the items. Based on the two types of data available, we have made an attempt to examine the performance of civic functions.

### Implementation of Civic Functions

Table 4.11 gives data supplied by the Sample Grama Panchayats about the implementation and non-implementation of civic functions. The table indicates the seriousness of the Panchayats on the execution of different items of civic functions. Forty percent of the Grama Panchayats are not taking steps to protect drinking water sources and wells. This is the attitude taken by the Grama Panchayats experiencing water scarcity during the summer season. Similar is the case with protecting ponds and other water sources. Majority of the Panchayats are not doing anything to address the issue. The most serious civic problem faced by the Grama Panchayats in Kerala is disposal of solid waste. But, majority of the Panchayats reported that they are not implementing any special measures to solve the issue. Eighty percent of the sample Grama Panchayats are not taking any steps to remove waste water. Accumulation of solid waste in public

**Table 4.7**  
**Issue of Ownership, Residential, Transfer of Ownership Certificates**

Sl. No.	Certificate	Sample Grama Panchayats	Applications Received	Decision taken	Average days taken to issue a certificate
1	Ownership Certificate	50	12344	8259	6
2	Residential Certificate	49	10564	6300	4
3	Transfer of ownership of Buildings	46	3201	2313	16
4	Certificate to prove 'no house suitable for dwelling'	32	1292	408	5

markets and shopping centres is a major problem in Kerala. But, 68 percent of the Grama Panchayats are not doing any serious attempts to dispose the waste. These instance of evidence suggest that Grama Panchayats in Kerala fail in addressing the core civic functions. In spite of the decentralisation of powers and functions and allotment of more resources, the Panchayats fail to address these vital problems.

Another category of civic functions relate to health issues such as prevention of spread of communicable diseases, sale of contaminated food products, health inspection in hotels, and prevention of adulteration of food items. The Grama Panchayats reported that nearly half of them (48 percent) had not taken steps to prevent the occurrence of communicable diseases. Ninety percent of the Panchayats have not taken any steps to prevent the sale of contaminated food products. Due to the inaction of the local bodies, traders are selling contaminated food and other items in shops and market places. Ensuring the sale of clean and good food through the hotels is a civic function of the local bodies. For this, frequent health inspections in hotels are needed. But, it is reported that 78 percent of the Panchayats are not conducting health inspections in hotels. Adulteration in food products is another serious issue that needs the attention of local bodies. But, 92 percent of the Panchayats are not taking any steps to prevent adulteration. Similar inaction is found in the case of implementation of vaccination programmes for

range of communicable diseases. Ninety percent of the Panchayats have not taken any steps to prevent the sale of contaminated food products. Due to the inaction of the local bodies, traders are selling contaminated food and other items in shops and market places. Ensuring the sale of clean and good food through the hotels is a civic function of the local bodies. For this, frequent health inspections in hotels are needed. But, it is reported that 78 percent of the Panchayats are not conducting health inspections in hotels. Adulteration in food products is another serious issue that needs the attention of local bodies. But, 92 percent of the Panchayats are not taking any steps to prevent adulteration. Similar inaction is found in the case of implementation of vaccination programmes for

**Table 4.8**  
**Tax appeal, House Tax Exemption and Age Certificate for Buildings**

<i>Sl. No.</i>	<i>Services</i>	<i>Sample Grama Panchayats</i>	<i>Application received</i>	<i>Certificate issued</i>	<i>Average days taken to issue certificates</i>
1	Property Tax Appeal	25	1007	477	8
2	Exemption from House Tax	31	535	136	7
3	Age Certificate of Building	36	227	156	10

**Table 4.9**  
**Issue of Certificates for Institutions and Factories**

<i>Sl. No.</i>	<i>Certificates</i>	<i>Sample Grama Panchayats</i>	<i>Applications Received</i>	<i>Certificate issued</i>	<i>Average days taken to issue certificates</i>
1	Certificate for private hospitals and para-medical Institutions	23	149	84	12
2	Registration of Tutorials	15	33	15	7
3	Renewal of registration of Tutorials	17	37	24	6
4	Permission to display advertisements	6	127	67	11
5	Permission for factories/ workshops	24	175	128	26

preventing the spread of diseases. The above facts indicate the gross negligence on the part of the Grama Panchayats in implementing measures to protect the health of the general public.

Other important items of civic functions are maintenance of burial ground/cemetery, establishing bath and washing ghats, providing parking places for vehicles and constructing waiting sheds and public comfort stations. Lack of burial ground is one of the severe problems faced by the Panchayats. The data supplied by sample Grama Panchayats indicate that 86 percent of them do not have burial grounds. Ninety-six percent of the sample Panchayats do not take steps to establish bath and washing ghats. In a State which has been witnessing rapid growth in the number of motor vehicles, parking of vehicles has emerged as a critical problem. But, it is disturbing to note that 48 Grama Panchayats (96 percent) have not taken steps to provide parking places for vehicles. Eighty-eight percent of the sample Grama Panchayats do not have waiting sheds on road side and other junctions for public use. In the case of construction and maintenance of public comfort stations also, we can see the same situation. Eighty-six percent of the Grama Panchayats do not spend money for public comfort stations. A review of the execution of the above functions indicate the negligence and lack of interest on the part of Grama Panchayats in providing these civic functions.

Killing stray dogs, construction and maintenance of slaughter houses and mosquito control are other important civic functions of the Grama Panchayats. Though killing stray dogs is the responsibility of the Panchayats, they are not doing much on the issue. Eighty-four percent of the sample Grama Panchayats have not taken any steps to kill the stray dogs. Kerala is a State where people consume meat as an important food item. But, due to lack of slaughter houses, the authorities are not able to check the health of the animals killed and the quality of meat sold in the market. Selling poor quality meat by small traders is a serious health issue in Kerala. Though it is the responsibility of Panchayats to construct and maintain slaughter houses, they are not taking any steps. It is disturbing to note that 96 percent of the Sample Grama Panchayats do not have slaughter houses. Kerala

is fast becoming a land of many types of fevers and other communicable diseases spread through mosquitos. The Health Department and other Government agencies are advocating the eradication of mosquitoes through mosquito destruction programmes. Being a local body, it is the duty of the Panchayats to take active steps to eradicate mosquito. But the survey findings suggest that 64 percent of the sample Grama Panchayats are not taking any steps to control mosquito breeding. From the above review, we can conclude that the Grama Panchayats failed to implement the civic functions in a satisfactory manner. It is disturbing to note that majority of the sample Grama Panchayats are not doing any thing to execute the core civic functions affecting the overall well-being of the people .

### **Disposal of Solid Waste**

Kerala Panchayat Raj Act envisages regular sweeping and cleaning of the streets, removal of solid waste, daily removal of rubbish from dust bins, waste boxes etc. For this, Village Panchayat shall provide (i) depots, receptacles and places for filth deposit (ii) covered vehicles and vessels for the removal of waste (iii) vehicles or suitable means for the removal of waste and (iv) dust bins, receptacles and places for temporary deposit of domestic waste. Similarly, every Grama Panchayat shall find out and notify suitable places for the disposal of waste after assessing the health and environmental aspects. Similarly, Grama Panchayats may make arrangements for preparation of compost utilising solid waste and its sale. If composting of waste is unfeasible and unpracticable, sanitary land-fill methods may be adopted. Similarly, Grama Panchayats can construct, operate, maintain and manage any establishment on a commercial basis or on contract for the purpose of recycling, treating, processing and disposing of solid waste. In this context, we are examining the funds spent by the Grama Panchayats for disposal of solid waste.

In the survey, 22 Grama Panchayats (44%) have reported the expenses incurred for waste disposal. Table 4.12 gives the Grama Panchayat-wise expenditure for the disposal of solid waste.

In the disposal of solid waste, Grama Panchayats meet two types of expenses viz; construction

and maintenance. Out of the 22 Grama Panchayats reported in the survey, only 10 Grama Panchayats reported expenses relating to construction purposes for solid waste disposal. In Idukki district, one Grama Panchayat surveyed reported that it spent Rs.2.50 lakh for construction purposes relating to solid waste disposal. Two Grama Panchayats in Kozhikode district, on an average, spent Rs. 24,7611. One Grama Panchayat in Pathanamthitta district spent Rs.2,22,206. But one Grama Panchayat in Kollam spent only Rs.7,517, while one Grama Panchayat in Palakkad spent a meagre Rs.2,273. It shows that 10 Grama Panchayats, on an average, spent Rs.82,483 for construction purposes relating to waste disposal.

Grama Panchayats also spent for maintenance works. Out of 22 Grama Panchayats reported in the survey, only 12 Grama Panchayats have shown expenses for maintenance. In Kozhikode district, while one Grama Panchayat met Rs.4,15,211 during 2010-11, one Grama Panchayat in Kollam district spent Rs. 4,99,678 and one Grama Panchayat in Thrissur district spent Rs.5,56,440. It shows that 12 Grama Panchayats on an average spent Rs.2,48,296 during 2010-11 for the maintenance of solid waste disposal.

Only twenty Grama Panchayats in 10 districts have spent funds for solid waste disposal. Grama Panchayats in Thiruvananthapuram, Alappuzha, Wayanad and Ernakulam are those which have not utilised funds for waste disposal. The twenty Grama Panchayats together spent Rs.72.77 lakh and, out of it, Rs.18.15 lakh (24.95%) was on construction works and Rs.54.62 lakh (75.05%)

was on maintenance works. It shows that Grama Panchayats, on an average, have spent Rs.3,63,857 for solid waste disposal works. While average expenses on construction work was Rs.1,81,462, it was Rs.4,55,210 for maintenance works. Similarly, two Grama Panchayats have spent for both construction and maintenance works. While Nadapuram Grama Panchayat in Kozhikode district spent Rs.9,60,644 for waste disposal works, Konny Grama Panchayat in Pathanamthitta district spent Rs.6,04,412. Similarly, Kottarakara Panchayat in Kollam district spent Rs.14,78,676 and Mala Panchayat in Thrissur district spent Rs.13,87,320 for waste disposal work.

In order to implement the measures for disposal of solid waste as envisaged in the Kerala Panchayat Raj Act, Grama Panchayats need sufficient funds. But Grama Panchayats pointed out that lack of funds is not a major constraint in the solid waste disposal. Out of 22 Grama Panchayats reported in the study only six Grama Panchayats reported lack of funds as a constraint for solid waste disposal. On the other hand, 16 Grama Panchayats reported that fund scarcity is not the reason for non-implementing solid waste disposal programme.

The study reveals that Grama Panchayats in Kerala are not able to dispose waste generated in a satisfactory matter. It thus creates environmental and health problems. Therefore, the Government has to issue guidelines and directions to Grama Panchayats and urban local bodies for setting apart sufficient funds and utilise it effectively and efficiently.

**Table 4.10**  
**Certificate of Identification and Family Relationship**

Sl. No.	Certificate	Sample Grama Panchayats (Nos.)	Total Applications	Certificate issued (Nos)	Average days taken to issue certificates
1	Certificate of Identification	38	2679	2104	2
2	Certificate to prove family relationship	33	1131	651	2
3	Certificate to business unit	48	7173	4003	14

## Measures to remove Waste Water

Ten Grama Panchayats gave information about the construction and maintenance expenditure for removal of waste water. Grama Panchayat-wise expenditure on removal of waste water is given in table 4.13. Of them, 5 Grama Panchayats meet expenses for construction purposes and spend for maintenance. However, the amount spent is very small. For instance, one Grama Panchayat in Kozhikode district spent Rs.2,75,492 for construction,

while two Grama Panchayats in Kasargode district, on an average, spent Rs.2,29,577. However, one Grama Panchayat in Thiruvananthapuram district spent only Rs.50,067, while in Kottayam district, one Grama Panchayat spent only Rs.10,000 during 2010-11.

For maintenance of waste water removal measures, Grama Panchayats in Kerala spend only negligible amounts. Five Grama Panchayats in the survey, on an average, spent only Rs.59,227 for

**Table 4.11**  
**Implementation of Civic Function**

<i>Civic functions</i>	<i>GPs Implementing the Functions (Nos)</i>	<i>GPs not Implementing the Functions (Nos)</i>	<i>Total Sample Grama Panchayats (Nos)</i>	<i>Percentage not Implementing</i>
Protecting Drinking Water Sources and Wells	30	20	50	40
Protecting Ponds and other Sources of water	18	32	50	64
Protecting Canals and Waterways	13	37	50	74
Disposal of Solid Waste	22	28	50	56
Measures to Remove Waste Water	10	40	50	80
Cleaning of Public Markets	16	34	50	68
Preventing the Spread of communicable Diseases	26	24	50	48
Preventing the Sale of contaminated Food Product	5	45	50	90
Health Inspections in Hotels	11	39	50	78
Preventing Adulteration in Food Products	4	46	50	92
Street Lighting	36	14	50	28
Implementation of Vaccination to prevent the spread of Diseases	19	31	50	62
Maintenance of Burial Ground/Cemetery	7	43	50	86
Establishment of bath & washing Ghats	2	48	50	96
Ferry service in river/back water	6	44	50	88
Providing Parking place for vehicles	2	48	50	96
Constructing Waiting Sheds	6	44	50	88
Constructing Public Comfort Stations	7	43	50	86
Killing of Stray Dogs	8	42	50	84
Implementation of Relief Programmes for People affected by Natural Calamities	6	44	50	88
Construction & Maintenance of Slaughter Houses	2	48	50	96
Measures to control Mosquito breeding	18	32	50	64

maintenance. However, one Grama Panchayat in Thrissur district spent Rs.20,000 for maintenance, one Grama Panchayat in Kasargod spent Rs.63,502 and one Grama Panchayat in Kollam district spent only Rs.60,900 as against Rs.71,735 by a Grama Panchayat in Malappuram district.

Only nine Grama Panchayats in seven districts incurred expenses for waste water removal. It shows that only 18% Panchayats took up waste water removal measures. The total expenses incurred was Rs.13.87 lakh and out of it, Rs.7.95 lakh (57.3%) was for construction work and Rs.5.92 lakhs (42.7%) for maintenance. Five Panchayats spent for construction and five Panchayats for maintenance; only one Panchayat took up schemes for construction and maintenance together. Similarly, while five Panchayats, on an average, spent Rs.1,58,943 for construction, five panchayats spent, on an average, Rs.1,18,455 for maintenance. All the nine Panchayats together, on an average, have spent Rs.1,54,110 for waste removal. From the above, it is clear that the Grama Panchayats are giving only less importance to removal so waste water.

The study shows that Grama Panchayats are setting apart only a small amounts for implementing measures to remove waste water. Similarly, only a small number of Grama Panchayats are setting apart even negligible outlay for waste water removal. Among the Panchayats, 4 Grama Panchayats reported that there was lack of funds for waste water removal works. State Government may provide more funds to the Panchayats for this item. The Panchayats should also take necessary steps to improve the removal of waste water.

### **Maintenance of Slaughter House**

Kerala Panchayat Raj Act insists that animals of any kind could be slaughtered in a public or licensed slaughter house in conformity with a licence from the Village Panchayat. Similarly, butchers who slaughter animals in the slaughter house has to obtain a certificate from an allopathy doctor to prove that butchers are free from health problems. Other major norms for slaughter houses as mentioned in the Kerala Panchayat Raj Act, are: (i) animals have to be certified and stamped by a veterinary surgeon that animals are free

from contagious diseases (ii) diseased, dead, or dying animals shall not be slaughtered (iii) animals brought for slaughter should be clean (iv) meat of animals slaughtered has to be stamped and inspected (v) meat unfit for use should be destroyed (vi) slaughter house has to be 90 metres away from any dwelling houses and public road.

The Grama Panchayats have to strictly follow the rules as envisaged in the Act for slaughtering animals and selling animal meat. The rules envisaged in the Act are intended to protect the health of the people who eat animal meat and to destroy the debris and waste without causing any sort of contamination to public life. Since provision of slaughter houses is a mandatory function of the Grama Panchayats in Kerala, the survey targeted to study the role and service and amount spent for implementing the function. But, it is striking to note that only 2 Grama Panchayats, in the sample, have constructed and maintained slaughter houses. In other words, 48 Grama Panchayats have not constructed and maintained slaughter houses. Here, it shows that 96% Grama Panchayats have no slaughter houses. The inaction on the part of Grama Panchayats on this issue is a serious concern. The State government and local bodies should take urgent steps to establish slaughter houses in all Grama Panchayats.

### **Protection of Ponds and other Sources**

Fourteen Grama Panchayats have provided information on the expenditure on ponds and other water resources. Table 4.14 gives the expenditure incurred. In Alappuzha district, all four Grama Panchayats have implemented construction and maintenance works. While two Grama Panchayats have undertaken construction works, two Panchayats have undertaken maintenance works. All the 14 Grama Panchayats together have spent Rs.14.52 lakh during 2010-11. Out of it Rs.11.02 lakh (76%) was spent for construction and Rs.3.49 lakh (24%) for maintenance. Here, six Panchayats undertook maintenance works while 8 Panchayats undertook construction works.

### **Maintenance of Burial ground/Cemetery**

The Kerala Panchayat Raj Act envisages that with the previous sanction of the District Collector,

Grama Panchayats can provide land to be used as burial or burning grounds or cemeteries by meeting expenditure from the Panchayat funds and may charge rent and fees for the use. But burial and burning grounds shall not be located within 50 metres of a dwelling house.

Out of sample 50 Grama Panchayats, only 7 Grama Panchayats (14%) have burial grounds and 43(86%) have no burial ground. Out of the 7 Grama Panchayats which have burial grounds, 3 Grama Panchayats reported that they lack funds for its maintenance while 4 Grama Panchayats reported that lack of funds is not a problem. With regard to the quality of service, all the 7 Grama Panchayats reported that it is satisfactory. While three Grama Panchayats spent, on an average, Rs.492532 for construction of burial grounds, 4 Grama Panchayats spent, on an average, Rs.51856 for maintenance during 2010-11 and it varied from a low of Rs.6200 to a high of Rs.139649. Table 4.15

shows district-wise Grama Panchayats which have burial grounds and the amount spent.

### Street Lighting

In the study, out of 50 sample Grama Panchayats, only 36 Grama Panchayats reported the implementation of street lighting. Out of the 36 Grama Panchayats, 23 reported lack of funds for implementing street lighting. On the other hand, 13 Grama Panchayats reported availability of funds.

The Grama Panchayats spent, on an average, Rs.3,65,259 for works relating to construction/installation of street light. Average amount spent varied from a high of Rs.5,85,000 in Ernakulam district to a low of Rs.15,000 in Kozhikode district. Similarly, Grama Panchayats spent, on an average, Rs.3,93,413 for the maintenance of street lighting. Average maintenance expenses varied from a high of Rs.8,69,970 in Kollam district to a low of Rs.

**Table 4.12**  
**Expenditure met for Disposal of Solid Waste (2010-11)**

<i>District</i>	<i>Grama Panchayats (Nos)</i>	<i>Construction Expenditure (Rs)</i>	<i>Maintenance Expenditure (Rs)</i>	<i>Total Expenditure</i>
Kollam	Aryankavu	22,550		22,550
	Kottarakkara Veliyam		1,478,676 20,358	1,478,676 20,358
Pathanamthitta	Konny	444,412	160,000	604,412
	Vadasserikara		129,240	129,240
Kottayam	Karukachal	191,760		191,760
	Kumarakam	200,000		200,000
	Mundakkayam		740,000	740,000
Idukki	Peerumedu	250,000.		250,000
Thrissur	Kodakara		282,000	282,000
	Mala		1,387,320	1,387,320
Palakkad	Peringottukurissi		135,000	135,000
	Vallappuzha	4,545		4,545
Malappuram	Makkaraparambu		50,000	50,000
	Vallikkunnu		49,500	49,500
Kozhikode	Azhiyoor	365,000		365,000
	Nadapuram	130,222	830.422	960,644
Kannur	Pariyaram	4,638		4,638
	Valapattanam	201,500		201,5000
Kasargode	Ajanur	200,000		200,000
<b>Total</b>	<b>20</b>	<b>20,14,627</b>	<b>52,62,516</b>	<b>72,77,143</b>
<b>Average Expenditure</b>		<b>183147.91</b>	<b>478410.55</b>	<b>363857.15</b>

**Table 4.13****Expenditure incurred on Removal of Waste Water (2010-11)**

<i>District</i>	<i>Sample Grama Panchayat</i>	<i>Construction Expenditure (Rs)</i>	<i>Maintenance Expenditure (Rs)</i>	<i>Total (Rs)</i>
Thiruvananthapuram	Anchuthengu	50,067	-	50,067
Kollam	Kottarakkara	-	1,21,800	1,21,800
Kottayam	Kumarakam	10,000	-	10,000
Thrissur	Kodakara	-	2,00,000	2,00,000
Malappuram	Makkaraparambu	-	93,970	93,970
	Vallikunnu	-	49,500	49,500
Kozhikode	Nadapuram	2,75,492	-	2,75,492
Kasargode	Muliar	74,275	-	74,275
	Thrikkarippur	3,84,879	1,27,003	5,11,882
<b>Total</b>	<b>9</b>	<b>7,94,713</b>	<b>5,92,273</b>	<b>13,86,986</b>
<b>Average Expenditure</b>		<b>158942.60</b>	<b>118454.6</b>	<b>154109.56</b>

50,000 in Malappuram district. With regard to quality of street lighting, 30 Grama Panchayats reported that it is satisfactory. On the other hand, 4 Grama Panchayats reported it as poor and 2 Grama Panchayats as very poor.

**Waiting Sheds and Public Comfort Stations**

In the study, out of 50 sample Grama Panchayats, only six Grama Panchayats have constructed waiting sheds while 44 Grama Panchayats have no waiting sheds. Out of the six Grama Panchayats reported having waiting sheds, 4 reported that there is lack of funds for it. Three Grama Panchayats reported that the quality of waiting shed was satisfactory. But two reported that the

service was poor and one that it was very poor. Out of the six Grama Panchayats having waiting sheds, three have spent on an average Rs.66174 during 2010-11 for construction. Table 4.18 gives the expenditure of Grama Panchayats on waiting sheds and comfort stations.

Out of the 50 Grama Panchayats, only 7 have incurred expenditure for public comfort stations. The average amount spent for construction and maintenance is given in Table 4.18. Five Grama Panchayats reported lack of funds for providing comfort stations. Among the Grama Panchayats having comfort stations, 4 reported the quality of service as satisfactory.

**Table 4.14****Expenditure on Protection of Ponds and other Sources of Water 2010-11**

<i>District</i>	<i>Sample Grama Panchayats (Nos)</i>	<i>Construction Expenditure (Rs)</i>	<i>Maintenance Expenditure (Rs)</i>	<i>Total Expenditure (Rs)</i>
Thiruvananthapuram	Balaramapuram	1,88,400	-	1,88,400
Kollam	Aryankavu	-	76,788	76,788
	Veliyam	-	20,700	20,700
Alappuzha	Champakkulam	1,00,000	-	1,00,000
	Kandalloor	50,000	-	50,000
	Mannar	-	1,00,000	1,00,000
	Thrikkunnapuzha	-	50,000	50,000
Kottayam	Karukachal	34,200	-	34,200
	Kumarakam	33,617	-	33,617
	Kuruchi	-	55,860	55,860
Idukki	Peerumedu	96,726	-	96,726
Thrissur	Mala	1,87,963		1,87,963
Palakkad	Peringottukurissi	-	45,656	45,656
Kannur	Pariyaram	4,11,681	-	4,11,681
<b>Total</b>	<b>14</b>	<b>11,03,587</b>	<b>3,49,004</b>	<b>14,52,591</b>

**Table 4.15****Expenditure on Burial Ground**

<i>Sl. No.</i>	<i>District</i>	<i>Sample Grama Panchayat (Nos.)</i>	<i>Expenditure (Rs)</i>	
			<i>Construction</i>	<i>Maintenance</i>
1	Idukki	1	10,00,000	-
2	Ernakulam	1	-	6,200
3	Kasargode	2	77,597	16,700
4	Malappuram	1	-	44,874
5	Thiruvananthapuram	1	4,00,000	-
6	Thrissur	1	-	1,39,649
	<b>Total</b>	<b>7</b>	<b>4,92,532</b>	<b>51,856</b>

**Table 4.16**  
**Expenditure on Street Lighting (2010-11)**

Sl. No.	District	Sample Grama Panchayat Reported (Nos)	Average Expenditure		Lack of Fund	
			Construction (Rs)	Maintenance (Rs)	Yes	No
1	Alappuzha	4	138833	131500	4	0
2	Ernakulam	3	585000	402708	1	2
3	Kannur	3	185000	152235	0	3
4	Kasargod	3	441278	413812	1	2
5	Kollam	4	-	869970	1	3
6	Kottayam	3	270728	400782	1	2
7	Kozhikode	2	15000	148860	-	2
8	Malappuram	1	49600	50000	1	-
9	Palakkad	3	901884	110562	1	2
10	Pathanamthitta	4	350000	282458	1	3
11	Trivandrum	2	-	230654	-	2
12	Thrissur	4	199115	778996	2	2
	<b>Total</b>	<b>36</b>	<b>365259</b>	<b>393413</b>	<b>13</b>	<b>23</b>

**Table 4.17**  
**Panchayats having Waiting Sheds and Comfort Stations**

Sl No	Mandatory functions	Mandatory function Waiting Sheds	Comfort Stations
1	Panchayats Reported	6	7
2	Average Amount spent(Rs)		
	(i) Construction	66174	159977
	(ii) Maintenance	252204	45747
3	Lack of funds		
	Yes	2	2
	No	4	5
4	Quality of service		
	(i) Satisfactory	3	4
	(ii) Poor	2	3
	(iii) Very poor	1	----

# 5

## Implementation of Social Welfare Programmes in Kerala

**T**he current social security schemes in Kerala are four-fold : viz. insurance schemes, pension schemes, schemes of Welfare Fund Boards and integrated social security schemes called ASHRAYA. The agencies for executing these schemes also differ. They include Central Government, Departments of State Government, Welfare Fund Boards and Local Self Government Institutions. Among these social security schemes, the present study is focussed only on those schemes which are implemented through Local Self Government, particularly Grama Panchayats. They are (i) Agricultural Worker's Pension (ii) Unemployment assistance (iii) National Old age Pension (iv) Destitute (Widowed/Divorced) Pension (v) Pension for physically and mentally challenged and (vi) Pension for unmarried women above 50 years and unmarried mothers.

The present study attempted to collect data from 50 Grama Panchayats, distributed throughout the State, regarding the magnitude of funds released, the main welfare pension schemes and the availability of staff for implementation of these programmes and to what extent other developmental activities in the Grama Panchayats are affected owing to shortage of staff consequent

to their implementation. One of the limitations of the study is the non-availability of data on pension distribution under various schemes in all the 50 Grama Panchayats. Hence the number of Grama Panchayats furnished information relating to different Welfare Programmes varies from district to district and those information acceptable after scrutiny alone are presented in the sections. The effectiveness of service delivery of welfare pensions distributed through Grama Panchayats could not be fully assessed since the views of the beneficiaries on timely receipt of the pensions and other related issues could not be gathered through the field survey. The findings of this study may be viewed with the above limitations.

### **Agricultural Labourers' Pension**

This scheme instituted in the year 1980 by the Government of Kerala for agricultural workers is meant to provide financial assistance to the agricultural workers who are above the age of 60. The beneficiaries must be members of the Agricultural Worker's Welfare Fund. Their family income per year should be less than Rs. 20,000 in rural areas and Rs. 22,375 in urban areas. The applicant should have been a resident of Kerala for the last ten

years prior to the submission of application. The rate of pension during the reference period of the study (2010-11) is Rs.400 per month. The pension is discontinued upon the death of pensioner or when he/she leaves the State and continues to live outside for more than six months. The data collected regarding pension distribution etc. from the sample Panchayats covered in the study for 2010-11 is presented in table 5.1

The above data revealed that Palakkad which is predominantly an agriculture-dominated area has the largest number of agricultural pension beneficiaries (2307). Also, the average monthly pension per worker in thge district is the highest (Rs. 325) among the districts. The data collected from the sample Panchayats also revealed that the maximum amount of agricultural workers' pension was disbursed in Palakkad District (Rs. 90.07 lakh) followed by Kottayam (Rs.79.66 lakh), Thrissur (Rs.75.59 lakh) and Malappuram (Rs.67.85 lakh). It is also evident from table 5.1 that in the majority of the districts, the average monthly pension distributed for agricultural workers is

above the State average of Rs. 306, exceptions being Ernakulam (Rs. 253) and Kannur(Rs. 203) districts. Though, the prevailing rate of agricultural workers pension during 2010-11 was Rs.400, the beneficiaries registered under this programme in selected Panchayats in different districts related to different time periods within an year and hence all of them are not eligible for pension for the whole year. Through the field survey, information was also collected regarding number of staff and the number of days required for distribution of each pension. On a scrutiny, it was noticed that these data reported from various Grama Panchayats also contain a lot of inconsistencies and hence those Grama Panchayats which could not furnish satisfactory explanation are omitted for this analysis. Table 5.2 contains the number of staff and the total number of days required for this pension distribution in the selected Grama Panchayats (district-wise).

The above data contain certain minor discrepancies. To cite few examples, Grama Panchayats in Palakkad district have the maximum number

**Table 5.1**  
**Agricultural Workers' Pension-Number of Beneficiaries and Pension Distributed**

<i>District</i>	<i>No. of Sample G.Ps that reported data</i>	<i>Total no. of Beneficiaries</i>	<i>Average no. of Beneficiaries per G.P</i>	<i>Total amount of Pension distributed 2010-11 (Rs.)</i>	<i>Average amount of Pension distributed per Worker per month (Rs)</i>
Trivandrum	3	1082	361	39,45,774	304
Kollam	4	529	132	20,31,143	319
Pathanamthitta	3	600	200	22,44,742	312
Kottayam	4	2179	545	79,65,800	305
Idukki	1	188	188	707840	314
Ernakulam	4	631	158	19,18,399	253
Thrissur	5	2022	404	75,59,576	312
Palakkad	4	2307	577	90,07,321	325
Malappuram	4	1809	452	67,85,523	313
Kozhikode	3	1154	385	44,38,748	321
Kannur	3	908	303	22,16,499	203
Kasaragod	3	1562	521	60,67,946	324
<b>Total</b>	<b>41</b>	<b>14791</b>	<b>365</b>	<b>548,89,311</b>	<b>306</b>

beneficiaries, but the staff allotted is not proportional to the work load viz. (total number of beneficiaries). This problem is also seen in the case of Grama Panchayats in Thiruvananthapuram and Kollam districts. The total number of days required for pension distribution in most of the districts are almost realistic except in the case of Kollam and Ernakulam where the number of beneficiaries are relatively low.

Through this study, data have also been collected regarding the impact of pension schemes on the implementation of mandatory civic functions in the Panchayats. The data presented in Table 5.3 reveal that out of 41 Grama Panchayats studied, mandatory functions in 12 Grama Panchayats have not been affected, while the remaining 29 have been affected in different degrees. Out of 41 Grama Panchayats, 36 (87%) have reported that this distribution of agricultural pension have not affected the implementation of plan programmes. But majority of the Grama Panchayats(33 out of 41) expressed the view that pension distribution affected the workload of their staff adversely.

Grama Panchayats surveyed have also reported that they have been compelled to stop other office works on an average of 8 days in an year for the distribution of agricultural labourers pension as revealed from the table below.

### Unemployment Allowance Scheme

The unemployment allowance scheme was introduced in 1982 by the Government of Kerala vide GO(P)No. 40/82/LBR dated 12/11/1982. The scheme was initially being implemented through National Employment Service, Kerala up to 28/05/1998. Consequent to the enactment of the Kerala Panchayat Raj and Municipalities Act, the scheme was transferred to local bodies vide GO(P) No 23/98/LBR dated 28/5/1998 and now unemployment dole is distributed through local bodies. As per the latest data available (2011-12), Rs. 51.12 crore have been allotted for this scheme for 3,18,810 beneficiaries in the State. Regarding eligibility, the candidate should have a registration seniority of 3 years in the Employment Exchange after completing 18 years of age. The upper age

**Table 5.2**  
**Staff allotted and the total number of days required for distribution of Agricultural Workers' Pension in selected Panchayats**

<i>District</i>	<i>No. of Sample GPs that reported data</i>	<i>Total Staff allotted</i>	<i>Average No. of Staff in each Grama Panchayat</i>	<i>Total no. days required</i>	<i>Average no. of days required in each Grama Panchayat</i>
Trivandrum	3	3	1	50	17
Kollam	4	6	2	90	23
Pathanamthitta	3	7	2	37	12
Kottayam	4	5	1	36	9
Idukki	1	1	1	5	5
Ernakulam	4	6	2	67	17
Thrissur	5	11	2	10	2
Palakkad	4	4	1	107	27
Malappuram	4	8	2	78	20
Kozhikode	3	3	1	43	14
Kannur	3	3	1	8	3
Kasaragod	3	4	3	18	6
<b>Total</b>	<b>41</b>	<b>61</b>	<b>2</b>	<b>549</b>	<b>13</b>

**Table 5.3****Distribution of Agricultural Workers' Pension - Impact on other Activities**

District	No. of sample GPs. that reported data	Whether Pension distribution affected mandatory civic functions (No. of GPs.)			Total no. of days other official works were stopped	Whether Pension distribution affected Plan Implementation (No. of GPs)		Whether Pension distribution increased workload of the Staff (No. of GPs)		Total no. of Staff transferred from other Departments to distribute Pension
		Not affected	slightly affected	Too much affected		Yes	No	Yes	No	
Trivandrum	3	1	2	-	10	1	2	2	1	1
Kollam	4	-	4	-	40	-	4	3	1	4
Pathanamthitta	3	-	2	1	37	-	3	3	-	1
Kottayam	4	1	3	-	20	1	3	3	1	2
Idukki	1	1	-	-	-	-	1	1	-	0
Ernakulam	4	-	2	2	67	2	2	4	-	2
Thrissur	5	-	5	-	0	-	5	5	5	3
Palakkad	4	1	2	1	55	2	2	3	1	1
Malappuram	4	2	2	-	48	-	4	3	1	0
Kannur	3	3	-	-	0	-	3	-	3	3
Kozhikode	3	-	2	1	40	-	3	2	1	2
Kasaragod	3	3	-	-	14	-	3	3	-	2
<b>Total</b>	<b>41</b>	<b>12</b>	<b>24</b>	<b>5</b>	<b>331</b>	<b>6</b>	<b>35</b>	<b>32</b>	<b>9</b>	<b>21</b>

**Table 5.4****Unemployment Allowance-Total number of Beneficiaries and Amount disbursed in sample Panchayats in various Districts**

Districts	No. of Sample GPs that reported data	Total No. of Beneficiaries	Average no. of Beneficiaries per GPs	Total amount (U.A) Distributed (Rs)	Average amount Distributed per G.P (Rs)	Average amount of Unemployment Allowance distributed per person per month
Trivandrum	4	3323	831	2897760	724440	73
Kollam	1	72	72	103680	103680	120
Pathanamthitta	1	147	147	186240	186240	106
Kottayam	1	367	367	503760	503760	114
Idukki	1	92	92	124440	124440	113
Eranakulam	2	231	116	274800	137400	99
Thrissur	1	96	96	103080	103080	89
Malappuram	1	472	472	632520	632520	112
Kozhikode	2	537	269	509280	254640	79
<b>Total</b>	<b>14</b>	<b>5337</b>	<b>381</b>	<b>5335560</b>	<b>381111</b>	<b>83</b>

limit is 35 years and the educational qualification for general categories is SSLC (Pass), with some relaxation for SC/ST and physically challenged candidates. The annual family income limit for applying for unemployment allowance scheme is fixed at Rs. 12,000. As per the revised norms, the eligible candidate can submit application for unemployment allowance in the prescribed form at anytime to the concerned local body. The Welfare Standing Committee, on verification, may sanction or reject the application on merit, and the eligible candidate can receive the unemployment allowance from the next month onwards after submitting application to the local body. The Director of Employment is the controlling authority of unemployment scheme in the State and the Government grant for this programme is distributed to the local bodies through District Employment officers. The prevailing rate of unemployment allowance per month is Rs. 120.

District-wise distribution of sample Panchayats which disbursed unemployment allowance during the year 2010-11 is furnished in table 5.4.

The data presented above on the basis of sample Panchayats covered in the study, revealed that Thiruvananthapuram, district has the largest

number of beneficiaries followed by Kozhikode and Malappuram districts. Regarding average number of beneficiaries also, Thiruvananthapuram tops the list followed by Malappuram, Kottayam and Kozhikode districts. Again, Thiruvananthapuram has the highest average unemployment allowance distributed during the study period (2010-11) with Rs. 7.24 lakh followed by Malappuram Rs. 6.32 lakh and Kottayam Rs. 5.04 lakh. The most important indicator from the beneficiary's point of view is that the average unemployment allowance disbursed per person per month as judged by this norm, Kollam tops the list among districts with Rs. 120 per capita monthly allowance which is also above the State average (Rs.83).But Thiruvananthapuram and Kozhikode are exceptions with an average per capita amount of Rs.73 and Rs. 79 respectively. The study revealed that the total number of beneficiaries in 14 sample Panchayats came to 5,337 and the total amount distributed in 2010-11 was Rs. 53.36 lakh.

Data collected regarding the number of staff and the number of days required for the distribution of unemployment allowance in the sample Panchayats are presented in table 5.5

**Table 5.5**  
**Staff allotted and total number of Days required for distribution of Unemployment Allowance in sample Panchayats in various Districts**

<i>District</i>	<i>No.of Sample GPs that reported data</i>	<i>Total Staff allotted</i>	<i>Average no.of Staff in each GP</i>	<i>Total no.of Days required</i>	<i>Average no.of Days required in each GP</i>
Trivandrum	4	5	1	82	21
Kollam	1	1	1	10	10
Pathanamthitta	1	2	2	15	15
Kottayam	1	2	2	10	10
Idukki	1	1	1	4	4
Ernakulam	2	2	1	57	28
Thrissur	1	2	2	3	3
Malappuram	1	2	2	48	48
Kozhikode	2	2	1	23	12
<b>Total</b>	<b>14</b>	<b>19</b>	<b>1</b>	<b>252</b>	<b>18</b>

From the above data, it is clear that the Grama Panchayats in Thiruvananthapuram district with the highest number of beneficiaries has received the maximum allotment of staff (5) and required the maximum number of days (82) to distribute the unemployment allowance. The next highest number of beneficiaries are reported from Kozhikode and Kottayam and the staff allotted are also proportional to the workload, but the number of days required as reported for distributing this allowance is not comparable with the number of beneficiaries. The above data also showed that on an average one person attended to the work relating to distribution of unemployment allowance requiring on an average 18 days in a year.

Table 5.6 provides data on the implementation of unemployment allowance scheme and its impact on other mandatory and civic functions of the Grama Panchayats. Out of 14 Grama Panchayats covered by this study, 3 have not been affected while the remaining 11 have been affected in different magnitudes. Data also signify that the selected 14 Grama Panchayats have been forced to stop other official work for 206 days in the

accounting year (2010-11). Out of 14 Grama Panchayats, 9 have reported that this work had not affected their Plan implementation. Twelve Grama Panchayats, out of 14, had indicated that the distribution of unemployment allowance had increased the workload of the staff. This is evident from the data furnished in the table 5.6.

### National Old Age Pension

This scheme was started by the State Government in 1995. The beneficiaries of the scheme should be permanent residents of Kerala for not less than three years. The applicant should be above 65 years of age. (The upper age limit was reduced to 60 years from April 2011). Annual family income of the applicant must be less than Rs. 20,000 in rural areas and Rs. 22,375 in urban areas. The applicant should not be a member of any of the geriatric care homes and should not be a beneficiary of any other social security pension. The rate of pension per beneficiary was Rs. 400 per month as on 2010 - 11. The total cost of the scheme is shared by Central and State govern-

**Table 5.6**  
**Distribution of Unemployment Allowance - Impact on other Activities**

District	No. of sample GPs. that reported data	Whether Pension distribution affected mandatory civic functions (no. of GPs.)			Total no. of days other official works were stopped	Whether Pension Plan Implementation (No. of GPs)		Whether Pension distribution increased workload of the Staff (No. of GPs)		Total no. of Staff transferred from other Departments to distribute Pension
		Not affected	slightly affected	Too much affected		Yes	No	Yes	No	
Trivandrum	4	2	-	2	32	2	2	2	2	3
Kollam	1	-	1	-	10	-	1	1	-	1
Pathanamthitta	1	-	1	-	9	-	1	1	-	1
Kottayam	1	-	1	-	10	1	-	1	-	1
Idukki	1	1	-	-	-	-	1	1	-	-
Ernakulam	2	-	-	2	57	2	-	2	-	2
Thrissur	1	-	1	-	-	-	1	1	-	-
Malappuram	1	-	1	-	48	-	1	1	-	-
Kozhikode	2	-	1	1	40	-	2	2	-	2
<b>Total</b>	<b>14</b>	<b>3</b>	<b>6</b>	<b>5</b>	<b>206</b>	<b>5</b>	<b>9</b>	<b>12</b>	<b>2</b>	<b>10</b>

ments on 75%:25% basis. The district-wise distribution of selected Panchayats for the study along with the number of beneficiaries is presented in table 5.7.

The data presented therein reveals that Thiruvananthapuram district has the maximum number of beneficiaries (1245) followed by Kollam, Palakkad, Malappuram and Kasaragod districts where the total number of beneficiaries exceed 500. These are the districts where the aged population is comparatively high. Pathanamthitta, Thrissur and Kannur are the areas where the total number of beneficiaries are extremely low. Again, Grama Panchayats in Kasaragod district have the highest average old age pension distributed during the study period (viz. Rs. 29.79 lakh) followed by Thiruvananthapuram (Rs 25.17 lakh) and Malappuram (Rs.16.63 lakh). Usually, in all districts, disbursement of pension is done in 3 or 4 instalments. During the study period 2010-11, the total amount of old age pension distributed was Rs.213 lakh and the average pension per Grama Panchayat came to Rs. 7.60 lakh. The data regarding the number of staff and the number of days required for the

distribution of old age pension for the selected Panchayats in a year (2010-11) collected for the study is presented below.

It is seen from the above data that the Grama Panchayats in Thiruvananthapuram and Malappuram districts are having the maximum number of beneficiaries, but the total staff allotted is not proportional to the work load viz. the number of beneficiaries. Also, the maximum number of days required for distribution of old age pension in the selected Grama Panchayats in the above two districts are also not proportional to the number of beneficiaries. Also, the maximum number of days required for distribution of this pension is reported from Palakkad where the number of beneficiaries is comparatively less. From the above table, it is seen that the average number of days required for pension distribution is 14 in a year.

The data collected in this study regarding the impact of implementation of old age pension scheme on other activities of these selected Grama Panchayats are presented in table 5.9

The above data revealed that the disbursement of old age pension has adversely affected

**Table 5.7**  
**National Old Age Pension Scheme- The number of beneficiaries and total amount distributed according to selected Panchayats by District (2010-11)**

<i>Districts</i>	<i>No.of Sample GPs that reported data</i>	<i>No.of Beneficiaries</i>	<i>Average no. of Beneficiaries per G.P.</i>	<i>Total amount Distributed</i> <i>(Rs.)</i>	<i>Average amount Distributed per G.P</i> <i>(Rs.)</i>	<i>Average amount of unemployment allowance distributed per person per month (Rs)</i>
Trivandrum	2	1245	623	5032122	2516061	337
Kollam	4	596	149	2268854	567213	317
Pathanamthitta	4	235	59	975806	243952	346
Kottayam	4	458	115	1757413	439353	320
Thrissur	4	283	71	1025091	256272	302
Palaghat	3	708	236	2590978	863659	305
Malappuram	2	1163	582	3326068	1663034	238
Kozhikode	3	224	75	770411	256804	287
Kannur	1	121	121	575659	575659	396
Kasargode	1	647	647	2978898	2978898	384
<b>Total</b>	<b>28</b>	<b>5680</b>	<b>203</b>	<b>21301300</b>	<b>760760</b>	<b>313</b>

the mandatory and civic functions of 23 Grama Panchayats out of 28 selected for this study. Similarly, 23 Grama Panchayats (out of 28) has reported that the old age pension distribution has no serious problems in the implementation of plan programmes. Twenty-two Grama Panchayats have also stated that this programme has increased the workload of their staff. The selected Grama Panchayats have also reported that the total number of days in which other official works had to be stopped in a year came to 194.

### **Pension for Widows / Divorcees / Destitutes**

The Widow/Destitute Pension was started in January, 1964 for providing pension to the old aged destitutes and widowed/divorced subject to fulfilment of certain eligibility conditions. The person concerned should be residing in Keala for a continuous period of not less than two years and should be above 65 years of age. This age limit will not apply to widowed/divorced destitutes. He/she should be without any other source of income and has no relatives (spouse/son) aged 20 years or above. If the husband and wife are destitutes above 65 years of age, both are eligible for pension. He or she should not be a habitual beggar or a person convicted of any offence or

any crime punishable with a period of one year or more of imprisonment. The rate of pension in the reference period of the study (2010-11) was Rs. 300 per month. A district-wise distribution of Panchayats selected for the study which furnished the data are presented in table 5.10

During the period 2010-11, the 12 Grama Panchayats which were covered in the study disbursed the above category of pension to 6,784 beneficiaries covering a total amount of Rs. 166.55 lakh. The average number of beneficiaries who received pension in these Grama Panchayats covered was 565 and the average amount of monthly person per beneficiary came to Rs. 204. The largest number of beneficiaries is reported from Palakkad District, followed by Thiruvananthapuram, Ernakulam and Wayanad districts. The data regarding the number of staff allotted and number of days required for distribution of pension for widows/divorcees/destitutes are presented in table 5.11.

It is seen from the table that the total staff allotted and number of days required for distribution of this pension is not proportional to work load (ie, number of beneficiaries). To cite an example, Palakkad which has the largest number of beneficiaries has only 3 staff allotted while Ernakulam which occupies the third place has 5 staff members attending to this work. The same discrepancy is

**Table 5.8**  
**Staff allotted and total number of Days required for distribution of Old Age Pension in selected Grama Panchayats in various districts**

<i>Districts</i>	<i>No. of Sample GPs that reported data</i>	<i>Total Staff allotted</i>	<i>Average no of staff in each GP</i>	<i>Total No. of Days required</i>	<i>Average no. of Days required by Grama Panchayat</i>
Trivandrum	2	2	1	22	11
Kollam	4	6	2	95	24
Pathanamthitta	4	9	2	77	19
Kottayam	4	4	1	17	4
Thrissur	4	6	2	5	1
Palakkad	3	3	1	100	33
Malappuram	2	4	2	20	10
Kozhikode	3	3	1	43	14
Kannur	1	1	1	1	1
Kasaragod	1	1	1	1	1
<b>Total</b>	<b>28</b>	<b>39</b>	<b>1</b>	<b>381</b>	<b>14</b>

**Table 5.9****Distribution of Old age Pension Scheme - Impact on other Activities**

District	No. of sample GPs. that reported data	Whether Pension distribution affected mandatory civic functions (no. of GPs.)			Total no. of days other official works were stopped	Whether Pension distribution affected Plan Implimentation (No. of GPs)		Whether Pension distribution increased workload of the Staff (No. of GPs)		Total no. of Staff transferred from other Departments to distribute Pension
		Not affected	slightly affected	Too much affected		Yes	No	Yes	No	
Trivandrum	2	-	2	-	4	2	-	2	-	1
Kollam	4	-	4	-	45	-	4	3	1	4
Pathanamthitta	4	-	3	1	49	-	4	4	-	2
Kottayam	4	1	3	-	1	1	3	3	1	2
Thrissur	4	-	4	-	-	-	4	4	-	3
Palakkad	3	-	2	1	55	2	1	3	-	1
Malappuram	2	2	-	-	-	-	2	-	2	-
Kannur	1	1	-	-	-	-	1	-	1	1
Kozhikode	3	-	2	1	40	-	3	2	1	2
Kasaragod	1	1	-	-	-	-	1	1	-	-
<b>Total</b>	<b>28</b>	<b>5</b>	<b>20</b>	<b>3</b>	<b>194</b>	<b>5</b>	<b>23</b>	<b>22</b>	<b>6</b>	<b>16</b>

**Table 5.10****Pension for Widows/Divorcees- The number of beneficiaries, the total amount distributed in selected Panchayats - District-wise (2010-11)**

District	No. of Sample GPs that reported Data	Total number of beneficiaries	Average no. of beneficiaries by GP	Total pension distributed (Rs)	Average amount distributed by GP (Rs.Lakh)	Average amount of monthly pension per person (Rs)
Thiruvananthapuram	2	1355	677	30,26,700	15.13	186
Kottayam	1	474	474	13,96,782	13.97	245
Ernakulam	3	1349	450	33,56,836	11.19	207
Thrissur	1	388	388	12,52,445	12.52	269
Palakkad	3	1415	471	37,96,982	12.65	224
Malappuram	1	713	713	21,90,524	21.90	258
Wayanad	1	1090	1090	16,35,000	16.35	125
<b>Total</b>	<b>12</b>	<b>6784</b>	<b>565</b>	<b>166,55,269</b>	<b>13.88</b>	<b>204</b>

seen in the case of number of days required reported from certain districts.

The data collected from selected Grama Panchayats regarding the impact of implementation of widows'/destitutes' pension on other activities of the Grama Panchayats are presented in table 5.12

Out of 12 Grama Panchayats that reported data, 9 have stated that this work has adversely

affected in varying degrees their other activities relating to mandatory and civic functions. It is also reported that these Grama Panchayats were forced to stop other official work for 98 days in the accounting year (2010-11) due to disbursement of widow/ destitute pension. But the majority of Grama Panchayats (9 out of 12) expressed the view that this pension distribution had not affected

**Table 5.11**  
**Staff allotted and total number of Days required for distribution of Pension for Widows/ Divorcees/Destitutes in the selected Panchayats**

Districts	Total number of Sample GPs that reported data	Total Staff allotted	Average number of Staff in each GP	Total number of days required	Average number of days required by each GP
Thiruvananthapuram	2	2	1	20	10
Kottayam	1	1	1	10	10
Ernakulam	3	5	2	24	8
Thrissur	1	3	3	2	2
Palakkad	3	3	1	61	20
Malappuram	1	2	2	10	10
Wayanad	1	3	3	10	10
<b>Total</b>	<b>12</b>	<b>19</b>	<b>2</b>	<b>137</b>	<b>11</b>

**Table 5.12**  
**Impact of Implementation of Widows/Destitutes' Pension on other activities of Grama Panchayat**

District	No. of sample GPs. that reported data	Whether Pension distribution affected mandatory civic functions (no. of GPs.)			Total no. of days other official works were stopped	Whether Pension distribution affected Plan Implementation (No. of GPs)		Whether Pension distribution increased workload of the Staff (No. of GPs)		Total no. of Staff transferred from other Departments to distribute Pension
		Not affected	Slightly affected	Too much affected		Yes	No	Yes	No	
Trivandrum	2	1	1	-	4	1	1	1	1	1
Kottayam	1	-	1	-	-	-	1	1	-	-
Ernakulam	3	-	1	2	21	-	3	3	-	-
Thrissur	1	-	1	-	-	-	1	1	-	-
Palakkad	3	1	1	1	70	2	1	2	1	-
Malappuram	1	1	-	-	-	-	1	1	-	-
Wayanad	1	-	1	-	3	-	1	1	-	1
<b>Total</b>	<b>12</b>	<b>3</b>	<b>6</b>	<b>3</b>	<b>98</b>	<b>3</b>	<b>9</b>	<b>10</b>	<b>2</b>	<b>2</b>

the work relating to implementation of Plan programmes. But majority of the Grama Panchayats (10 out of 12) have stated that this category of pension distribution had certainly increased the work load of their staff. On the whole, it can be concluded that the disbursement of this welfare pension had its adverse impact on the normal activities of the Grama Panchayats.

### **Pension for Physically and Mentally challenged persons**

This scheme was started in April, 1982. Prior to the implementation of this scheme, physically challenged and disabled destitutes were paid pension as part of the Kerala Destitute Pension Scheme. To start with, the Board of Revenue was implementing the scheme and later it was transferred to Grama Panchayats. The rate of pension was Rs. 300 per month during 2010-11. The total number of beneficiaries (as on 2011) was 2,00,885 and the total amount paid during the year (2010-11) was Rs.8,920.46 lakh. In addition to this, Kerala State Handicapped Welfare Corporation, a public sector undertaking established in 1979, is also implementing various welfare schemes, important among them being the self-employment programme which provides 50% of the project cost subject to the maximum of Rs. 5,000 which is given to the beneficiary through various commercial

banks for income-generating activities.

The table 5.13 presents district-wise distribution of mentally and physically challenged persons from selected Panchayats and the total amount distributed during 2010-11.

During the period 2010-11, Grama Panchayats covered by the study disbursed the above category of pension to 3,227 beneficiaries amounting to Rs.59.18 lakh. The average number of beneficiaries who received pension in the Grama Panchayats covered came to 322 and the average amount of monthly pension per beneficiary amounted to Rs. 153. The largest number of beneficiaries was reported from Thiruvananthapuram district, followed by Ernakulam and Malappuram districts. The data regarding the number of staff allotted and the number of days required for distribution of pension for physically and mentally challenged persons are presented below.

The above data indicate that Thiruvananthapuram which has the largest number of staff allotted can be compared favourably with the work load, followed by Ernakulam, Wayanad and Malappuram districts. Thrissur has the lowest number of beneficiaries and hence the number of staff allotted and the number of days required are also comparatively less. The average number of days required by each Grama Panchayat is also the lowest in Thrissur district.

**Table 5.13**  
**Pension for Physically and Mentally Challenged Persons- The number of Beneficiaries and total amount distributed by selected Panchayats.**

<i>District</i>	<i>No.of Sample GPs that reported data</i>	<i>Total number of Beneficiaries</i>	<i>Total Pension Distributed (Rs)</i>	<i>Average amount distributed by GP (Rs in lakh)</i>	<i>Average amount of Monthly Pension per person (Rs)</i>
Thiruvananthapuram	3	1636	21,85,250	7.28	111
Kottayam	1	218	5,91,811	5.92	226
Ernakulam	3	648	14,86,676	4.96	191
Thrissur	1	155	5,10,945	5.11	275
Malappuram	1	353	9,47,696	9.47	224
Wayanad	1	217	1,95,300	1.95	75
<b>Total</b>	<b>10</b>	<b>3227</b>	<b>5,917,678</b>	<b>5.92</b>	<b>153</b>

The data collected from selected Grama Panchayats regarding the impact of implementation of physically and mentally challenged persons on other activities of the Grama Panchayats are presented in table 5.15.

Out of 10 Grama Panchayats that reported data, 8 have expressed the view that this work has adversely affected in different magnitudes their activities relating to mandatory and civic functions. The Grama Panchayats are also of the view that they were forced to stop their other official work for 57 days in the accounting year (2010-11) for

the disbursement of this pension. But majority of Grama Panchayats (8 out of 10) have reported that this work has not affected the implementation of Plan programmes. But all the reporting Grama Panchayats expressed unanimous opinion that this pension distribution had certainly increased the work load of their entire staff.

### **Pension for Unmarried Women above 50 years and Unmarried Mothers**

Pension for the unmarried women above 50 years of age was sanctioned and implemented by

**Table 5.14**  
**Staff allotted and Total number of Days required for distribution of Pension for Physically and Mentally Challenged Persons in selected Grama Panchayats**

<i>District</i>	<i>No. of Sample GPs that reported data</i>	<i>Total Staff allotted</i>	<i>Total Number of Days required</i>	<i>Average Number of Days required by each GP</i>
Thiruvananthapuram	3	5	35	12
Kottayam	1	1	5	5
Ernakulam	3	4	51	17
Thrissur	1	2	1	1
Malappuram	1	2	10	10
Wayanad	1	3	6	6
<b>Total</b>	<b>10</b>	<b>17</b>	<b>108</b>	<b>11</b>

**Table 5.15**  
**Impact of Implementation of Pension for Physically and Mentally challenged persons on other activities of Grama Panchayat**

<i>District</i>	<i>No. of sample GPs. that reported data</i>	<i>Whether Pension distribution affected mandatory civic functions (No. of GPs.)</i>			<i>Total no. of days other official works were stopped</i>	<i>Whether Pension distribution affected Plan Implementation (No. of GPs)</i>		<i>Whether Pension distribution increased workload of the Staff (No. of GPs)</i>		<i>Total no. of Staff transferred from other Departments to distribute Pension</i>
		<i>Not affected</i>	<i>slightly affected</i>	<i>Too much affected</i>		<i>Yes</i>	<i>No</i>	<i>Yes</i>	<i>No</i>	
Trivandrum	3	-	3	-	4	1	2	3	-	-
Kottayam	1	-	1	-	-	-	1	1	-	-
Ernakulam	3	1	1	1	50	1	2	3	-	1
Thrissur	1	-	1	-	-	-	1	1	-	1
Malappuram	1	1	-	-	-	-	1	1	-	-
Wayanad	1	-	1	-	3	-	1	1	-	1
<b>Total</b>	<b>10</b>	<b>2</b>	<b>7</b>	<b>1</b>	<b>57</b>	<b>2</b>	<b>8</b>	<b>10</b>	<b>-</b>	<b>3</b>

Government as per order No.GO(MS)No.14/2001/SWD dated 31/3/2001. The objective of the scheme is to give pension to the unmarried women above 50 years of age and who have no other source of livelihood. For eligibility of this pension, the applicant should have resided in the State continuously for not less than one year on the date of application and not in receipt of any other pension. The applicant should submit the required documents regarding the eligibility criteria. The concerned Committee of the local body shall be the pension sanctioning authority and they should consider each application with the report of the Ward member and the Secretary of the local body and sanction the pension within one month of the receipt of the application. The pension sanctioned will have the effect from the first month in which it is sanctioned. The rate of pension during the reference period (2010-11) is Rs 400 and this should be paid by the Secretary concerned by money order without deducting the commission.

The table 5.16 presents district-wise distribution of beneficiaries of pension for unmarried women from the selected Panchayats and the total amount distributed during 2010-11.

During the reference period, 12 Grama Panchayats covered by the study had disbursed pension

for unmarried women to 713 beneficiaries covering a total amount of Rs.16.45 lakh. The average number of beneficiaries who received pension in the Grama Panchayats covered came to 59 and the average amount of monthly pension per beneficiary amounted to Rs.192. The largest number of beneficiaries were reported from Malappuram district, followed by Thiruvananthapuram, Trichur and Palakkad districts. The data regarding the number of staff allotted and the number of days required for distribution of this pension are presented in table 5.17

The above data indicate that the Grama Panchayats in Malappuram have the largest number of beneficiaries, but the staff allotted and the days required are comparatively less. Similarly, the maximum number of days required is reported by Grama Panchayats in Palakkad district where the number of beneficiaries is comparatively less. For other districts, the number of staff allotted and the number of days required reported by selected Grama Panchayats are proportional to the number of beneficiaries.

The data collected from selected Grama Panchayats regarding impact of distribution of pension for unmarried women on other activities are presented in table 5.18.

**Table 5.16**  
**Pension for Unmarried Women above 50 years and Unmarried Mothers reported from selected Panchayats - District-wise**

<i>District</i>	<i>No.of Sample GPs that reported data</i>	<i>Total number of Beneficiaries</i>	<i>Total Pension Distributed (Rs)</i>	<i>Average amount distributed by GP (Rs in Lakh)</i>	<i>Average amount of (monthly) Pension per person(Rs)</i>
Thiruvananthapuram	2	156	1,97,874	0.99	106
Kollam	1	90	1,11,510	1.11	103
Kottayam	1	13	42,630	0.43	273
Ernakulam	2	63	1,06,800	0.53	141
Thrissur	2	94	3,06,882	1.53	272
Palakkad	2	92	2,63,655	1.34	239
Malappuram	1	182	6,01,746	6.02	275
Wayanad	1	23	13,800	0.14	50
<b>Total</b>	<b>12</b>	<b>713</b>	<b>16,44,897</b>	<b>1.37</b>	<b>192</b>

**Table 5.17****Staff allotted and Total number of Days required for distribution of Pension for Unmarried Women in selected Grama Panchayats**

<i>District</i>	<i>No. of Sample GPs that reported data</i>	<i>Total No. of staff allotted</i>	<i>Total number of Days required</i>	<i>Average number of Days required by each GP</i>
Thiruvananthapuram	2	3	15	8
Kollam	1	1	15	15
Kottayam	1	1	5	5
Ernakulam	2	2	11	6
Thrissur	2	3	2	1
Palakkad	2	2	40	20
Malappuram	1	2	10	10
Wayanad	1	3	4	4
<b>Total</b>	<b>12</b>	<b>17</b>	<b>102</b>	<b>9</b>

**Table 5.18****Impact of Implementation of Pension for unmarried women on other Activities in the selected Grama Panchayats**

<i>District</i>	<i>No. of sample GPs. that reported data</i>	<i>Whether Pension distribution affected mandatory civic functions (no. of GPs.)</i>			<i>Total no. of days other official works were stopped</i>	<i>Whether Pension distribution affected Plan Implimentation (No. of GPs)</i>		<i>Whether Pension distribution increased workload of the Staff (No. of GPs)</i>		<i>Total no. of Staff transferred from other Departments to distribute Pension</i>
		<i>Not affected</i>	<i>slightly affected</i>	<i>Too much affected</i>		<i>Yes</i>	<i>No</i>	<i>Yes</i>	<i>No</i>	
Trivandrum	2	2	-	-	-	-	2	1	1	1
Kollam	1	-	1	-	5	-	1	1	-	1
Kottayam	1	-	1	-	-	-	1	1	-	0
Ernakulam	2	1	-	1	11	-	2	2	-	0
Thrissur	2	-	2	-	-	-	2	2	-	1
Palakkad	2	-	2	-	30	1	1	2	-	1
Malappuram	1	1	-	-	0	-	1	1	-	-
Wayanad	1	-	1	-	3	-	1	1	-	1
<b>Total</b>	<b>12</b>	<b>4</b>	<b>7</b>	<b>1</b>	<b>49</b>	<b>1</b>	<b>11</b>	<b>11</b>	<b>1</b>	<b>5</b>

**Table 5.19****Other Welfare Prgrammes: Beneficiaries and amount distributed**

<i>Welfare Schemes</i>	<i>No.of sample GPs that reported data</i>	<i>Total no.of Beneficiaries</i>	<i>Total Amount distributed (Rs)</i>	<i>Average amount distributed per Beneficiary (Rs)</i>
Marriage Assistance for girl child of poor widows	36	500	36,45,000	7290
Marriage Assistance for girl child of S.C.Women	15	136	23,00,000	16,900
T.A for S.C job-seekers	2	7	41,000	5860

Out of 12 Grama Panchayats that reported data, 8 have expressed the view that this pension distribution has adversely effected their mandatory and civic functions. Grama Panchayats also reported that they were forced to stop their other official activities for 49 days in the reference period (2010-11) for the disbursement of this pension. But majority of the Grama Panchayats (11 out of 12) have expressed the view that this pension distribution work has in no way affected the implementation of Plan programmes. But most of the Grama Panchayats are of the unanimous view that the disbursement of unmarried women's pension had increased the work load of their entire staff.

**Other Welfare Programmes**

Other social welfare programmes implemented by Grama Panchayats are (i) Assistance for the marriage of girl child of poor widows. (ii) Assistance for the marriage of girl child of S.C. Women and (iii) T.A for S.C. Jobs seekers. Data collcted for the above programmes from selected Panchayats are furnished in table 5.19

The above financial assistance to poor women are disbursed annually (once in a year) and the number of beneficiaries are relatively small. It was reported by selected Grama Panchayats that this item of work hardly affects their other important activities like mandatory and civic functions, implementation of Plan programmes etc.

# 6

## Transferred Institutions and Delivery of Services

Following the enactment of Kerala Panchayat Raj Act 1994, the State Government had transferred a number of Institutions to the Local Self Government Institutions (LSGIs). Between 1995 and 2001, the major institutions transferred to Grama Panchayats are Krishi Bhavan, Veterinary Sub-centre, Veterinary Dispensaries, Day Care centres, Anganwadis, Balawadies, Nursery Schools, Primary Health Centres, Government Dispensaries and Government Lower Primary Schools. Though these institutions were transferred to the LSGIs, they were assigned only a few functions. These institutions continued to be under the administrative control of the parent department for practically all purposes such as appointment and transfer of staff, salary paid to the staff, expenditure incurred for working, the decision regarding the nature of its activities etc. But the Grama Panchayats are assigned the responsibility of constructing, repairing and maintaining buildings and other items of assets, equipments etc. In LP School, the Grama Panchayats were entrusted with the responsibility to provide assistance for cooking noon meals. In this chapter, we examine the expenditure incurred for construction and

maintenance of the institutions transferred to Grama Panchayats. The study also discusses the delivery of service of the transferred institutions. In order to study these aspects, we have collected data from 50 sample Grama Panchayats. Only a few Panchayats have given data regarding the expenditure incurred for construction and maintenance. We have also collected data directly from four institutions viz., Veterinary Hospitals, Government Primary Health Centres, Government Lower Primary Schools and Anganwadis from each Grama Panchayat. Based on the data, we examine the expenditure incurred by the Grama Panchayats for construction and maintenance of the assets of the transferred institutions, the activities, delivery of services and current problems faced by them.

The chapter is divided into five parts. The first part presents the expenditure incurred for transformed institutions during 2010-11. In the subsequent parts, we examine the activities, delivery of services and current problems of selected institutions such as Veterinary Hospitals, Public Health Institutions, Lower Primary Schools and Anganwadis.

## Expenditure incurred for transferred institutions during 2010-11.

Based on the data supplied by the Grama Panchayats, we present expenditure on the transferred institutions. The institutions transferred from Government Departments to Grama Panchayats are Krishi Bhavan, Veterinary hospitals, ICDP centres, Anganwadis, Primary Health Centres, Government Allopathy, Ayurveda and Homoeo hospitals and dispensaries, Lower Primary Schools etc. After the transfer of the institutions, the Grama Panchayat is entrusted with the duty to construct and maintain buildings, other assets and equipments. The State Government also allot funds to the Grama Panchayats for the purpose. In this section, we present the ownership of the institutions, total expenditure incurred and Grama Panchayat-wise expenditure on veterinary hospitals, Primary Health Centres, Ayurveda hospitals, Anganwadis and Lower Primary Schools.

Table 6.1 gives the ownership of the buildings

of the transferred institutions. From the table, it is evident that, of the total buildings, 21 percent are rented and the rest are owned by the Grama Panchayats. As nearly 80 percent of the buildings are owned by the Grama Panchayats, there is no need to pay rent to the buildings. But the Grama Panchayats have to spend a good amount of money for its maintenance annually. In the case of Anganwadis, nearly 70 percent are functioning in rented buildings.

Table 6.2 provides data on the total amount spent on construction, maintenance of buildings and equipments and other items by the Grama Panchayats which furnished data. Expenditure on Anganwadis accounted for 41 percent of the total expenditure. The second major item of expenditure was on Lower Primary Schools, coming under Grama Panchayats (25%). The expenditure includes construction and maintenance of buildings as well as the amount spent for cooking noon meals supplied by the schools to the students.

**Table 6.1**  
**Ownership of the Institutions of Grama Panchayats**

<i>Institutions / Assets</i>	<i>Own building</i>	<i>Rented building</i>	<i>Total</i>	<i>Rented building (%)</i>
Krishi Bhavan	53	8	61	13.11
Vetenary Sub-centre	12	5	17	29.41
Vetenary Hospital	32	3	35	8.57
ICDP Centre	11	2	13	15.38
Day Care Centre	2	1	3	33.33
Balawadis	4	3	7	42.85
Primary Health Centre	25	1	26	3.85
Anganwadis	13	30	43	69.26
Govt. Dispensary/Hospital(Allopathy)	9	2	11	18.18
Ayurveda Hospital/Dispensary	28	3	31	9.68
Homoeo Dispensary/Hospital	20	3	23	13.04
Lower Primary School	36	6	42	14.28
Motor Vehicles (Specify)	15	2	17	11.76
<b>Total</b>	<b>260</b>	<b>69</b>	<b>329</b>	<b>20.99</b>

**Table 6.2****Amount spent for the Offices transferred to the Grama Panchayats in 2010 - 11**

<i>Institution / Assets</i>	<i>Total amount for construction / maintenance of buildings and equipments</i>	<i>Percent</i>	<i>No. of GPs furnished Data</i>
Krishi Bhavan	34,50,504	11.18	16
Vetenary Sub-centre	5,00,000	1.62	1
Vetenary Hospital	9,74,692	3.16	9
ICDP Centre	32,000	0.10	2
Day Care Centre	93,783	0.30	1
Balawadis	5,05,930	1.64	3
Primary Health Centre	12,04,050	3.90	12
Anganwadis	1,27,55,210	41.33	30
Ayurveda Hospital / Dispensary	20,88,459	6.77	13
Homoeo Dispensary /Hospital	7,16,558	2.32	8
Lower Primary School	76,87,244	24.91	26
Motor Vehicles	8,55,615	2.77	10
<b>Total</b>	<b>3,08,64,045</b>	<b>100.00</b>	<b>00</b>

**Table 6.3****Amount spent for Veterinery Hospital in 2010 - 11 ( Rs )**

<i>District</i>	<i>Name of GP</i>	<i>Newly constructed Building / Public asset</i>	<i>Building maintenance</i>	<i>Maintenance of Equipments/ Vehicles</i>	<i>Total Expenditure</i>
Ernakulam	Pallippuram	-	-	2,812	2,812
Kannur	Irikkur	-	-	25,000	25,000
Kasaragode	Thrikkarippur	-	52,863	-	52,863
Kollam	Alappad	20,000	-	-	20,000
	Veliyam	-	-	24,950	24,950
Palakkad	Pattancheri	1,05,000	-	-	1,05,000
Trivandrum	Anchuthengu	60,000	-	-	60,000
Thrissur	Mala	-	7,820	-	7,820
	Mulankunnathukav	6,76,247	-	-	676,247
<b>Total</b>		<b>8,61,247</b>	<b>60,683</b>	<b>52,762</b>	<b>974,692</b>
<b>Perentage</b>		<b>88.36</b>	<b>6.22</b>	<b>5.41</b>	<b>100.00</b>

The other institutions which account for sizeable expenditure are Krishi Bhavans, Hospitals, Dispensaries, Primary Health Centres and Veterinary hospitals.

We have attempted to examine the Grama Panchayat-wise expenditure on construction and maintenance of buildings, equipments, vehicles etc for different categories of transferred institutions. Table 6.3 gives Grama Panchayat-wise expenditure on Veterinary hospitals. The Grama Panchayats spend money for new construction and maintenance of buildings, maintenance of equipments and vehicles. Of the total expenditure of Rs 9.74 lakh, 88 percent was spent on construction of buildings, 6 percent on maintenance and 5 percent on equipments. There is considerable variation in the spending by Grama Panchayats. It ranged between Rs 2,800 to Rs 6.76 lakh.

The expenditure incurred by 12 Grama Panchayats for construction, maintenance of buildings and equipments are shown in Table 6.4. Of the

total expenditure of Rs 12.04 lakh, 66 percent was spent for maintenance of the buildings of the Primary Health Centres, thirteen percent was spent for construction of buildings and 21 percent for maintenance of equipments and vehicles. The annual expenditure of Grama Panchayats on Primary Health Centres varied between Rs 9800 and Rs 1.75 lakh.

Anganwadis account for the largest share of the expenditure of the Grama Panchayats incurred on transferred institutions. Table 6.5 gives the Grama Panchayat-wise expenditure on construction and maintenance of buildings and equipments for Anganwadis. Thirty Grama Panchayats which supplied information incurred an expenditure of Rs 127.55 lakh during the year 2010-11. Of the total expenditure, 46 percent was spent on construction of buildings, 43 percent on maintenance of buildings and 11 percent on maintenance of equipments. The annual expenditure on this item varied between Rs 34,000 and Rs 17 lakh. Insufficient funds

**Table 6.4**  
**Amount spent for Primary Health Centre**

<i>District</i>	<i>Name of G.P.</i>	<i>Newly constructed Building / Public asset</i>	<i>Building maintenance</i>	<i>Maintenance of Equipments/ Vehicles</i>	<i>Total Expenditure</i>
Ernakulam	Pallipuram	-	9,791	-	9,791
Kasaragode	Ajanur	-	181,475	-	181,475
	Thrikkarippur	44,079	-	100,000	144,079
Kollam	Veliyam	-	-	130,000	130,000
Palakkad	Pattancheri	-	54,532	-	54,532
	Peringottukurissi	-	139,849	-	139,849
Trivandrum	Aruvikkara	85,000	77,299	-	162,299
	Peringamala	-	54,912	-	54,912
Thrissur	Kodakara	-	100,000	-	100,000
	Mala	-	-	24,900	24,900
	Mulankunnathukavu	27,000	-	-	27,000
Wayanad	Manandavadi	-	175,213	-	175,213
<b>Total</b>		<b>156,079</b>	<b>793,071</b>	<b>254,900</b>	<b>1,204,050</b>
<b>Percent</b>		<b>9.27</b>	<b>67.63</b>	<b>23.09</b>	<b>100.00</b>

**Table 6.5**  
**Amount spent for Anganwadis in 2010-11 (Rs)**

District	Name of G.P.	Newly constructed Building / Public asset	Building maintenance	Maintenance of Equipments / Vehicles	Total Expenditure
Alappuzha	Chambakkulam	-	40,000	-	40,000
	Mannar	-	50,000	-	50,000
	Thrikkunnapuzha	-	40,000	-	40,000
Ernakulam	Maradi	-	2,95,024	-	2,95,024
	Mulavukadu	4,57,830	-	-	4,57,830
	Pallipuram	-	3,50,000	-	3,50,000
	Thuravoor	-	1,05,000	-	1,05,000
Idukki	Peerumedu	-	1,43,813	-	1,43,813
Kannur	Pariyaram	-	8,20,000	-	8,20,000
	Valapattanam	-	60,000	18,000	78,000
Kasaragode	Ajanur	1,00,000	5,31,933	-	6,31,933
	Muliar	63,480	-	-	63,480
	Thrikkarippur	3,50,000	9,05,581	-	12,55,581
Kollam	Aryankavu	-	4,22,740	-	4,22,740
	Kottarakkara	-	33,918	-	33,918
	Veliyam	-	3,56,588	13,43,542	17,00,130
Kozhikode	Azhiyoor	4,10,000	-	-	4,10,000
	Nadapuram	64,583	62,586	-	1,27,169
Malappuram	Purathoor	50,000	38,938	-	88,938
	Vallikunnu	6,35,416	-	-	6,35,416
Palakkad	Pattancheri	2,00,061	3,61,495	-	5,61,556
	Peringottukurissi	15,87,534	38,169	-	16,25,703
Trivandrum	Anchuthengu	1,99,488	-	-	1,99,488
	Aruvikkara	22,421	2,23,863	-	2,46,284
	Balaramapuram	2,31,789	-	-	2,31,789
	Peringamala	2,89,143	117,978	-	4,07,121
Thrissur	Anthicadu	35,083	19,265	-	54,348
	Kodakara	11,50,429	-	-	11,50,429
	Mala	-	3,39,583	-	3,39,583
Wayanad	Manandavadi	-	1,89,937	-	1,89,937
<b>Total</b>		<b>58,47,257</b>	<b>55,46,411</b>	<b>13,61,542</b>	<b>1,27,55,210</b>
<b>Percent</b>		<b>45.84</b>	<b>43.48</b>	<b>10.67</b>	<b>100.00</b>

**Table 6.6****Amount spent for Ayurveda Hospital / Dispensary in 2010 - 11 ( Rs. )**

<i>District</i>	<i>Name of G.P.</i>	<i>Newly constructed Building / Public asset</i>	<i>Building maintenance</i>	<i>Maintenance of Equipments / Vehicles</i>	<i>Total Expenditure</i>
Ernakulam	Pallipuram	-	50,000	-	50,000
Kasaragode	Muliar	-	92,527	-	92,527
	Thrikkarippur	-	-	100,000	100,000
Kollam	Alappad	-	82,000	-	82,000
	Kottarakkara	-	201,470	67,249	268,719
	Veliyam	-	123,920	275,000	398,920
Kottayam	Karukachal	48,700	-	-	48,700
Kozhikode	Azhiyoor	-	125,000	40,000	165,000
	Nadapuram	-	150,000	-	150,000
Palakkad	Pattancheri	95,000	199,480	-	294,480
Trivandrum	Anchuthengu	-	97,364	-	97,364
	Aruvikkara	50,000	90,736	-	140,736
Thrissur	Anthicadu	-	200,013	-	200,013
<b>Total</b>		<b>193,700</b>	<b>1,412,510</b>	<b>482,249</b>	<b>2,088,459</b>
<b>Percent</b>		<b>9.27</b>	<b>67.63</b>	<b>23.09</b>	<b>100.00</b>

is cited as the main cause for the poor infrastructural facilities of the Anganwadis.

Table 6.6 shows Panchayat-wise expenditure on Ayurveda hospitals and dispensaries. Almost all Grama Panchayats incurred expenditure on annual maintenance of the buildings. However, only a few have spent money for construction of new buildings or maintenance of equipments. The annual expenditure on this item varied between Rs 48,700 and Rs 2 lakh. Of the total expenditure, 68 percent was spent on maintenance of buildings, 9 percent on construction of buildings and 23 percent on maintenance of equipment and vehicles.

A major item of expenditure of the Grama Panchayats is on Lower Primary Schools owned by the Government. Table 6.7 gives the expenditure on LP Schools incurred by 26 Grama Panchayats during the year 2010-11. Except a few, all the Grama Panchayats incurred expenditure for the annual

maintenance of school buildings. Of the total expenditure of Rs 76.87 lakh, 63 percent was spent for maintaining school buildings. Construction of new buildings accounted for one-third of the total expenditure. Nearly 4 percent of the total expenditure was incurred for maintenance of equipments. The annual expenditure on LPSs. varied between Rs 600 and Rs 12.94 lakh.

Inadequate funds, lack of timely maintenance poor quality of maintenance and utilisation of funds during the last quarter of the financial year are the major problems faced by the transferred institutions. Entrusting the construction and maintenance work with unqualified and petty contractors, leakage of funds, corruption, unhealthy intervention of members of Grama Panchayats in the allotment of work contract etc. contribute to poor quality of works. In spite of the transfer of powers and functions, Grama Panchayats have

not succeeded in effecting the construction and maintenance of assets of transferred institutions in a satisfactory manner.

### **Veterinary Hospitals and Sub-centres**

Rearing of livestock is an important subsidiary occupation of farmers especially small and marginal in Kerala. According to the livestock census of 2007, Kerala had 17.4 lakh cattle, 58,000 buffaloes, 17.29 lakh goats, 59,000 pigs, 130.94 lakh poultry and 8.65 lakh ducks. The farmers mainly depend on the public veterinary hospitals and sub-centres located in every Grama Panchayat for treatment of livestock. As private veterinary hospitals are very rare in Kerala, farmers mostly depend on the veterinary hospitals maintained by the local bodies. The main function of the hospitals is to provide treatment to the animals which are affected by the diseases. The hospitals and sub centres also implement livestock development programmes such as cattle improvement, poultry farming, bee keeping, pig development, goat rearing, rabbit rearing, preventive health for animals, fertility improvement and control of diseases of animals.

The veterinary hospitals and sub-centres are the lowest level institution of the Animal Husbandry Department of the Government of Kerala. They are directly under the administrative control of the Animal Husbandry Department for practically for all purposes. The staff of the hospitals are under the control of the Department. But as per the transfer of the functions, the Grama Panchayats are entrusted with the duty to construct and maintain the buildings, equipments and other assets of the utilisation. The plan activities of the institutions became the part of the annual plan of the Grama Panchayats. The dual control on the institutions by Department of Animal husbandry and Grama Panchayats have created problem in some institutions. The higher official rank of a veterinary doctor and a lower rank of the Secretary of a Grama Panchayat affects the co-ordination of the activities of veterinary hospitals and Grama Panchayats.

Based on the information supplied by the Veterinary institutions comprising hospitals and sub-centres, we have examine the activities of

the institutions. The institutions mainly function in the buildings owned by the Grama Panchayats (table 6.1). A review of the staff position indicates that the institutions have adequate staff. Table 6.8 gives the different categories of staff in the veterinary hospitals and sub-centres. Except few, all the institutions have veterinary doctors. Almost all the institutions have one Live Stock Inspector and one Attender. The number of vacant posts in the institution is not much. Table 6.9 shows the number of livestock treated during a week at the 55 veterinary institutions. The institutions had treated on an average 100 livestock during a week. In districts having more livestock density such as Pathanamthitta, Thrissur, Wayanad and Kozhikode, the average number of live stock treated was comparably larger than other districts. Pathanamthitta districts had the largest number of live-stock treated per week. On the other hand, Kannur had the smallest number of livestock treated.

Data were collected about the availability of medicines in the institutions for distribution. Table 6.10 gives the number of institutions where medicine is available and not available. The study revealed that 27 percent of veterinary institutions do not have medicines for treatment of live stock. The institutions will ask the farmers to purchase medicines from private medical shops. In the districts of Kottayam and Kollam, 75 percent of the veterinary institutions do not have medicines for distribution. In Alappuzha, out of the four institutions, medicines are not available in two. Lack of medicines to treat the sick live-stock is one of the major problems faced by the veterinary institutions. The study revealed that the Grama Panchayats are not spending much to prevent the communicable diseases of live-stock. Of the 50 sample Grama Panchayats, 40 reported that they have not incurred any expenditure on this item.

We have also collected information from veterinary institutions about the demand for the services by the farmers. Table 6.11 gives the report of the institutions about the increase in demand for services. A notable thing is that, 82 percent of the institutions reported an increase in the demand for the veterinary services. This indicates a steady increase in the veterinary services in rural Kerala.

**Table 6.7**  
**Amount spent for L. P. Schools in 2010 - 11 ( Rs.)**

<i>District</i>	<i>Name of GP</i>	<i>Newly constructed Building / Public asset</i>	<i>Building maintenance</i>	<i>Maintenance of Equipments / Vehicles</i>	<i>Total Expenditure</i>
<i>Alappuzha</i>	Chambakulam	-	20,000	-	20,000
	Kandalloor	-	600	-	600
	Mannar	-	20,000	-	20,000
	Thrikkunnapuzha	-	70,000	-	70,000
<i>Ernakulam</i>	Maradi	-	240,285	-	240,285
	Pallipuram	1,483,000	-	-	1,483,000
<i>Kannur</i>	Pariyaram	-	570,000	230,000	800,000
<i>Kasaragode</i>	Muliar	318,718	92,242	-	410,960
	Thrikkarippur	-	202,968	-	202,968
<i>Kollam</i>	Aryankavu	-	342,650	-	342,650
	Kottarakkara	-	737,108	-	737,108
	Veliyam	-	171,427	50,000	221,427
<i>Kottayam</i>	Karukachal	80,000	50,000	-	130,000
<i>Kozhikode</i>	Azhiyoor	-	43,310	-	43,310
<i>Malappuram</i>	Makkaraparambu	44,934	45,000	-	89,934
	Vallikunnu	286,683	-	-	286,683
<i>Palakkad</i>	Chalisserry	94,864	-	-	94,864
	Pattancheri	-	447,629	-	447,629
	Peringottukurissi	37,467	-	-	37,467
<i>Trivandrum</i>	Aruvikkara	99,600	276,410	-	376,010
	Peringamala	-	1,294,639	-	1,294,639
<i>Thrissur</i>	Anthicadu	-	35,001	-	35,001
	Kadappuram	-	-	-	-
	Kodakara	132,200	-	-	132,200
	Mala	-	74,097	-	74,097
<i>Wayanad</i>	Manandavadi	-	96,412	-	96,412
<b>Total</b>		<b>2,577,466</b>	<b>4,829,778</b>	<b>280,000</b>	<b>7,687,244</b>
<b>Percent</b>		<b>33.53</b>	<b>62.82</b>	<b>3.64</b>	<b>100.00</b>

Out of the total 55 veterinary institutions, only 10 have reported lack of increase in the demand for veterinary services. The institutions belonged to districts such as Kannur, Kollam, Kozhikode, Malappuram, Palakkad, Pathanamthitta and Wayand.

As the role of Grama Panchayats is crucial in the development of veterinary institutions, we have collected data about their interest. Table 6.12 shows the views of the veterinary institutions

in this respect. The data suggest that almost all Grama Panchayats except a few have taken interest in the activities of the institutions (93 percent). Only 7 percent of the veterinary institutions reported that the Grama Panchayats are not taking interest in the development of the institutions.

In order to study the problems of veterinary hospitals and sub-centres we collected their views on the problems they faced at the time of the sur-

**Table 6.8**  
**Staffs in Veterinary Hospitals and Sub - Centres ( Number )**

<i>District</i>	<i>No. of Institutions</i>	<i>Doctors</i>	<i>Livestock Inspectors</i>	<i>Attenders</i>	<i>Sweepers</i>	<i>Other Posts</i>	<i>Vacant</i>
Alappuzha	4	4	4	4	4	0	0
Ernakulam	4	4	4	4	3	0	0
Idukki	1	1	1	1	1	0	0
Kannur	3	4	3	3	5	1	1
Kasaragod	6	3	5	3	5	1	2
Kollam	4	4	4	4	4	0	2
Kottayam	4	4	4	4	3	0	1
Kozhikode	4	4	4	2	3	0	3
Malappuram	4	3	6	6	1	1	4
Palakkad	4	4	4	4	4	0	0
Pathanamthitta	4	3	4	3	3	1	1
Thiruvananthapuram	5	5	4	5	3	0	2
Thrissur	6	7	6	7	4	3	1
Wayanad	2	3	2	3	2	2	0
<b>Total</b>	<b>55</b>	<b>53</b>	<b>55</b>	<b>53</b>	<b>42</b>	<b>8</b>	<b>17</b>

**Table 6.9**                      **Livestock treated during a Week**

<i>District</i>	<i>No. of Veterinary Institutions</i>	<i>No. of Livestock treated in a week</i>	<i>Average no. per Institution</i>
Alappuzha	4	60	15
Ernakulam	4	207	52
Idukki	1	119	119
Kannur	3	124	41
Kasaragode	6	196	33
Kollam	4	497	124
Kottayam	4	528	132
Kozhikode	4	708	177
Malappuram	4	225	56
Palakkad	4	258	65
Pathanamthitta	4	920	230
Thiruvananthapuram	5	320	64
Thrissur	6	954	159
Wayanad	2	380	190
<b>Total</b>	<b>55</b>	<b>5496</b>	<b>100</b>

vey. The major problem faced by them are shortage of medicine, lack of building, lack of cattleshed, lack of operation theatre, lack of ultra-sound scan system, poor maintenance of buildings and equipment and inadequate infrastructure. Table 6.13 shows the current problems reported by 55 institutions. The five major problems reported by the institutions are lack of buildings, shortage of medicines lack of operation theatre, lack of ultra sound scan system and inadequate infrastructure. Poor maintenance of buildings and equipment, inadequate staff and lack of sub-centres are the other problems reported. The table gives a clear picture about the problems to be addressed by the Grama Panchayats and Animal husbandry Department.

We have also obtained the suggestions of 55 veterinary hospitals and sub-centres to improve their functioning. For providing better services, the institutions gave a number of suggestions. The major suggestions are adequate supply of

medicines, appointment of permanent doctors, provision of adequate staff, new building, modern equipment and better laboratory facilities, need for infrastructure development, need for ultra-sound scan system, cattle shed, operation theatre and vehicles. Table 6.14 gives the suggestions of the institutions for improving the functioning. Among the suggestions, adequate supply of medicine ranks as the first item. Provision of adequate staff and appointment of permanent doctors, provision of modern equipment, laboratory facilities and need for new buildings are other important suggestions. We feel that the Grama Panchayats and Animal Husbandry Department will have to consider these suggestions seriously. Unless action is not taken on these suggestions, we cannot improve the functioning of the institutions or provide better delivery of veterinary services.

### Government Lower Primary Schools

The educational institution which was trans-

**Table 6.10: Availability of Medicines for distribution**

<i>District</i>	<i>No. of Veterinary Institutions</i>	<i>No. of Institutions where Medicines are available</i>	<i>No. of Institutions where Medicines are not available</i>	<i>Not Available (%)</i>
Alappuzha	4	2	2	50
Ernakulam	4	4	-	0
Idukki	1	1	-	0
Kannur	3	3	-	0
Kasaragode	6	4	2	33
Kollam	4	1	3	75
Kottayam	4	1	3	75
Kozhikode	4	4	-	0
Malappuram	4	3	1	25
Palakkad	4	3	1	25
Pathanamthitta	4	4	-	0
Thiruvananthapuram	5	5	-	0
Thrissur	6	4	2	33
Wayanad	2	1	1	50
<b>Total</b>	<b>55</b>	<b>40</b>	<b>15</b>	<b>27</b>

**Table 6.11: Institutions reported increase in demand for services (Number)**

<i>District</i>	<i>Reported as Increased</i>	<i>Reported as not Increased</i>	<i>Total</i>	<i>Reported as Increased (%)</i>
Alappuzha	4	0	4	100.00
Ernakulam	4	0	4	100.00
Idukki	1	0	1	100.00
Kannur	0	3	3	0.00
Kasaragode	6	0	6	100.00
Kollam	3	1	4	75.00
Kottayam	4	0	4	100.00
Kozhikode	2	2	4	50.00
Malappuram	3	1	4	75.00
Palakkad	3	1	4	75.00
Pathanamthitta	3	1	4	75.00
Thiruvananthapuram	5	0	5	100.00
Thrissur	6	0	6	100.00
Wayanad	1	1	2	50.00
<b>Total</b>	<b>45</b>	<b>10</b>	<b>55</b>	<b>82.00</b>

ferred to Grama Panchayats, consequent to the enactment of Kerala Panchayat Raj Act was Government Lower Primary Schools (LPS). The major functions transferred to Grama Panchayats are construction and maintenance of the assets of the LPSs. such as school buildings, equipment, play ground, compound walls etc. Besides this, the Grama Panchayats are entrusted with the responsibility for providing necessary assistance for cooking the noon meals to be distributed to the students. The appointment of staff, transfer of staff, payment of salary to staff and academic activities of the schools were retained by the General Education Department. In order to study the functioning and performance of the schools, we have collected data from 111 LPSs. coming under the 45 sample Grama Panchayats. Table 6.15 gives the reported details about the schools, the number of sample LPSs., number of teachers and vacant posts. The average number of teachers in the sample schools ranged between 4 and 9. The schools reported that the total vacant post is 41.

Table 6.16 gives the details about the number of divisions, the male-female break up of students, total students and enrolment of students. The total students studying in the sample 111 LPSs. was 11,752 consisting of 5,880 girls and 5,872 boys. The average number of students is 106 (Table 6.17). The average number of students per school varied between 44 and 294. In majority of the schools, the average number of students was less than 100. The average number of girls and boys in a school is estimated as 53 each. The average number of divisions per school was 5.3. The average number of divisions, girls, boys and total students are shown in Table 6.17.

Due to social, economic and demographic factors, there has been a steady decline in the number of students joining in Government LPSs. Due to the poor facilities and poor teaching, the parents prefer to send their children to aided or unaided schools. In order to retain the strength of the private government-aided schools, where salary is given by the governments, they offer incentives

like free transport, meals, free supply of books etc to the students. Due to these factors, mostly students belonging to Below the Poverty Line (BPL) households and other poor sections alone are joining the government LPSs. Table 6.18 gives the number of students enrolled in these schools during a year. A significant finding is that the number of students joining these schools especially in the 1<sup>st</sup> standard is below 25. Sixty-nine percent of the schools reported that the number of new enrolment in a year ranged between 1 and 25. In another 12 percent of the schools, the number of fresh enrolment ranged between 26 and 30. Only in 9 percent of the schools the new enrolment in a year exceeds 100 students. The schools also reported that there has been a steady decline in the fresh enrolment in the schools. Sixty-five percent of the schools reported that there has been a fall in enrollment. In the schools belonging to Ernakulam, Kannur and Thiruvananthapuram

districts, all the schools reported decline in enrolment. Table 6.19 shows the number of schools where there was reported fall in enrolment.

We have collected data about the socio-economic profile of the students studying in LPSs. A significant finding is that, of the total 111 schools, in 109 schools (98 percent) majority of the students belong to poor households. Only two schools in Pathanamthitta district reported that majority of the students are not poor. Table 6.20 gives the district-wise sample LPSs. where majority of the students belongs to poor house-holds.

The Grama Panchayats have spent money for several purposes like construction and maintenance of building, mid-day meals, drinking water equipments, library etc. Table 6.21 gives the amount of expenditure of the Grama Panchayats for the schools. Twenty-seven schools reported that the Grama Panchayats had spent an average of Rs 86,451 for maintenance. Sixteen schools report-

**Table 6.12:**  
**Interest of the GPs. for development of the Institutions (Number)**

<i>District</i>	<i>Reported Interest</i>	<i>Reported No Interest</i>	<i>Total</i>
Alappuzha	4	0	4
Ernakulam	4	0	4
Idukki	1	0	1
Kannur	3	0	3
Kasaragode	5	1	6
Kollam	4	0	4
Kottayam	2	2	4
Kozhikode	3	1	4
Malappuram	4	0	4
Palakkad	4	0	4
Pathanamthitta	4	0	4
Thiruvananthapuram	5	0	5
Thrissur	6	0	6
Wayanad	2	0	2
<b>Total</b>	<b>51</b>	<b>4</b>	<b>55</b>
<b>Percent</b>	<b>93.00</b>	<b>7.00</b>	<b>100.00</b>

**Table 6.13 :**  
**Current problems faced by the Veterinary Hospitals and Sub-centres (Number)**

<i>District</i>	<i>No. of Buildings</i>	<i>Shortage of Medicines</i>	<i>No. of Sub Centres</i>	<i>Poor Maintenance</i>	<i>Inadequate Staff &amp; lack of permanent Doctor</i>	<i>Inadequate Infrastructure</i>	<i>Lack of Operation Theatre, Scan, Shed etc.</i>	<i>Lack of land for Fodder Cultivation</i>	<i>Others</i>
Alappuzha	2	0	3	0	0	0	0	0	0
Ernakulam	1	1	0	0	1	0	1	0	1
Idukki	0	0	0	0	0	1	0	0	0
Kasaragode	3	1	0	1	1	3	0	0	2
Kollam	1	3	0	0	0	0	1	0	1
Kottayam	1	1	0	2	0	2	2	0	1
Kozhikode	0	0	0	1	0	1	1	0	1
Malappuram	0	0	0	0	0	1	2	2	1
Palakkad	0	1	0	0	0	2	0	0	2
Pathanamthitta	0	0	0	2	2	0	1	0	0
Trivandrum	1	2	0	0	0	0	1	0	0
Thrissur	0	1	0	1	0	0	1	0	2
Wayanad	0	0	0	0	1	0	1	0	0
<b>Total</b>	<b>10</b>	<b>10</b>	<b>3</b>	<b>7</b>	<b>5</b>	<b>10</b>	<b>11</b>	<b>2</b>	<b>13</b>
<b>Rank</b>	<b>3</b>	<b>3</b>	<b>6</b>	<b>4</b>	<b>5</b>	<b>3</b>	<b>2</b>	<b>7</b>	<b>1</b>

ed that Grama Panchayats had spent an average of Rs 2,38,067 for construction of buildings . Twenty-two schools have also received money from Grama Panchayats for purchasing equipments. The average amount spent for midday meals in the school was 42,125. The Grama Panchayats spent an average of Rs.1,11,068 for other purposes like electricity, drinking water, compound walls, cooking of mid-day meals etc.

In order to know about the facilities available, we have collected data about the availability of latrines, drinking water, play grounds, study materials etc. Table 6.22 and 6.23 give the number of the schools having the facilities and corresponding percentages. Regarding the availability of latrines and drinking water, the situation of the schools are in a better position. Of the total schools, 96 percent of the schools have latrines. Two schools

in Kasargode, one each in Palakkad and Thiruvananthapuram district have no latrines. In the case of drinking water, 95 percent of the schools have availability of drinking water. However, the situation is much different in the case of availability of play grounds and study materials. Forty-three percent of the schools do not have playgrounds. The LP Schools also face severe shortage for study materials. Twenty-nine percent of the schools do not have adequate study materials.

The LP Schools have reported the current problem faced by them. As schools have reported more than one problem, we ranked the schools on the basis of the number of problems (Table 6.24). Lack of play-ground and toys is ranked as the first problem. The second major problem is lack of computer and school furniture. Shortage of children, lack of proper maintenance of build-

**Table 6.14:**  
**Suggestions to improve the Veterinary hospitals and Sub - Centers ( Number )**

District	Need for Permanent Doctor	Need for adequate Medicine	Need for Modern Equipment / Lab	Need for Hospital Vehicle	Need for New Building	Need Sub Centre	Need for Infrastructure / Proper Maintenance	Need of Operation Theatre, Scan, Shed	Others
Alappuzha	4	0	0	1	3	3	0	0	1
Ernakulam	0	1	1	0	1	0	1	2	0
Idukki	0	0	0	1	0	0	1	0	0
Kasaragode	2	2	1	0	3	0	1	1	1
Kollam	0	2	0	0	1	0	1	0	2
Kottayam	0	2	0	0	2	1	1	0	3
Kozhikode	1	2	1	1	0	0	2	1	1
Malappuram	1	2	1	1	0	1	1	0	3
Palakkad	1	0	1	1	0	0	0	0	1
Pathanamthitta	2	1	3	1	1	0	1	1	1
Thiruvananthapuram	2	2	1	2	0	0	0	1	0
Thrissur	0	2	2	0	0	0	0	1	3
Wayanad	2	0	1	0	0	0	1	1	0
<b>Total</b>	<b>16</b>	<b>18</b>	<b>15</b>	<b>8</b>	<b>11</b>	<b>5</b>	<b>10</b>	<b>8</b>	<b>18</b>
<b>Rank</b>	<b>2</b>	<b>1</b>	<b>3</b>	<b>6</b>	<b>4</b>	<b>7</b>	<b>5</b>	<b>6</b>	<b>1</b>

ings, compound walls, lack of school, kitchen and kitchen materials are the other major problems reported by Grama Panchayats. Lack of drinking water and toilet facility are also reported as major problems by the schools. The schools have offered suggestions for improving their functioning (Table 6.25). Purchase of computer and providing training is the first major suggestion. Need for changing the medium of instruction from Malayalam to English is the second major suggestion. Adequate and proper training of the teachers is the third major suggestion. Provision of teaching aids and smart class rooms, appointment of permanent teachers, conducting awareness programmes for parents, constitution of effective monitoring committees and modification of syllabi are the other major suggestions put forward for improving the working of the LPSs. From the above facts, it is evident that

inspite of the transfer of some of the functions to Grama Panchayats, there has been only a marginal change in the functioning of the LPSs. Lack of proper maintenance of buildings, toilet facilities, drinking water and kitchen facilities continued as major problems of the LPSs. The schools also failed to attract sufficient number of students.

### Public Health Institutions

The public health institutions transferred to Grama Panchayats are Allopathy Primary health centres and hospitals, Ayurvedic dispensaries and hospitals and Homoeo dispensaries and hospitals. The major functions transferred are construction and maintenance of buildings and other assets and implementation of some preventive health programmes. The appointment of staff, transfer of staff and all other health-related functions of

**Table 6.15: Number of sample Lower Primary Schools**

<i>District</i>	<i>Total GPs</i>	<i>Reporting GPs</i>	<i>No. of Govt.L.P.Ss</i>	<i>Total Teachers</i>	<i>Average No.of Teachers</i>	<i>Total Vacant Posts</i>
Alappuzha	4	4	4	36	9.0	8
Ernakulam	4	3	7	33	4.7	0
Idukki	1	1	2	10	5.0	0
Kannur	3	1	2	8	4.0	0
Kasaragode	3	3	18	125	6.9	6
Kollam	4	4	14	68	4.8	6
Kottayam	4	4	14	73	5.2	1
Kozhikode	3	2	7	35	5.0	4
Malappuram	4	4	7	39	5.6	5
Palakkad	4	4	6	46	7.7	2
Pathanamthitta	4	4	9	35	3.9	2
Thiruvananthapuram	5	5	12	55	4.6	6
Thrissur	5	4	6	33	5.5	1
Wayanad	2	2	3	27	9.0	0
<b>Total</b>	<b>50</b>	<b>45</b>	<b>111</b>	<b>623</b>	<b>5.6</b>	<b>41</b>

**Table 6.16 Divisions, Students & Enrolment in a year**

<i>District</i>	<i>No. of Govt LPSs.</i>	<i>Total Divisions</i>	<i>Total Girls</i>	<i>Total Boys</i>	<i>Total Students</i>	<i>Total Students enrolled last year</i>
Alappuzha	4	39	590	585	1175	856
Ernakulam	7	32	145	160	305	54
Idukki	2	13	125	112	237	237
Kannur	2	8	48	53	101	23
Kasaragode	18	109	1146	1091	2237	296
Kollam	14	73	701	688	1389	467
Kottayam	14	66	477	478	955	218
Kozhikode	7	25	282	295	577	77
Malappuram	7	36	475	525	1000	279
Palakkad	6	41	488	506	994	246
Pathanamthitta	9	40	368	343	711	460
Thiruvananthapuram	12	55	417	421	838	235
Thrissur	6	31	263	277	540	166
Wayanad	3	24	355	338	693	462
<b>Total</b>	<b>111</b>	<b>592</b>	<b>5880</b>	<b>5872</b>	<b>11752</b>	<b>4076</b>

the institutions are under the direct control of the Health Department in the State Government. The development activities are put under the annual Plan of the Grama Panchayats. In order to study the functioning and health services provided by the public health institutions, we have collected data from 85 hospitals, primary health centres and dispensaries coming under 40 Grama Panchayats. Table 6.26 gives the category of staff in the 85 sample public health institutions viz. Primary Health Centres, hospitals and dispensaries. The sample 85 public health institutions have 100 doctors, 75 nurses, 127 health inspectors, 69 pharmacists and other categories of staff. The number of staff of the institutions indicate that the staff position is satisfactory.

The public health institutions are mostly housed in buildings owned by the Health Department and Grama Panchayats. Out of the total 85 institutions, only 8 is housed in rented buildings. Table 6.27 shows the ownership of the building of the public health institutions. In Kottayam, Malappuram and Thiruvananthapuram districts, twenty percent

each of the sample public health institutions are functioning in rented buildings.

We have collected information about the number of patients treated in these health institutions. These institutions provide medical services mostly to out-patients, who visit the hospitals daily for medical treatment.

On the other hand, only a few patients are treated as in-patients. Table 6.28 gives the number of in-patients and out-patients treated in the sample institutions. The institutions provide treatment to two categories of diseases viz. communicable and non-communicable. The average number of patients treated for communicable disease per hospital per month was 446 and non-communicable 1307.

Data were collected from the sample public health institutions about the types of diseases reported for treatment. Table 6.29 shows the types of diseases reported. It may be seen from the table that the largest number of diseases reported are viral fever, cold, headache, anaemia, hepatitis, diarrhea etc. Of the total number of patients, nearly

**Table 6.17**  
**Average number of Divisions and Students**

<i>District</i>	<i>No. of Schools</i>	<i>Divisions</i>	<i>Girls</i>	<i>Boys</i>	<i>Total Students</i>
Alappuzha	4	9.8	147.5	146.3	294.0
Ernakulam	7	4.6	20.7	22.9	43.6
Idukki	2	6.5	62.5	56.0	118.5
Kannur	2	4.0	24.0	26.5	50.5
Kasaragode	18	6.1	63.7	60.6	124.3
Kollam	14	5.2	50.1	49.1	99.2
Kottayam	14	4.7	34.1	34.1	68.2
Kozhikode	7	3.6	40.3	42.1	82.4
Malappuram	7	5.1	67.9	75.0	142.8
Palakkad	6	6.8	81.3	84.3	165.7
Pathanamthitta	9	4.4	40.9	38.1	79.0
Thiruvananthapuram	12	4.6	34.8	35.1	69.8
Thrissur	6	5.2	43.8	46.2	90.0
Wayanad	3	8.0	118.3	112.7	231.0
<b>Total</b>	<b>111</b>	<b>5.3</b>	<b>53.0</b>	<b>52.9</b>	<b>106.0</b>

**Table 6.18 Students' Enrolment during a year ( Number )**

<i>District</i>	<i>1-25</i>	<i>26-50</i>	<i>51-75</i>	<i>76-100</i>	<i>&gt; 100</i>	<i>Total</i>
Alappuzha	0	0	0	0	4	4
Ernakulam	7	0	0	0	0	7
Idukki	0	0	0	0	2	2
Kannur	2	0	0	0	0	2
Kasaragode	16	1	1	0	0	18
Kollam	10	2	0	0	2	14
Kottayam	12	1	0	1	0	14
Kozhikode	7	0	0	0	0	7
Malappuram	2	3	2	0	0	7
Palakkad	1	3	2	0	0	6
Pathanamthitta	6	1	0	1	1	9
Thiruvananthapuram	9	1	2	0	0	12
Thrissur	4	0	2	0	0	6
Wayanad	1	1	0	0	1	3
<b>Total</b>	<b>77</b>	<b>13</b>	<b>9</b>	<b>2</b>	<b>10</b>	<b>111</b>
<b>Percentage</b>	<b>69.36</b>	<b>11.71</b>	<b>8.11</b>	<b>1.80</b>	<b>9.00</b>	<b>100.00</b>

**Table 6.19 Schools reported fall in enrollment**

<i>District</i>	<i>Reported Fall</i>	<i>Reported 'No Fall'</i>	<i>Total</i>	<i>Reported Fall (%)</i>	<i>Reported 'No Fall' (%)</i>	<i>Total (%)</i>
Alappuzha	3	1	4	75.00	25.00	100.00
Ernakulam	7	0	7	100.00	0.00	100.00
Idukki	0	2	2	0.00	100.00	100.00
Kannur	2	0	2	100.00	0.00	100.00
Kasaragode	9	9	18	50.00	50.00	100.00
Kollam	10	4	14	71.43	28.57	100.00
Kottayam	7	7	14	50.00	50.00	100.00
Kozhikode	2	5	7	28.57	71.43	100.00
Malappuram	5	2	7	71.43	28.57	100.00
Palakkad	4	2	6	66.67	33.33	100.00
Pathanamthitta	7	2	9	77.78	22.22	100.00
Thiruvananthapuram	12	0	12	100.00	0.00	100.00
Thrissur	4	2	6	66.67	33.33	100.00
Wayanad	0	3	3	0.00	100.00	100.00
<b>Total</b>	<b>72</b>	<b>39</b>	<b>111</b>	<b>64.86</b>	<b>35.14</b>	<b>100.00</b>

**Table 6.20 Schools where majority of the students are poor ( Number )**

<i>District</i>	<i>No. of Schools</i>	<i>Reported Poor</i>	<i>Reported Not Poor</i>	<i>Percentage of Poor</i>
Alappuzha	4	4	0	100.00
Ernakulam	7	7	0	100.00
Idukki	2	2	0	100.00
Kannur	2	2	0	100.00
Kasaragode	18	18	0	100.00
Kollam	14	14	0	100.00
Kottayam	14	14	0	100.00
Kozhikode	7	7	0	100.00
Malappuram	7	7	0	100.00
Palakkad	6	6	0	100.00
Pathanamthitta	9	7	0	77.80
Thiruvananthapuram	12	12	0	100.00
Thrissur	6	6	0	100.00
Wayanad	3	3	0	100.00
<b>Total</b>	<b>111</b>	<b>109</b>	<b>2</b>	<b>98.20</b>

20 percent were reported to have been affected with these diseases. The second largest number of diseases reported are acute respiratory problems, ARI, gastroenteritis, ulcer etc. Diabetics and BP are the third category of diseases reported in the case of the largest number of patients. The other major types of diseases reported are arthritis, rheumatism, skin problem, hyper tension, typhoid etc. On the other hand, the category of diseases reported by a few patients are dengue, chikungunya, malaria, diphtheria, cholesterol and allergy. The number of patients affected with chronic diseases like cancer, cholesterol, cardiac problem are few. This may be due to the fact that, the patients having such diseases are going to specialised or referral public and private hospitals for treatment.

In order to know about the preventive measures taken by these medical institutions, we have collected data. Table 6.30 gives the number of preventive programmes implemented by the sample institutions. It may be noted that only a few programmes were conducted by the hospitals. Though the Grama Panchayat authorities can initiate steps to conduct these programmes, not much

efforts were done in this direction. From the table, it is evident that only one programme each was conducted by the hospitals on preventive camps for non-communicable diseases pre-monsoon cleaning, SC/ST old age scheme and Filaria control programmes. The largest number of programmes conducted was on general preventive camps (6) and preventive camps for communicable diseases (5). These evidences suggest that the Grama Panchayats and the public health institutions failed to organise preventive measures in a satisfactory manner. In spite of transferring the function on preventive measures, the Grama Panchayats failed to take appropriate action to organise programmes.

Major share of the patients who are coming to the public health institutions belong to the poorer sections. Hence, adequate supply of medicines to the patients is an important issue to be addressed. Data collected from the institution revealed that of the 85 institutions, 74 are able to distribute adequate medicines to the patients (Table 6.31). On the other hand, 11 hospitals were not able to supply adequate medicines to the public. This

**Table 6.21 Amount spent by the GPs for Govt L.P. Schools during 2010 - 11 ( Rs.)**

<i>Item</i>	<i>No. of Schools</i>	<i>Total Amount</i>	<i>Average Amount</i>
Construction of buildings	16	3,809,077	238067.30
Maintenance	27	2,334,176	86451.00
Mid day meal	13	547,628	42125.20
Drinking water	2	41,500	20750.00
Latrine	2	65,000	32500.00
Play Grounds	0	0	0.00
Equipment	22	1,243,549	56525.00
Library	5	41,272	8254.40
Lab	0	0	0.00
Computer	2	216,267	108133.50
Others	33	3,665,236	111068.00

**Table 6.22 Facilities in the L.P. Schools ( Number )**

<i>District</i>	<i>No. of Schools</i>	<i>Availability of</i>			
		<i>Latrine</i>	<i>Drinking Water</i>	<i>Play Ground</i>	<i>Adequate study Materials</i>
Alappuzha	4	4	4	2	4
Ernakulam	7	7	7	5	7
Idukki	2	2	2	1	2
Kannur	2	2	2	0	1
Kasaragode	18	16	16	10	11
Kollam	14	14	14	5	9
Kottayam	14	14	12	8	14
Kozhikode	7	7	6	4	2
Malappuram	7	7	6	4	1
Palakkad	6	5	6	3	3
Pathanamthitta	9	9	9	6	6
Tvpm	12	11	12	7	11
Thrissur	6	6	6	2	6
Wayanad	3	3	3	2	2
<b>Total</b>	<b>111</b>	<b>107</b>	<b>105</b>	<b>59</b>	<b>79</b>

**Table 6.23 Facilities in LP Schools ( Percentage )**

District	No. of Schools	Percentage having			
		Latrine	Drinking Water	Play Ground	Adequate study Materials
Alappuzha	4	100.00	100.00	50.00	100.00
Ernakulam	7	100.00	100.00	71.40	100.00
Idukki	2	100.00	100.00	50.00	100.00
Kannur	2	100.00	100.00	0.00	50.00
Kasaragode	18	88.90	88.90	55.60	61.20
Kollam	14	100.00	100.00	36.00	64.30
Kottayam	14	100.00	86.00	57.10	100.00
Kozhikode	7	100.00	86.00	57.10	28.60
Malappuram	7	100.00	86.00	57.10	14.30
Palakkad	6	83.40	100.00	50.00	50.00
Pathanamthitta	9	100.00	100.00	66.70	66.70
Thiruvananthapuram	12	91.70	100.00	58.40	92.00
Thrissur	6	100.00	100.00	33.30	100.00
Wayanad	3	100.00	100.00	66.70	66.70
<b>Total</b>	<b>111</b>	<b>96.40</b>	<b>94.60</b>	<b>53.10</b>	<b>71.20</b>

indicates good service delivery by the institutions. The hospitals belonging to Wayanad, Thrissur and Kozhikode districts are facing the problem of inadequate supply of medicines.

The sample institutions reported on the quality of maintenance of buildings and other assets of the medical institutions. Table 6.32 gives the quality of maintenance by Grama Panchayats. Except 18 per cent, all the institutions reported that the quality of maintenance was good or very good. This show that the Grama Panchayats were able to maintain the buildings, equipments and other assets of the hospitals in a satisfactory manner. This is a positive achievement caused by the transfer of powers.

In order to know the current problems, we have ascertained the views of the sample public health institutions. Table 6.33 gives the current problems as reported by the institutions. The hospitals reported a number of problems relating to infrastructure facilities, building, vehicles, rooms, shortage of staff, compound walls etc. Lack of adequate infrastructure is the most important problem reported by them. Insufficient rooms is the

second important problem pointed out by them. Inadequacy of medical equipment, inverters and freezers is the the third major problem reported by them. Shortage of staff, especially para-medical staff, is another major problem indicated by them. Lack of permanent buildings, lack of compound wall, bad premises, lack of accessibility of hospital, shortage of medicines, lack of vehicles etc. are the other major problems reported by them. A notable point is that majority of the problems relate to lack of buildings, equipment, infrastructure, vehicle, rooms and compound wall etc. This indicates that the Health Service Department and Grama Panchayats should focus their attention on the development of infrastructure and providing basic amenities.

The public health institutions have put forward a number of suggestions to improve the functioning of these institutions. Table 6.34 gives the suggestions of the institutions. The most important demand is to strengthen the infrastructure and improve the maintenance of assets. Need for providing lab facilities, provision of equipment, freezer

**Table 6.24 Current problems faced by the L.P. Schools ( Number )**

District	Lack of							Shortage of Children	Others
	School Bus	Drinking Water	Toilet	Play Ground	Computer/ Furniture	Proper Maintenance	Kitchen & Materials		
Alappuzha	0	0	0	2	0	1	1	0	3
Ernakulam	0	1	0	0	0	0	0	7	0
Idukki	0	2	0	2	2	1	0	0	0
Kannur	0	0	0	2	2	1	0	1	0
Kasaragode	3	1	3	9	6	3	4	6	5
Kollam	4	3	0	4	6	2	0	1	2
Kottayam	2	1	0	2	2	2	1	6	0
Kozhikode	2	2	0	0	0	0	0	1	1
Malappuram	0	1	1	6	3	1	1	1	3
Palakkad	3	0	1	3	3	2	3	0	1
Pathanamthitta	1	0	1	1	2	0	1	1	2
Thiruvananthapuram	5	0	1	7	7	6	1	4	1
Thrissur	0	0	0	1	2	1	1	4	1
Wayanad	0	0	2	2	2	3	1	0	0
<b>Total</b>	<b>20</b>	<b>11</b>	<b>9</b>	<b>41</b>	<b>37</b>	<b>23</b>	<b>14</b>	<b>32</b>	<b>19</b>
<b>Rank</b>	<b>5</b>	<b>8</b>	<b>9</b>	<b>1</b>	<b>2</b>	<b>4</b>	<b>7</b>	<b>3</b>	<b>6</b>

and supply of medicines comprise the second set of suggestions. The third major suggestion is on strengthening preventive programmes to prevent the spread of diseases. Increase the number of rooms, bed, and other facilities for treating in-patients are other major suggestions. Need for permanent buildings, need for full-time service of doctors, shifting hospitals to more accessible areas and more funds for medical camps are the other suggestions. We feel that the Health Service Department and Grama Panchayats should consider these suggestions for improving their infrastructure and for providing better quality services.

### Anganwadis

The Anganwadi, literally a courtyard play centre, is a child care centre located within the village or the slum area itself. It is the focal point for the delivery of services at the community level, to children below 6 years of age, pregnant women, nursing mothers and adolescent girls. Besides

this, the Anganwadi Centre is a meeting ground where women/mothers group can come together to promote awareness and joint action for child development and women's empowerment. Integrated Child Development Scheme(ICDS) has given new thrust to adolescent schemes for breaking the inter-generational life cycle of nutritional disadvantage and providing a supportive environment for self-development. The intervention is focussed on self-development, nutrition, health education, literacy, recreation, skill formation etc. Efforts are also undertaken to reduce the prevalence of anaemia, among adolescent girls through creation of awareness and distribution of IFA tablets. As far as old-aged and disabled are concerned, a feeling of being loved and cared is a must and ICDS has given utmost consideration to this and various welfare schemes are being implemented for these people also.

Majority of the children belong to BPL category with poor infrastructure and environmental

**Table 6.25 Suggestions for improving Schools (Number)**

District	Need of								Others
	Computer Training Facility	Change to English Medium	Training for teachers	Awareness programmes for Parents	Permanent Teachers	Effective Monitoring Committees	Teaching aids & Smart Classrooms	Modified Syllabi with emphasis on Morals	
Alappuzha	4	0	1	0	3	0	0	0	1
Ernakulam	0	2	1	1	0	0	0	0	1
Idukki	1	1	0	0	0	1	0	0	0
Kannur	1	1	0	0	1	0	0	0	0
Kasaragode	12	7	9	1	4	0	4	0	2
Kollam	2	0	3	0	1	1	0	1	3
Kottayam	5	10	2	0	1	1	2	1	0
Kozhikode	2	4	2	2	2	0	0	0	2
Malappuram	3	0	4	2	1	0	4	0	3
Palakkad	5	2	1	0	0	2	2	0	0
Pathanamthitta	0	1	1	0	1	1	3	0	1
Trivandrum	7	8	2	0	3	0	6	0	1
Thrissur	5	0	1	0	0	0	0	0	0
Wayanad	2	0	1	1	0	1	1	0	1
<b>Total</b>	<b>49</b>	<b>36</b>	<b>28</b>	<b>7</b>	<b>17</b>	<b>7</b>	<b>22</b>	<b>2</b>	<b>15</b>
<b>Rank</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>7</b>	<b>5</b>	<b>8</b>	<b>4</b>	<b>9</b>	<b>6</b>

sanitation, inappropriate child caring and feeding practices. These circumstances can impede their physical, social and mental development. Children spend more than 6 hours at the Anganwadi centre on a day. Since equality of opportunity is a right for children, proper and adequate facility must be provided at the Anganwadi in order to overcome the deficiencies of home. But the fact is that only nearly 50 percent of the Anganwadis are having own building, that too with meagre facilities out of which majority does not have enough space for play, have improper ventilation, insufficient space for the activities of women and adolescents. Now it is the responsibility of the Local Self Government to provide the basic amenities for the Anganwadi and the conduct of the Supplementary Programme.

In order to study the functioning, the service delivery and problem of Anganwadis, we have collected data from a sample of 195 institutions covering 50 Grama Panchayats. Table 6.35 gives the district-wise sample Anganwadis concerned

in the study. The number of sample Anganwadis ranged between 11 and 25 except four districts. The Anganwadis have a staff pattern of one worker and one helper per unit. Table 6.36 gives the staff strength in the 195 Anganwadis. Of the total 195 workers, it is reported that 193 are permanent and 2 temporary. Among the helpers, the number of temporary hands was 9.

### Physical facilities in Anganwadis

Anganwadis require buildings with sufficient space and playground for its smooth functioning. We have collected data about the ownership of the buildings in which Anganwadis are functioning. Table 6.37 gives the ownership of the buildings. Of the total Anganwadis, 27 percent are functioning in rental buildings.

Majority of the sample Anganwadis in Kozhikode district are functioning in rented buildings. The other districts where a sizeable share of Anganwadis are housed in rented buildings are Panthanamthitta, Thiruvananthapuram, Kollam

**Table 6.26****Category of different categories of Staff in the sample Public Health Institutions**

District	Number of										Others	Total
	G.Ps. reported	PHCs Dispensaries	Doctors	Nurses	Health Inspectors	JHIs	Clerks	Attenders	Pharmacists	Sweepers		
Alappuzha	2	2	3	7	2	3	1	4	2	3	10	35
Ernakulam	4	11	13	19	3	11	4	14	10	10	9	93
Kannur	1	1	1	4	2	4	1	1	1	2	0	16
Kasaragode	3	9	10	3	2	10	3	10	6	8	13	65
Kollam	4	7	7	5	3	10	3	9	6	5	25	73
Kottayam	3	5	5	0	0	0	0	4	3	2	0	14
Kozhikode	3	8	8	5	3	7	2	11	6	4	12	58
Malappuram	3	9	12	6	2	12	3	9	7	6	14	71
Palakkad	4	7	7	4	2	9	2	5	6	6	3	44
Pathanamthitta	3	3	3	0	2	8	3	3	3	3	2	27
Thiruvananthapuram	4	10	12	6	3	12	3	10	9	7	14	76
Thrissur	5	11	17	8	2	9	3	11	8	9	8	75
Wayanad	1	2	2	8	1	5	1	3	2	2	2	26
<b>Total</b>	<b>40</b>	<b>85</b>	<b>100</b>	<b>75</b>	<b>27</b>	<b>100</b>	<b>29</b>	<b>94</b>	<b>69</b>	<b>67</b>	<b>112</b>	<b>673</b>

**Table 6.27 Ownership of the Buildings**

District	Own Building	Rented Building	GP Building	Total
Alappuzha	2	0	0	2
Ernakulam	7	1	3	11
Kannur	1	0	0	1
Kasaragode	6	1	2	9
Kollam	5	0	2	7
Kottayam	3	1	1	5
Kozhikode	6	1	1	8
Malappuram	6	2	1	9
Palakkad	7	0	0	7
Pathanamthitta	3	0	0	3
Thiruvananthapuram	7	2	1	10
Thrissur	11	0	0	11
Wayanad	1	0	1	2
<b>Total</b>	<b>65</b>	<b>8</b>	<b>12</b>	<b>85</b>

**Table 6.28**  
**Patients treated in a Month**

Type of Disease		Reported hospitals	Total Patients	Average Patients per Hospital
Communicable	In-Patient	6	299	49
	Out-Patients	56	27383	488
	<b>Total</b>	<b>62</b>	<b>27682</b>	<b>446</b>
Non-Communicable	In-Patients	8	605	75
	Out-Patients	74	106617	1440
	<b>Total</b>	<b>82</b>	<b>107222</b>	<b>1307</b>

**Table 6.29**  
**Types of diseases reported by PHCs**

District	Viral Fever Cold/Anaemia Chicken pox	Arthritis/ Rheumatism/ Trauma	Diabetics/ B.P.	Acute Respiratory problems/ Gastroenteritis/ Higher tension/ Typhoid	Gynaecological Problems	Skin Diseases	Others	Total
Alappuzha	2	0	1	1	0	0	4	8
Ernakulam	10	1	11	11	0	0	11	44
Kannur	1	0	0	1	1	0	1	4
Kasaragode	8	2	2	8	1	3	14	38
Kollam	5	3	4	8	1	0	11	32
Kottayam	4	4	1	3	1	1	4	18
Kozhikode	8	7	4	7	2	6	11	45
Malappuram	7	5	3	12	2	5	17	51
Palakkad	5	4	6	8	3	5	4	35
Pathanamthita	3	0	3	4	0	0	0	10
Thiruvananthapuram	9	5	7	7	1	8	6	43
Thrissur	11	8	8	17	3	8	1	56
Wayanad	2	2	0	1	2	0	0	7
<b>Total</b>	<b>75</b>	<b>41</b>	<b>50</b>	<b>88</b>	<b>17</b>	<b>36</b>	<b>84</b>	<b>391</b>

**Table 6.30**  
**Preventive Programmes Conducted by the sample PHCs**

<i>Name of the Programme</i>	<i>No. of Institutions Conducted</i>	<i>Percentage</i>
Preventive camps for Communicable diseases	5	12.20
Preventive camps for Non-communicable diseases	1	2.40
Medical camps for Old aged	2	4.90
Ayurveda Medical camps	3	7.30
Homeopathic Medical camps	2	4.90
Allopathic Medical camps	3	7.30
Awareness programmes	2	4.90
Fogging	3	7.30
Pre Mansoon cleaning	1	2.40
Mass drug distribution	2	4.90
NRHM implemented	2	4.90
General Preventive camp	6	14.61
SC/ST Old age scheme	1	2.40
General cleaning of wards	3	7.30
Palliative care	2	4.90
Fileria control programmes	1	2.40
Not Reported	2	4.90
<b>Total</b>	<b>41</b>	<b>100.00</b>

and Kannur.

Toilet facility is an essential requirement of Anganwadis. The data collected about the toilet facility indicate that 21 percent do not have the facility. Table 6.38 shows the availability of toilet facilities in the sample Anganwadis. In Thiruvananthapuram district, 45 percent of the Anganwadis do not have toilet facility. The other districts where more than 30 percent do not have toilet facility are Kollam, Kozhikode, Malappuram and Pathanamthitta. This is an issue which needs urgent attention of the authorities of Grama Panchayats.

Availability of safe drinking water is another basic requirement of the Anganwadis. We have collected data about the availability of drinking

water from various sources (Table 6.39). The data suggest that 65 percent of the Anganwadis have drinking water availability from wells and pipe. On the other hand, 35 percent do not have availability of drinking water. Majority of the sample Anganwadis in Pathanamthitta, Kozhikode, Kottayam and Idukki districts do not have drinking water availability. This is also an issue which requires urgent attention from the authorities of Grama Panchayats.

Availability of electricity in Anganwadis is another requirement for providing better quality of service. The data collected from the sample Anganwadis revealed that 55 percent do not have electricity connections. Table 6.40 gives the

**Table 6.31****Distribution of adequate Medicines by the sample PHCs**

<i>District</i>	<i>No. of Institutions</i>	<i>Supplying Medicines</i>	<i>Not supplying Medicines</i>	<i>Percentage of Not Supplying</i>
Alappuzha	2	2	0	0.00
Ernakulam	11	11	0	0.00
Kannur	1	1	0	0.00
Kasaragode	9	8	1	11.00
Kollam	7	7	0	0.00
Kottayam	5	5	0	0.00
Kozhikode	8	6	2	25.00
Malappuram	9	7	2	22.00
Palakkad	7	7	0	0.00
Pathanamthitta	3	3	0	0.00
Thiruvananthapuram	10	8	2	20.00
Thrissur	11	8	3	27.00
Wayanad	2	1	1	50.00
<b>Total</b>	<b>85</b>	<b>74</b>	<b>11</b>	<b>13.00</b>

availability of electricity in sample Anganwadis. In Malappuram district, 85 percent of the Anganwadis do not have electricity. In the Anganwadis in Alappuzha, Idukki, Kottayam and Wayanad, 75 percent do not have electricity connections. In order to improve the services, priority should be given for electricity connection in the Anganwadis.

### Playground and Playing equipment

Availability of playgrounds and playing equipment are the essential requirements for Anganwadis. The data collected from the Anganwadis revealed that lack of playground is an important constraint of the institutions. Of the 195 Anganwadis, 33 reported about the lack of playgrounds. Availability of adequate play equipment is also an important requirement. Table 6.41 gives the availability of the playing equipment in the sample Anganwadis. The table shows that out of the total Anganwadis, 46 percent have sufficient playing equipment. In Kottayam district, all the Anganwadis have sufficient playing equipment. In Kollam district, the share is 75 percent and Kannur 67 percent. On the other hand, only 5 percent of the sample Anganwadis have adequate playing equipment. A classification of the Anganwadis on

the basis of inadequate playing equipment shows that 36 percent have a little while 18 percent have little playing equipment.

### Beneficiaries of Anganwadis

Four categories of people benefited from Anganwadis are children, pregnant women, adolescent girls and old people. The children are registered for general-feeding, noon-feeding and general-plus noon-feeding. Table 6.42 gives the number of children registered for general, noon and other categories of feeding. The data on the general feeding indicate that the average number of person per Anganwadi is 18. The average number of persons per Anganwadi for noon feeding is 16 and for general and noon-feeding it is 20. There is also considerable variation in the number of children registered for general and noon-feeding. It ranged between 14 and 32 children per Anganwadi. Compared to the registered children, the actual number may be much lower. This suggests that the actual beneficiaries per Anganwadi is much lower and the people are not taking much interest in the institutions. We have collected the views about the quality of feeding by the Anganwadis. It is reported that the quality

**Table 6.32 Quality of maintenance by the GPs**

<i>District</i>	<i>Poor</i>	<i>Good</i>	<i>Very Good</i>	<i>Total</i>	<i>Poor (%)</i>
Alappuzha	0	2	0	2	0.00
Ernakulam	0	8	3	11	0.00
Kannur	0	1	0	1	0.00
Kasaragode	0	7	2	9	0.00
Kollam	0	6	1	7	0.00
Kottayam	2	1	2	5	40.00
Kozhikode	2	4	2	8	25.00
Malappuram	2	6	1	9	22.22
Palakkad	1	5	1	7	14.29
Pathanamthitta	1	2	0	3	33.33
Thiruvananthapuram	5	4	1	10	50.00
Thrissur	2	9	0	11	18.18
Wayanad	0	2	0	2	0.00
<b>Total</b>	<b>15</b>	<b>57</b>	<b>13</b>	<b>85</b>	<b>17.65</b>

**Table 6.33 Current problems faced by the Public Health Institutions ( Number )**

<i>District</i>	<i>No Perm- enant Building</i>	<i>Inadeqaute Medical Equipments</i>	<i>Lack of Infrastr- ture</i>	<i>Lack of Vehicles Ambul- ance</i>	<i>Insufficant rooms</i>	<i>Shortage of Staff, Para-Medi- cal Staff &amp; Permanent Doctor</i>	<i>No Compound Wall,bad prem- ises,Accessibi- lity problem</i>	<i>Shortage of Medicines</i>	<i>Others</i>
Alappuzha	0	0	1	0	0	0	0	1	0
Ernakulam	1	0	3	1	4	1	2	0	0
Idukki	0	0	0	0	0	0	0	0	0
Kasaragode	5	3	3	1	0	2	2	0	1
Kollam	1	0	0	0	0	1	0	0	2
Kottayam	2	2	2	1	3	3	0	0	1
Kozhikode	0	1	2	0	0	0	1	0	0
Malappuram	2	4	2	0	2	3	1	2	2
Palakkad	1	0	3	0	3	1	1	0	1
Pathanamthitta	0	0	1	1	1	0	0	0	0
Thiruvananthapuram	2	5	5	2	2	2	2	2	2
Thrissur	1	1	2	0	3	1	2	2	2
Wayanad	0	0	1	1	1	1	1	0	0
<b>Total</b>	<b>15</b>	<b>16</b>	<b>25</b>	<b>8</b>	<b>19</b>	<b>16</b>	<b>12</b>	<b>7</b>	<b>11</b>
<b>Rank</b>	<b>4</b>	<b>3</b>	<b>1</b>	<b>7</b>	<b>2</b>	<b>3</b>	<b>5</b>	<b>8</b>	<b>6</b>

**Table 6.34 Suggestions to improve the Public Health Institutions ( Number )**

District	Need Perme- nant	Need Medical Facility viz.Lab X-Ray	Need Proper Infras- tructu- re	Provide More medical officers at field level	Need In-Patient Section	Need Full time Doctors	Seperate Fund for Medi- cal camps	Shift PHCs to more acceble area	Others
Alappuzha	1	0	0	1	1	2	0	0	2
Ernakulam	1	0	1	0	2	2	0	0	0
Idukki	0	0	0	0	0	0	0	0	0
Kasaragode	3	4	6	5	1	2	1	1	0
Kollam	0	0	0	0	2	2	0	0	1
Kottayam	4	4	4	3	3	2	0	1	0
Kozhikode	0	5	4	0	1	0	0	1	2
Malappuram	0	5	2	3	0	1	1	0	1
Palakkad	1	2	2	2	2	0	1	0	1
Pathanamthitta	1	0	0	0	0	1	0	0	0
Thiruvananthapuram	3	3	5	4	2	1	1	3	0
Thrissur	1	1	6	0	0	1	0	1	2
Wayanad	0	2	2	0	2	2	0	0	0
<b>Total</b>	<b>15</b>	<b>26</b>	<b>32</b>	<b>18</b>	<b>17</b>	<b>16</b>	<b>4</b>	<b>7</b>	<b>10</b>

**Table 6.35****District-wise Number of Anganwadis covered in the study**

Sl. No.	District	Total Grama Panchayats	Reporting Grama Panchayats	Sample Anganwadis	Percent
1	Alapuzha	4	4	4	2.05
2	Ernakulam	4	4	20	10.25
3	Idukki	1	1	5	2.56
4	Kannur	3	3	3	1.54
5	Kasargode	3	3	17	8.71
6	Kollam	4	4	16	8.20
7	Kottayam	4	4	20	10.25
8	Kozhikode	3	3	11	5.64
9	Malappuram	4	4	20	10.25
10	Palakkad	4	4	16	8.20
11	Pathanamthitta	4	4	12	6.15
12	Thiruvananthapuram	5	5	22	11.28
13	Thrissur	5	5	25	12.82
14	Wayanad	2	2	4	2.05
	<b>Total</b>	<b>50</b>	<b>50</b>	<b>195</b>	<b>100.00</b>

of feeding is satisfactory in the case of 74 percent of the Anganwadis. Sixteen percent reported that the quality of feeding is poor. In Alappuzha district, all the four Anganwadis reported that the quality of feeding is poor. In Kozhikode district, nearly half of the Anganwadis reported that the quality of feeding is poor. Table 6.43 gives the quality of feeding of the Anganwadis.

The second category of the beneficiaries in Anganwadi is pregnant women. The women are provided with general and noon-feeding by the Anganwadis. Table 6.44 shows the number of pregnant women availing feeding and medical tests through Anganwadis. From the table it is evident that the average number of pregnant women getting general feeding ranged between 2 to 8. Malappuram district has the largest number of women per Anganwadi getting the benefit, followed by Kannur. On the other hand, the average number of pregnant women per Anganwadi was smallest in Ernakulam followed by Thrissur district. In Kasargod, Malappuram and Palakkad districts, no women are availing this facility. For medical tests, the pregnant women are also not depending on the Anganwadis. Of the reported 783 pregnant women, only 183 conducted tests through the

Anganwadis. Regarding the quality of feeding, 71 percent Anganwadis reported that it is satisfactory. On the other hand 9 percent of them reported it as poor or very poor.

The third category of the beneficiaries is adolescent girls. Table 6.45 gives the number of adolescent girls getting the general and noon-feeding and medical tests. The average number of beneficiaries availing general feeding is 10. There is considerable variation in the number of average beneficiaries. Only a few adolescent girls are availing the facility of free noon-feeding. In two districts, nobody is availing the benefit. The average number of beneficiaries is 2.5. The number of the girls who avail the medical tests through Anganwadis is very small. Regarding the quality of service, 65 percent of the Anganwadis reported that the service is satisfactory. On the other hand, 8 percent reported that the quality of service provided is poor.

The fourth category of people of who gets benefit is old-aged people. The Anganwadis provide general, noon-feeding and medical tests to the old-aged people. The data supplied by the sample Anganwadis suggest that only a small number is availing this service (Table 6.46). The total number

**Table 6.36**  
**Staff in the Anganwadis**

Sl. No	District	Anganwadis wages(Rs)	Number of Helpers	Number of
1	Alapuzha	4	4	4
2	Ernakulam	20	20	20
3	Idukki	5	5	5
4	Kannur	3	3	4
5	Kasargode	17	17	18
6	Kollam	16	16	18
7	Kottayam	20	20	21
8	Kozhikode	11	11	11
9	Malappuram	20	20	20
10	Palakkad	16	16	16
11	Pathanamthitta	12	12	11
12	Thiruvananthapuram	22	22	22
13	Thrissur	25	25	25
14	Wayanad	4	4	4
	<b>Total</b>	<b>195</b>	<b>195</b>	<b>199</b>

**Table 6.37**  
**Anganwadis working in Own Building and Rented Building**

<i>Sl No.</i>	<i>District</i>	<i>Own Building</i>	<i>Rented Building</i>	<i>Total</i>	<i>Rented (Precent)</i>
1	Alappuzha	3	1	4	25
2	Ernakulam	17	3	20	15
3	Idukki	4	1	5	20
4	Kannur	2	1	3	33
5	Kasargode	14	3	17	18
6	Kollam	11	5	16	31
7	Kottayam	19	1	20	5
8	Kozhikode	5	6	11	55
9	Malappuram	14	6	20	30
10	Palakkad	13	3	16	19
11	Pathanamthitta	7	5	12	42
12	Thiruvananthapuram	12	10	22	45
13	Thrissur	18	7	25	28
14	Wayanad	4	-	4	0
	<b>Total</b>	<b>143</b>	<b>52</b>	<b>195</b>	<b>27</b>

**Table 6.38**  
**Availability of Toilet facility**

<i>Sl No.</i>	<i>District</i>	<i>Toilet Available</i>	<i>Not Available</i>	<i>Total</i>	<i>Percent Not Available</i>
1	Alappuzha	4	-	4	-
2	Ernakulam	19	1	20	5
3	Idukki	4	1	5	20
4	Kannur	3	-	3	-
5	Kasargode	15	2	17	12
6	Kollam	11	5	16	31
7	Kottayam	18	2	20	10
8	Kozhikode	7	4	11	36
9	Malappuram	14	6	20	30
10	Palakkad	14	2	16	12
11	Pathanamthitta	8	4	12	33
12	Thiruvananthapuram	12	10	22	45
13	Thrissur	22	3	25	12
14	Wayanad	4	-	4	-
	<b>Total</b>	<b>155</b>	<b>40</b>	<b>195</b>	<b>21</b>

**Table 6.39**  
**Availability of Drinking Water Facility**

<i>Sl No.</i>	<i>District</i>	<i>Well</i>	<i>Pipe</i>	<i>None</i>	<i>Total</i>	<i>None (Percent)</i>
1	Alappuzha		4		4	-
2	Ernakulam	4	13	3	20	15
3	Idukki		2	3	5	60
4	Kannur	2	1		3	-
5	Kasargode	6	5	6	17	35
6	Kollam	10	4	2	16	12
7	Kottayam	4	4	12	20	60
8	Kozhikode	3	3	6	11	55
9	Malappuram	5	6	9	20	45
10	Palakkad	3	8	5	16	31
11	Pathanamthitta	3	2	7	12	58
12	Thiruvananthapuram	9	6	7	22	32
13	Thrissur	3	14	8	25	32
14	Wayanad	1	2	1	4	25
	<b>Total</b>	<b>53</b>	<b>73</b>	<b>69</b>	<b>195</b>	
	<b>Percent</b>	<b>27</b>	<b>38</b>	<b>35</b>	<b>100</b>	

**Table 6.40**  
**Availability of Electricity**

<i>Sl No.</i>	<i>District</i>	<i>Availability</i>	<i>Non Availability</i>	<i>Total</i>	<i>Not Available (Percent)</i>
1	Alappuzha	1	3	4	75
2	Ernakulam	11	9	20	45
3	Idukki	1	4	5	80
4	Kannur	2	1	3	33
5	Kasargode	9	8	17	47
6	Kollam	6	10	16	62
7	Kottayam	5	15	20	75
8	Kozhikode	5	6	11	54
9	Malappuram	3	17	20	85
10	Palakkad	9	7	16	44
11	Pathanamthitta	5	7	12	58
12	Thiruvananthapuram	14	8	22	36
13	Thrissur	15	10	25	40
14	Wayanad	1	3	4	75
	<b>Total</b>	<b>87</b>	<b>108</b>	<b>195</b>	<b>55</b>

**Table 6.41 Availability of Playing Equipments**

<i>Sl No.</i>	<i>District</i>	<i>Sufficient</i>	<i>A little</i>	<i>Little</i>	<i>Total</i>	<i>Sufficient (Percent)</i>
1	Alappuzha	-	4	-	4	-
2	Ernakulam	11	6	3	20	55
3	Idukki	-	5	-	5	-
4	Kannur	2	1	-	3	67
5	Kasargode	6	7	4	17	35
6	Kollam	12	2	2	16	75
7	Kottayam	20	-	-	20	100
8	Kozhikode	2	6	3	11	18
9	Malappuram	10	10		20	50
10	Palakkad	6	4	6	16	37
11	Pathanamthitta	6	6	-	12	50
12	Thiruvananthapuram	1	14	7	22	5
13	Thrissur	13	2	10	25	52
14	Wayanad	-	4	-	4	-
	<b>Total</b>	<b>89</b>	<b>71</b>	<b>35</b>	<b>195</b>	<b>46</b>
	<b>Percent</b>	<b>46</b>	<b>36</b>	<b>18</b>	<b>100</b>	<b>-</b>

**Table 6.42****Number of Registered Children for General and Noon Feeding**

<i>District</i>	<i>No. of Sample Anganwadis</i>	<i>General Feeding</i>	<i>Noon Feeding</i>	<i>General + Noon Feeding</i>	<i>Medical Test</i>
Alappuzha	4	111	111	111	111
Ernakulam	20	402	287	402	146
Idukki	5	76	76	76	76
Kannur	3	58	58	58	0
Kasaragode	17	395	390	450	0
Kollam	16	250	236	486	134
Kottayam	20	302	270	241	108
Kozhikode	11	166	130	150	0
Malappuram	20	580	468	639	90
Palakkad	16	243	195	278	86
Pathanamthitta	12	247	200	257	9
Thiruvananthapuram	22	300	234	295	70
Thrissur	25	416	351	501	16
Wayanad	4	54	37	54	1
<b>Total</b>	<b>195</b>	<b>3600</b>	<b>3043</b>	<b>3998</b>	<b>847</b>
<b>Average Number</b>	<b>-</b>	<b>18</b>	<b>16</b>	<b>20</b>	<b>4</b>

**Table 6.43 Quality of Feeding**

<i>District</i>	<i>Not Reported</i>	<i>Poor</i>	<i>Satisfactory</i>	<i>Total</i>
Alappuzha	0	4	0	4
Ernakulam	2	0	18	20
Idukki	0	0	5	5
Kannur	0	0	3	3
Kasaragode	0	3	14	17
Kollam	0	4	12	16
Kottayam	14	0	6	20
Kozhikode	0	5	6	11
Malappuram	2	4	14	20
Palakkad	0	4	12	16
Pathanamthitta	0	0	12	12
Thiruvananthapuram	0	7	15	22
Thrissur	0	0	25	25
Wayanad	1	0	3	4
<b>Total</b>	<b>19</b>	<b>31</b>	<b>145</b>	<b>195</b>
<b>Percent</b>	<b>10.00</b>	<b>16.00</b>	<b>74.00</b>	<b>100.00</b>

of old people registered for this benefit in 36 Anganwadis was 116. The average number is 3. Old people are not interested to avail the noon feeding. Only 20 persons are availing this facility. On the other hand, 153 people are conducting medical tests through anganwadis. Thus the data suggest that the old people are not interested in the free supply of food to them. Sixty-four percent of the sample Anganwadis reported that the service provided to old people are satisfactory. On the other hand, 14 percent reported it as poor or very poor.

### **Current Problems of Anganwadis**

We have collected data about the current problems faced by Anganwadis. The institutions reported more than one problem. Table 6.47 gives the current problems reported by the sample Anganwadis. Lack of infrastructure facilities, electricity and drinking water is the most important problem reported by the Anganwadis. This indicates poor infrastructure and the resultant poor quality of services. Lack of proper maintenance of buildings and compound walls is the second major

problem. The third major problem is lack of own buildings. Lack of play-ground and toilet facility is identified as another major problem of the institutions. Lack of storage facility, kitchen facility and cooking gas are the other major problems faced by Anganwadis. Thus, all the major problems of the institutions are related to buildings, rooms, play-ground and other basic facilities. Shortage of students is emerging as an important problem of the Anganwadis. Though the function of maintaining the assets and running the institutions has been transferred to Grama Panchayats, they have not succeeded in conducting proper maintenance of the buildings. The Grama Panchayats also failed to provide adequate infrastructure. This is a serious issue that needs urgent attention of Grama Panchayats.

The above analysis may be concluded with the following observations. In spite of the transfer of powers and functions, Grama Panchayats were not able to conduct construction and maintenance of assets of the transferred institutions in a satisfactory manner. The major problems faced by vet-

**Table 6.44****Pregnant Women availing Feeding and Medical Test**

<i>District</i>	<i>No.of Anganwadis reported</i>	<i>General Feeding</i>	<i>Average per Anganwadis</i>	<i>Noon Feeding</i>	<i>Average per Anganwadi</i>	<i>Medical Test</i>
Alappuzha	4	13	3.25	13	3.25	12
Ernakulam	20	31	1.55	54	2.70	50
Idukki	5	21	4.20	3	0.60	21
Kannur	3	24	8.00	24	8.00	0
Kasargode	16	75	4.70	0	0	0
Kollam	16	84	5.25	17	1.06	23
Kottayam	20	62	3.10	47	2.35	11
Kozhikode	11	41	3.70	5	0.45	5
Malappuram	20	162	8.10	0	0	8
Palakkad	16	68	4.25	0	0	23
Pathanamthitta	12	36	3.0	14	1.17	2
Thiruvananthapuram	22	66	3.0	26	1.18	25
Thrissur	25	56	2.24	1	100	2
Wayanad	4	44	11.00	5	1.25	0
<b>Total</b>	<b>194</b>	<b>783</b>	<b>4.04</b>	<b>209</b>	<b>1.94</b>	<b>182</b>

**Table 6.45****Adolescent Girls availing the Service**

<i>District</i>	<i>Sample Anganwadis</i>	<i>General Feeding</i>	<i>Average per Anganwadi</i>	<i>Noon Feeding</i>	<i>Average per Anganwadi</i>	<i>Medical Test</i>	<i>Average per Anganwadi</i>
Alappuzha	4	27	5.75	28	7	28	7
Ernakulam	20	121	6.05	120	6	79	4
Idukki	5	113	22.6	28	5.6	83	16.6
Kannur	3	80	26.7	80	26.7	0	0
Kasargode	17	132	7.8	0	0	0	0
Kollam	16	247	15.4	40	2.5	60	3.7
Kottayam	19	117	6.2	82	4.3	31	1.6
Kozhikode	11	94	8.5	7	0.6	0	0
Malappuram	20	385	19.3	0	0	20	1
Palakkad	16	286	17.9	9	0.6	48	3
Pathanamthitta	12	98	8.2	17	1.4	4	0.3
Trivandrum	22	96	4.4	36	1.6	6	.4
Thrissur	25	121	4.8	5	0.02	0	0
Wayanad	4	77	19.3	32	8.00	0	0
<b>Total</b>	<b>194</b>	<b>1994</b>	<b>10.</b>	<b>484</b>	<b>2.5</b>	<b>359</b>	<b>1.8</b>

**Table 6.46**  
**Benefits to Old Age People**

<i>District</i>	<i>Sample Anganwadis reported</i>	<i>General Feeding</i>	<i>Average per Anganwadi</i>	<i>Noon Feeding</i>	<i>Medical-Test</i>	<i>Average per Anganwadi</i>
Alappuzha	4	9	2.25	9	9	225
Ernakulam	10	10	1.0	3	28	2.8
Idukki	1	3	3.0	0	3	3.0
Kollam	3	0	0	0	0	0
Kozhikode	1	3	3.0	0	0	0
Palakkad	4	83	20.7	0	0	0
Pathanamthitta	6	8	1.3	8	22	3.7
Thiruvananthapuram	3	0	0	0	35	11.7
Thrissur	4	0	0	0	6	1.5
<b>Total</b>	<b>36</b>	<b>116</b>	<b>3.22</b>	<b>20</b>	<b>153</b>	<b>4.25</b>

**Table 6.47**  
**Current problems faced by Anganwadis**

<i>District</i>	<i>Lack of Own Building</i>	<i>Lack of Infrastructure Facilities/ Electricity /drinking water etc.</i>	<i>Lack of Play Ground/ Toilet Facility</i>	<i>Lack of Playing Equipments/ Toys/ furniture etc.</i>	<i>Lack of proper maintenance. compound wall</i>	<i>Insufficient supply of nutritious food</i>	<i>Lack of Storage facility/ kitchen/ gas etc.</i>	<i>Shortage of Children</i>	<i>Others</i>
Alappuzha	0	0	0	0	0	0	0	4	0
Ernakulam	4	7	0	0	2	0	1	11	0
Idukki	1	3	3	1	2	1	0	0	0
Kasaragod	3	11	5	1	4	0	5	1	0
Kollam	5	5	3	1	4	0	0	1	0
Kottayam	4	14	3	1	6	1	0	0	2
Kozhikode	6	6	1	0	0	0	0	0	0
Malappuram	8	14	2	3	12	0	1	0	1
Palakkad	3	8	3	0	4	0	1	6	0
Pathanamthitta	5	3	2	0	2	0	2	0	1
Thiruvananthapuram	7	9	7	8	10	1	5	1	1
Thrissur	7	9	3	1	6	0	0	0	2
Wayanad	0	4	1	2	2	0	4	1	0
<b>Total</b>	<b>54</b>	<b>95</b>	<b>33</b>	<b>18</b>	<b>55</b>	<b>3</b>	<b>19</b>	<b>25</b>	<b>8</b>
<b>Rank</b>	<b>3</b>	<b>1</b>	<b>4</b>	<b>7</b>	<b>2</b>	<b>9</b>	<b>6</b>	<b>5</b>	<b>8</b>

erinary hospitals and sub-centres are shortage of medicine, lack of buildings, cattle sheds, operation theatres, ultra-sound scan system, poor maintenance of buildings and inadequate infrastructure. The important problems of LP Schools are mainly infrastructure-related such as lack of playground, computer, school furniture, proper maintenance of buildings, compound walls, kitchen and kitchen materials. Fall in enrolment of students in the Ist standard is another serious problem. The primary health centres and dispensaries also reported

inadequate infrastructure as the major problem (lack of building, equipments, infrastructure, vehicles, rooms, compound walls etc). Inadequate infrastructural facilities is identified as the major problem of the Anganwadis. These evidences suggest that the Grama Panchayats and the concerned Departments should take appropriate steps to strengthen the infrastructure of the institutions. To improve the quality of service, priority should be given for infrastructural development.

# 7

## Expenditure on selected infrastructure

Following the Constitutional amendment 73rd and 74th, Government of Kerala passed the Kerala Panchayat Raj Act 1994. But prior to the Kerala Panchayat Raj Act 1994, functions of Panchayats in Kerala were mainly the implementation of functions of a mandatory and civic nature. However, the Act of 1994, envisaged to transfer several developmental functions to Grama Panchayats like health, education, water supply, agriculture, animal husbandry, roads and electricity from State Government Departments. Accordingly, several departmental offices working at Panchayat level were transferred to Grama Panchayaths through various Government orders. In 1997- 98, Government of Kerala decided to devolve one-third of the State Plan fund to Local Self Governments. Since then, Government of Kerala has been devolving Plan funds to Local Self Government based on norms and guidelines for fund utilisation. The guidelines insist on classification of sectors into development sectors and infrastructure sectors viz. productive, service and infrastructure. In the past, Grama Panchayats had been concentrating mainly on road development, and the State Government in its guidelines issued since 1997-98 have fixed an upper ceiling on

funds that could be utilised in infrastructure sector development. The upper ceiling thus fixed was 30 percent of the Plan fund for Grama Panchayats and it later led to criticism from Grama Panchayats on the ground that local needs differed and that for the promotion of local development infrastructure it needs a big push and hence more Plan outlay.

Since 1996-97, Grama Panchayats have been earmarking and spending more funds on public works particularly on roads and drinking water. As a result, road infrastructure in Panchayat areas has been developed considerably.

In this study, 50 sample Grama Panchayats were selected for the assessment of service delivery of public works. But, all the Grama Panchayats have not provided the information sought. Similarly, the reported information explains what infrastructure Panchayats have provided and the amount spent. But, the survey could not collect information to explain the impact of the infrastructure service provided for the overall benefit of the society from the user's end. Therefore, the analysis is based mainly on the expenditure incurred for major items of infrastructure.

Major infrastructure works undertaken by Grama Panchayats are road, electricity, drinking

**Table 7.1**  
**Amount spent for Public Works (2010-11)**

Sl. No.	Category of works	Construction (Rs. lakh)	GPs (Nos)	Maintenance (Rs. lakh)	GPs Nos.
1	2	3	4	5	6
<b>1.</b>	<b>Road works</b>				
i)	Earthen Roads	69.91	14	2.43	1
ii)	Metalled Roads	135.31	20	3.71	2
iii)	Tarred Roads	497.93	27	93.99	5
iv)	Concrete roads	291.46	23	9.02	1
v)	Repair of metalled roads	52.93	4	562.00	11
vi)	Repair of tarred roads	154.05	6	482.41	26
vii)	Bridges/culverts	92.56	20	14.53	3
viii)	Others	103.73	13	86.14	12
	<b>Total</b>	<b>1397.88</b> <b>(78.8)</b>	-	<b>1254.23</b> <b>(86.5)</b>	-
<b>2.</b>	<b>Electrification works</b>				
i)	Extension of Electric line	35.12	19	-	-
ii)	Installation of street lights	42.21	13	19.00	3
iii)	Maintenance of street lights	11.15	6	87.83	25
	<b>Total</b>	<b>88.48</b> <b>(5.0)</b>	-	<b>106.83</b> <b>(7.3)</b>	-
<b>3.</b>	<b>Drinking water</b>				
i)	Construction of wells	20.97	11	-	-
ii)	Maintenance of wells	0.46	1	11.14	8
iii)	New drinking water projects	225.32	20	-	-
iv)	Maintenance of drinking water sources	3.31	2	62.58	11
v)	Tube wells	7.53	4	2.85	-
	<b>Total</b>	<b>257.59</b> <b>(14.6)</b>	-	<b>76.87</b> <b>(5.3)</b>	-
<b>4.</b>	<b>Irrigation</b>				
i)	Newly-constructed ponds	2.59	3	1.70	1
ii)	Maintenance of ponds	5.39	2	5.74	3
iii)	Other irrigation schemes	18.59	8	1.13	1
	<b>Total</b>	<b>26.57</b> <b>(1.5)</b>	-	<b>8.57</b> <b>(0.6)</b>	-
<b>5.</b>	<b>Others</b>	2.73 (0.1)	3	4.00 (0.3)	1
	<b>Grand Total</b>	<b>1773.25</b> <b>(100)</b>		<b>1450.50</b> <b>(100)</b>	

Note: Figures in bracket indicate percent.

water and irrigation. These works are categorised in the study as public works. In the study all the 50 sample Panchayats have not reported expenses on all public works. However, the reported Panchayats together have spent Rs.3223.75 lakh for construction and maintenance of public works during 2010-11. Out of it, 82% was for road works, 6% was for electricity, 11% for drinking water and only one percent for irrigation. Again, it shows that out of the total expenses on public works, Rs.1773.25 lakh (55%) was on new works and Rs.1450.50 lakh (45%) for maintenance works. Among the different items of expenditure, the ratio on new works and maintenance costs vary. In the case of road works, while new constructions cost was 52.7 percent of the total cost, maintenance cost was 47.3 percent. Under drinking water, the share of new projects was 77 percent and maintenance cost was only 23 percent. But with regard to electrification works, new construction cost was 45.3 percent while share of maintenance cost was 54.7 percent. Table 7.1 explains the total expenditure on public works during 2010-11 by 50 sample Panchayats.

### Road works

Construction and maintenance of village roads within the Village Panchayat is a major public work of the Grama Panchayats. The Panchayats construct earthen roads, metalled roads, tarred roads and concrete roads and repair metalled and tarred roads. The Panchayats also execute maintenance works of all these roads. The study shows that majority of Panchayats undertake tarred road and concrete road works. For instance, while 27 Panchayats constructed tarred roads and 23 Panchayats constructed concrete roads, only 20 Panchayats constructed metalled roads and 14 Panchayats constructed earthen roads. Similarly 20 Panchayats constructed small bridges/ culverts during 2010-11. Similarly, in the case of maintenance of roads, 26 Panchayats reported maintenance of tarred roads while only one Panchayat executed maintenance of concrete roads. Panchayats that executed maintenance of metalled roads were also only 11. In other words, it seems that Panchayats give less priority for the maintenance of earth roads, metalled roads, concrete roads and bridges and culverts.

The sample Panchayats spent Rs.2652 lakhs during 2010-11 for constructing new roads and maintaining the existing roads. Out of it, Rs.1397 lakh (53%) was for new road works and Rs.1254 lakh (47%) for maintenance. Similarly, out of the total amount spent for road works, repair of tarred road shared Rs.636 lakh (24%), metalled road shared Rs.615 lakh (23%) and new tarred roads Rs.592 lakh (22%). In the construction of new roads, out of Rs.1397.88 lakh spent, tarred roads shared Rs.498 lakh (35.6%) followed by concrete roads Rs.291 lakh (20.8%) and metalled roads Rs.135 lakh (9.6%). Table 5.2 shows the amount spent by sample Panchayats for road works. The analysis shows that in the construction of new roads, more Panchayats give priority to tarred and concrete roads. With regard to maintenance of roads, more Panchayats give priority to tarred roads followed by metalled roads (Table 7.2).

### Electrification

Street lighting and promotion of biogas are the two major functions transferred to Grama Panchayats. However, street lighting is a major mandatory function of the Grama Panchayats. But the Kerala Panchayat Raj Act 1994 enhanced the functions of the Panchayats in the electrification of rural areas and hence grant powers to take up extension of electrical line and to meet expenses from the Plan fund. Accordingly, Panchayats in Kerala undertake the extension of electric line works to provide electricity in uncovered areas using Plan fund and in accordance with the technical advice and support of the Kerala State Electricity Board.

In the study, 50 Panchayats were selected. However, all the Panchayats have not reported expenses on electrification works. Among the sample Panchayats, only 19 reported works on extension of electric line during 2010-11 and they spent Rs.35.12 lakh. The total amount spent for construction purposes of electrification amounted to Rs.88.48 lakh (45.3%) by 38 Grama Panchayats. Amount spent for maintenance of street lights by 25 GPs was Rs.106.83 lakh (54.7%). While 13 Panchayats spent Rs.42.20 lakh for installation of street lights, 3 Panchayats spent Rs.19.00 lakh for maintenance of street lights. Similarly, while 6

**Table 7.2**  
**Amount spent for Road works by sample Panchayats (2010-11)(Rs.)**

Sl. No.	Category of Roads	Construction works	GPS (No.)	Maintenance expenses	GPS
1	2	3	4	5	6
<b>A.</b>	<b>New works</b>				
1.	Earthen Roads	6990732 (5.0)	14	242741 (0.2)	1
2.	Metalled roads	13531591 (9.7)	20	371427 (0.3)	2
3.	Tarred road	49793241 (35.6)	27	9398685 (7.5)	5
4.	Concrete roads	29146076 (20.8)	23	902473 (0.7)	1
<b>B.</b>	<b>Repair works</b>				
5.	Repair of metalled roads	5293451 (3.8)	4	56200349 (44.8)	11
6.	Repair of tarred roads	15404903 (11.0)	6	48240735 (38.5)	26
7.	Bridges/culverts	9256002 (6.6)	20	1452825 (1.2)	3
8.	Other works	10372700 (7.5)	13	8614570 (6.8)	12
	<b>Total</b>	<b>139788696 (100)</b>		<b>125423805 (100)</b>	

**Table 7.3**  
**Amount spent for Electrification works by Panchayats (2010-11)**

Sl. No.	Works	Amount (Rs)	GPs (Nos)	Maintenance (Rs)	GPs (Nos)
1.	Extension of Electric line	3511734 (39.7)	19	-	-
2.	Installation of street lights	4220649 (47.7)	13	1900354 (17.8)	3
3.	Maintenance of street lights	1114950 (12.6)	6	8782915 (82.2)	25
	<b>Total</b>	<b>8847333 (100)</b>	-	<b>10683269 (100)</b>	-

Panchayats spent Rs.11.14 lakh for construction related maintenance of street lights, 25 Panchayats spent Rs.87.83 lakh for maintenance of street lights. Table 7.3 shows amount spent for three types of electrification works during 2010-11.

### **Irrigation**

Minor irrigation schemes within a Village Panchayat is transferred to Grama Panchayats. Under minor irrigation, Grama Panchayats, therefore, implement micro irrigation schemes and water conservation schemes. In the study, it was found that the Grama Panchayats constructed ponds, maintained the existing ponds and took up other small schemes. Out of selected Grama Panchayats, only 3 Grama Panchayats constructed new ponds and two Grama Panchayats have executed other small irrigation schemes. For the construction of new ponds, they have spent Rs.2.59 lakh and for renovation of ponds 2 Panchayats spent Rs.5.39 lakh. Similarly, for maintenance of ponds, 3 Panchayats spent Rs.5.74 lakh. The reported Panchayats have together spent Rs.35.14 lakh for irrigation schemes during 2010-11 and it formed only 1.1 percent of the total amount spent for public works. Out of the total amount spent, Rs.26.57 lakh (76%) was on construction and Rs.8.57 lakh (24%) on maintenance (Table 7.1).

### **Average Expenditure for Public Works**

Average amount spent for various public works vary Panchayat-wise. Under road works, average amount spent was highest for tarred roads. For tarred road construction, average cost was Rs.18.44 lakh among 27 Grama Panchayats. Average expense incurred for repair of tarred road was Rs.25.67 lakh among six Grama Panchayats. For metalled roads, average cost among 20 Grama Panchayats was Rs.6.76 lakh whereas it was Rs.4.99 lakh for earthen roads by 14 Grama Panchayats. Table 7.5 gives the average expenditure on public works.

Average maintenance expenditure also varies work-wise among Grama Panchayats. Average expense incurred for repair of tarred road was Rs.25.67 lakh among six Grama Panchayats. For metalled roads, average cost among 20 Grama Pan-

chayats was Rs.6.76 lakh whereas it was Rs.4.99 lakh for earthen roads by 14 Grama Panchayats.

Average maintenance expense also varies work-wise among Grama Panchayats. Average maintenance expense of tarred road was Rs.18.80 lakh among 5 Grama Panchayats, whereas average cost was Rs.18.55 lakh among 26 Grama Panchayats. Among 11 Grama Panchayats average cost on metalled road was Rs.5.11 lakh.

Reported 19 Grama Panchayats, on an average, spent Rs.1.85 lakh for extension of electric line, whereas 13 Grama Panchayats spent on an average, Rs.3.24 lakhs for installation of street lights. But, average maintenance cost for street light was Rs.3.51 lakh for 6 Grama Panchayats.

Similarly, average expenditure under drinking water schemes also varies. It was at a low of Rs.1.90 lakh among 11 Grama Panchayats for construction of wells and to a high of Rs.11.27 lakh among 20 Grama Panchayats for drinking pipe water projects. For maintaining drinking water sources, average amount spent was Rs.1.66 lakh. Table 7.5 shows average expenses incurred by Grama Panchayats.

### **District-wise Public Works**

District-wise analysis of Public Works show that Panchayats have utilised more funds on maintenance than new construction. For instance, out of the total expenses on construction, it varies from a low of 2.7 percent in Thiruvananthapuram District to a high of 11 percent in Pathanamthitta district. In three districts - Idukki, Wayanad and Kollam, expenses on construction were 9 to 10 percent of the total expenses on public works. But, it was 6 to 7% in another three districts. The lowest were in two districts at 2.7% and 3.9% respectively in Thiruvananthapuram and Kottayam (Table 7.6).

Maintenance expenses to total expenses varied from a high of 50 percent in Alappuzha district to a low of 12 percent in Pathanamthitta district. In three districts, it was 40 to 46%, while in two districts it was 38%, in five districts 22 to 28 percent. It was below 15% in two districts only. (Table 7.6).

Similarly, out of the total expenses on public works by 50 GPs one third (33.9%) was spent in Kottayam district followed by 11.2% in Malappuram District and 9.3% in Thrissur District (See Table

**Table 7.4****Source - wise/Scheme-wise Water Supply taken up by GPs (Rs. lakh) (2010-11)**

Sl. No.	Water supply schemes	Construction	%	GPs (No.)	Maintenance	%	GPs (No.)
1	2	3	4	5	6	7	8
1.	Construction of wells	20.97	8.1	11	-	-	-
2.	Maintenance of wells	0.46	0.2	1	11.14	14.5	8
3.	New Drinking water projects	225.32	87.5	20	-	-	
4.	Maintenance of Drinking Water sources	3.31	1.3	2	62.58	81.8	11
5.	Tube wells	7.53	2.9	4	2.85	3.7	2
	<b>Total</b>	<b>257.69</b>	<b>100</b>	<b>36</b>	<b>76.54</b>	<b>100</b>	<b>21</b>

7.6). The survey data show that in the utilisation of funds on construction and maintenance of public works, there are neither norms nor uniformity among Grama Panchayats. In the absence of norms, it is impossible to ensure efficiency in the service delivery of public works to society. But, it is important to note that all the selected 50 Grama Panchayats have spent a sizeable fund on construction and maintenance of public works.

### **Average Amount on Public Works by Grama Panchayats**

Analysis of average amount spent on public works shows that all the selected 50 Grama Panchayats spent, on an average, a sizeable amount. State average of 50 Grama Panchayats' expenditure on public works was Rs.64,46,921 in 2010-11. While the average expense was Rs.35,46,510 on construction works, average expenses on maintenance was Rs.29,00,411. It shows that out of the total average expenditure on public works, 55% is on construction works and 45% on maintenance works. Similarly, average expense on public works varied from a high of Rs.169 lakh in Idukki District to a low of Rs.24.56 lakh in Thiruvananthapuram District. In three districts, average expense by Grama Panchayats on public works was above

Rs.136 lakh.

Average amount spent on construction work by all 50 Panchayats was Rs.35.46 lakh. It varied from a high of Rs.168.49 lakh in Idukki district to a low of Rs.9.71 lakhs in Thiruvananthapuram district. While, in five districts, the average expense was Rs.40.62 lakh to Rs.48.84 lakh, in four districts, average was Rs.22.64 lakh to Rs.26.22 lakh (See Table 7.7).

Average amount spent on maintenance works was Rs.29.00 lakh at State level among 50 Grama Panchayats. It was the lowest at Rs.65,435 in Idukki district and highest at Rs.122.86 lakh in Kottayam district. In six districts, average expense was below Rs.20 lakh, while in four districts, it was Rs.24 lakh to Rs.28 lakh. In Wayanad district, average expense was Rs.52.45 lakh and in Malappuram it was Rs.40.45 lakh (Table 7.7).

### **Quality of Infrastructure Works**

Roads, electricity and drinking water promote the living standards of people directly and indirectly. It becomes a reality, only if, infrastructure facilities provided by Panchayats are good and satisfactory to the users of such facilities. The study aimed to assess the quality of services of for public works like road, electricity, drinking

**Table 7.5****Average Expenditure for Public Works (2010-11) by Grama Panchayats**

<i>Sl. No.</i>	<i>Category</i>	<i>Average construction expenses (Rs)</i>	<i>GPs reported (Nos.)</i>	<i>Average maintenance expenses (Rs)</i>	<i>GPs reported (Nos.)</i>
1	2	3	4	5	6
<b>A.</b>	<b>Road Works</b>				
1.	Construction of new earthen roads.	499,338	14	242,741	1
2.	Construction of new metalled roads	676,580	20	185,714	2
3.	Construction of new tarred roads	1,844,194	27	1,879,737	5
4.	Construction of new concrete roads	1,267,221	23	902,473	1
5.	Repair of metalled roads	1,323,363	4	5,109,123	11
6.	Repair of tarred roads	2,567,484	6	1,855,413	26
7.	Bridges/Culverts	462,800	20	484,275	3
8.	Others	797,900	13	717,881	12
<b>B.</b>	<b>Electricity</b>				
1.	Extension of electric line	184,828	19		
2.	Installation of street lights	324,665	13	633,451	3
3.	Maintenance of street lights	185,825	6	351,317	25
<b>C.</b>	<b>Drinking Water</b>				
1.	Construction of Wells	190,651	11		
2.	Maintenance of Wells	45,656	1	139,305	8
3.	Drinking water-wise projects	1,126,619	20		
4.	Maintenance of drinking water sources	165,699	2	567,893	11
	Tube wells	188,373	4	142,312	2
<b>D.</b>	<b>Irrigation</b>				
1.	Construction of new ponds	86,238	3	169,624	1
2.	Maintenance of ponds	269,315	2	191,229	3
3.	Other irrigation schemes	232,327	8	113,296	1
4.	Others	91,145	3	400,000	1

water and irrigation. However, the views of the Panchayats (suppliers) were only collected and views of the users (people) were not collected. It is with this major limitations that the quality of the public works are analysed here. Similarly, all the sample Panchayats have not reported the quality of infrastructure facilities.

The largest number of Panchayats which reported on quality was on repair of tarred roads (33) followed by maintenance of street lights (32) and construction of new tarred roads (28). In the case of tarred roads, 21 Panchayats reported that quality was satisfactory and 11 Panchayats reported quality as good. With regard to installation of street lights, 17 Panchayats reported the quality as satisfactory, 9 Panchayats as good and 5 Panchayats as poor.

Road is a major infrastructure in rural as well as urban areas. But, in rural areas, there are earthen roads and metalled roads. With regard to all types of roads, 33 to 43 percent Panchayats have reported that quality is good whereas 50 to 64 percent Panchayats have reported the quality as satisfactory. However, with regard to earthen roads, 25% Panchayats have reported the quality as poor. In the case of repaired metalled roads, 7 percent Panchayats have reported poor quality (Table 7.8).

Electricity is a major infrastructure in rural area. With regards to its quality, either it is satisfactory or good in Panchayats. For example, 45 percent Panchayats have reported extension of electric line as good, and 45 percent as satisfactory. In the case of installation of street lights, 45% re-

**Table 7.6 Amount Spent for Public Works (2010-11)**

Sl No	District	Total Construction expenses (Rs)	No. of GPs that reported the function	Total Maintenance (Rs)	No. of GPs that reported the function	Total expense	Percent to		
							Total const ruction expense	Total Main tenance expense	Total expense
1	Alappuzha	13,740,500	25	-	-	13,740,500	7.75	50.00	0.00
2	Ernakulam	9,055,584	14	7,029,777	6	16,085,361	5.11	28.00	4.85
3	Idukki	16,849,086	7	65,435	1	16,914,521	9.50	14.00	0.05
4	Kannur	13,699,072	17	74,70,318	10	21,169,390	7.73	34.00	5.15
5	Kasargode	13,072,859	19	73,82,668	6	20,455,527	7.37	38.00	5.09
6	Kollam	16,249,719	19	64,96,396	9	22,746,115	9.16	38.00	4.48
7	Kottayam	6,998,980	11	49,142,754	13	56,141,734	3.95	22.00	33.89
8	Kozhikode	14,708,230	13	2,507,975	9	17,216,205	8.29	26.00	1.73
9	Malappuram	10,488,406	23	16,179,830	9	26,668,236	5.91	46.00	11.16
10	Palakkad	9,471,088	20	11,227,426	7	20,698,514	5.34	40.00	7.74
11	Pathanamthitta	19,536,625	6	6,098,266	6	25,634,891	11.02	12.00	4.21
12	Trivandrum	4,855,494	11	7,427,194	10	12,282,688	2.74	22.00	5.12
13	Thrissur	11,726,574	22	13,500,883	20	25,227,457	6.61	44.00	9.31
14	Wayanad	16,873,285	12	10,491,645	10	27,364,930	9.52	24.00	7.23

Note: Sample Panchayats are 50. Each panchayats take more than one work hence total is more than 50.

ported the quality as good while 30% reported it as satisfactory and 15% as poor. But with regard to maintenance of street lights, while 53% Panchayats reported quality as satisfactory and 16% as poor, only 28% reported the quality as good (Table 7.8).

Drinking water projects are a crucial social infrastructure which promotes welfare of people. Since the enactment of Kerala Panchayat Raj Act 1994, Grama Panchayats have been setting apart a sizeable fund for water supply. In the study, the sample Panchayats have set apart and spent 10.5% on drinking water out of the total expenses on infrastructure. As reported by Panchayats, the quality of service is good and satisfactory. The reported Panchayats implement different types of drinking water like wells, pipe water, tube wells and maintenance of projects. With regard to wells, 64% Panchayats have reported the quality as satisfacto-

ry while 26% have reported it as good. In the case of maintenance of wells, 78% have reported the quality as satisfactory and 22% as good. However, with regard to drinking water pipe projects while 40% reported the quality as good 45% reported it as satisfactory and 15% as poor. However, in the case of maintenance of drinking water sources, 57% Panchayats have reported it as satisfactory, 21.5% reported it as good and 21.5% as poor. (Table 7.8).

### Conclusion

Although the Grama Panchayats utilise a sizable amount for public works, its major share goes to road works. For example, out of the total funds utilised for public works during 2010-11, 82 per cent was for road works. Again, under road works, Grama Panchayats has given priority to tarred roads and concrete roads. The study also shows that Panchayats give almost equal importance to

**Table 7.7**  
**Average Amount spent by selected Grama Panchayats on Public Works**

Sl. No.	District	GPS (Nos)	Average amount spent		Total
			Construction works	Maintenance works	
1	2	3	4	5	6
1.	Alappuzha	4	3435125	-	3435125
2.	Ernakulam	4	226396	1757444	4021340
3.	Idukki	1	16849086	65435	16914521
4.	Kannur	3	4566357	2490106	7056463
5.	Kasaragode	3	4357620	2460889	6818509
6.	Kollam	4	4062430	1624099	5686529
7.	Kottayam	4	1749745	12285688	14035433
8.	Kozhikode	3	4902743	835992	5738735
9.	Malappuram	4	2622101	4044957	6667059
10.	Palakkad	4	2367772	2806856	5174628
11.	Pathanamthitta	4	4884157	1524566	6408723
12.	Trivandrum	5	971099	1485439	2456537
13.	Thrissur	5	2345315	2700177	5045492
14.	Wayanad	2	8436642	5245823	13682465
	<b>Total</b>	<b>50</b>	<b>3546510</b>	<b>2900411</b>	<b>6446921</b>

**Table 7.8 Quality of Infrastructure as reported by Panchayats**

No.	Category	Panchayats				
		Not reported	Reported (percentage)			
			Good	Satisfactory	Poor	Total
1	2	3	4	5	6	7
<b>A.</b>	<b>Road works</b>					
1.	Newly-constructed earthen roads	0.00	31.25	43.75	25.00	100.00
2.	Newly-constructed metalled roads	4.55	36.36	54.55	4.55	100.00
3.	Newly-constructed tarred roads	0.00	39.29	53.57	7.14	100.00
4.	Newly-constructed concrete roads	0.00	30.43	60.87	8.70	100.00
5.	Repaired metalled roads	0.00	42.86	50.00	7.14	100.00
6.	Repaired tarred roads	3.03	33.33	63.64	0.00	100.00
7.	Bridges/Culverts	4.17	33.33	50.00	12.50	100.00
8.	Others	0.00	40.91	59.09	0.00	100.00
<b>B.</b>	<b>Electricity</b>					
1.	Extension of electric line	5.00	45.00	45.00	5.00	100.00
2.	Installing street lights	10.00	45.00	30.00	15.00	100.00
3.	Maintenance of street light	3.13	28.13	53.13	15.63	100.00
<b>C.</b>	<b>Drinking water</b>					
1.	Construction of wells	0.00	36.36	63.64	0.00	100.00
2.	Maintenance of Wells	0.00	22.22	77.78	0.00	100.00
3.	New Drinking Water projects	0.00	40.00	45.00	15.00	100.00
4.	Maintenance of drinking water sources	0.00	21.43	57.14	21.43	100.00
5.	Tube wells	0.00	25.00	37.50	37.50	100.00
<b>D.</b>	<b>Irrigation</b>					
1.	Newly constructed ponds	20.00	0.00	60.00	20.00	100.00
2.	Maintenance of ponds	0.00	0.00	83.33	16.67	100.00
3.	Irrigation schemes (specify)	0.00	30.00	60.00	10.00	100.00
4.	Others	0.00	20.00	40.00	40.00	100.00

new works and maintenance works. The Grama Panchayats undertake extension of electric line works to provide electricity in rural area utilising Plan fund, and they have utilised 6 percent of the total funds spent for public works in 2010-11. Similarly, Grama Panchayats utilise more fund (11 percent) for drinking water supply as a social service function as envisaged in the Kerala Panchayat Raj Act 1994. In the drinking water supply, Panchayats are given priority to new drinking pipe water supply by utilising 87.5% of fund utilised for drinking water in 2010-11.

With regard to the quality of road works, 50 to 64 percent Panchayats have reported that the quality of road they constructed are satisfactory

whereas 33 to 43 percent Grama Panchayats reported that quality is good. In the case of newly built electric line, 45% Grama Panchayats have reported it as good and 45% as satisfactory. With regard to drinking water pipe project, 40% report the quality as satisfactory and only 15% as poor.

The study concludes that Grama Panchayats in Kerala have given priority to infrastructure development to promote the welfare of the rural people after the transfer of powers and function. However, farm growth and drinking water are the two vital inputs that rural people like to promote their life. Therefore, in future, Grama Panchayats may have to change the priorities in Plan expenditure.

# 8

## Performance of MGNREGS in Kerala

**T**his chapter examines the performance of MGNREGS based on the data collected from 50 sample Grama Panchayats in Kerala. Two interview schedules are used to collect data from Grama Panchayat authorities and beneficiaries of the scheme. Data were collected from a sample of 50 Grama Panchayats about the implementation, performance and the problems of the scheme. Data were also collected from a sample of 212 beneficiaries to study the socio-economic impact of the scheme. The chapter is presented in three sections. In the first section, we present the features of MGNREGS. The second section examines the performance in the implementation and problems of the scheme. The third section discusses the impact of the scheme on employment, income, savings and consumption of the beneficiaries.

### Features of MGNREGS

Panchayati Raj Institutions are in the central place in the planning and implementation of MGNREGS. Since Kerala has a strong decentralisation experience, PRIs have considerable capacity in the planning and implementation of local development works. They have used this capacity to full

advantage in the implementation of MGNREGS. It is significant to note that, as of now, the entire implementation is in the hands of Village Panchayats. These Village Panchayats have an average population of thirty thousand. The agglomeration of a few neighbouring Grama Panchayats is called Block Panchayat. For each revenue district, there is an elected district council (District Panchayat). Thus, there is a three-tier system of LSGIs, each one with specific functions and responsibilities. A number of micro-level organisations are involved in the formulation and implementation of MGNREGS programme at the Panchayat level.

Implementation of the MGNREGS involves roles and responsibilities of large number of stake-holders from the village up to national level. The key stake-holders are wage-seekers, Grama Sabha, Grama Panchayats, Programme Officer at Block level, District Programme Co-ordinator, State government, Ministry of Rural Development, civil society, and others. The wage-seekers are the primary stake-holders of the Act. They exercise rights and their demand for work is the main trigger of key process. Some of the rights of the wage-seekers include applying for the work, choice of time and duration of work applied for, getting

work within fifteen days of application, facilities on work site, right to check muster rolls, receipt of wages within fifteen days of work done, right to get unemployment allowance in case of failure to get work within fifteen days etc. GS is the principal forum for wage seekers to raise their choices and make demands. It recommends works to be taken up and is the final authority to determine the order of priority in which works will be initiated under MGNREGA. All adult members of households may apply for registration. Adult means a person who has completed eighteen years of age. Household applies for work at the local Grama Panchayat. Household means members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card. Household means a nuclear family comprising of mother, father and their children and may include any person wholly or substantially dependent on the head of the family. Household will also mean a single member family including a single woman-headed

households. While providing employment, priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under the scheme. Provision of requisite human resources at all levels holds the key success of MGNREGS. The Act makes it mandatory for State governments to put in place the District Programme Coordinator and Programme Officer along with the staff and technical support as may be necessary for the implementation of the scheme. According to the provisions of the Act, staff could also be engaged on a contractual basis to provide professional services at the national as well as at State level.

Human resources at cluster level, led by the Programme Officer, will consist of technical assistant, computer operator-cum-accountant clerk, voluntary technical corps and the cluster facilitation team. The important responsibilities of a computer operator-cum-accounts clerk are 1) data entry and generation of job cards, work demand (registered), technical estimates, work

**Table 8.1**  
**Area of the Sample Grama Panchayats**

<i>District</i>	<i>Coastal Area</i>	<i>Midland</i>	<i>Hilly Area</i>	<i>Total</i>	<i>Coastal Area(%)</i>	<i>Midland (%)</i>	<i>Hilly Area (%)</i>	<i>Total (%)</i>
Alappuzha	3	1	0	4	75.00	25.00	0.00	100.00
Ernakulam	2	2	0	4	50.00	50.00	0.00	100.00
Idukki	0	0	1	1	0.00	0.00	100.00	100.00
Kannur	1	1	1	3	33.33	33.33	33.33	100.00
Kasaragode	2	1	0	3	66.67	33.33	0.00	100.00
Kollam	1	2	1	4	25.00	50.00	25.00	100.00
Kottayam	1	2	1	4	25.00	50.00	25.00	100.00
Kozhikode	2	1	0	3	66.67	33.33	0.00	100.00
Malappuram	2	1	1	4	50.00	25.00	25.00	100.00
Palakkad	0	4	0	4	0.00	100.00	0.00	100.00
Pathanamthitta	0	3	1	4	0.00	75.00	25.00	100.00
Thiruvananthapuram	2	2	1	5	40.00	40.00	20.00	100.00
Thrissur	1	4	0	5	20.00	80.00	0.00	100.00
Wayanad	0	0	2	2	0.00	0.00	100.00	100.00
<b>Total</b>	<b>17</b>	<b>24</b>	<b>9</b>	<b>50</b>	<b>34.00</b>	<b>48.00</b>	<b>18.00</b>	<b>100.00</b>

commencement letters etc, generation of pay orders and preparing necessary cheques, and other MGNREGS related correspondence and generation of MIS and other review reports for Programme Officer. It is the Programme Officers who provide wage employment to all the households who make a demand for unskilled manual work and ensure that the rights and entitlements detailed out in the Act such as issue of job cards, providing 100 days of work, weekly payments, worksite facilities, medical and exgratia related rights etc are delivered to wage-seekers. The demand and supply of work is the process of planning under MGNREGS and this is to be achieved through the preparation of labour budget, which reflects anticipated quantum of demand for work, precise timing of demand for work and also a plan that outlines the quantum and schedule of work to be provided to those who demand work. The shelf of projects must be an integrated plan based on the basic principles from 3 fundamental approaches - watershed development, sustainable ground water management, flood protection and drainage management and also creation of sustainable livelihoods. This process of planning and identification of works must start in a participatory manner at the habitation level reflecting the needs and aspirations of the local people, while ensuring maximum participation of women, dalits, adivasis and the poor.

The Grama Panchayat is the custodian of the shelf of works and all concerned persons must report their plans to the Grama Panchayat, which should duly incorporate them into the annual plan on approval of Grama Sabha. At this Grama Sabha, labour groups provide work orders which would constitute a guarantee of 100 days of work to each family represented in labour group. The administrative procedures of issuing unique identity for every work and issuing muster rolls should be simplified with a right time line. At Panchayat level, MGNREGS was given publicity by means of processions, distribution of pamphlets, awareness classes and Grama Sabhas. Kudumbasree is a women's organisation working under a State level poverty alleviation programme (Kudumbasree Mission). It reaches to all households in the Panchayat through Neighbour Hood Groups (NHGs). In each Ward, the NHGs are grouped in to an Area Devel-

opment Society (ADS). At the Panchayat level, the Kudumbasree activities are managed by the Community Development Society (CDS) elected from among the ADS. Involvement of Kudumbasree is one of the most important aspects that makes the programme in Kerala unique. Planning starts from NHG and it moves up to the Panchayat governing body. The process of implementation begins from Panchayat and ADS becomes the lowest tier to mobilise workers and supervise the work. The present study covers all these aspects of planning and implementation of the MGNREGS to assess the effectiveness of the programme.

## **Implementation, performance and problems**

### **Profile of Grama Panchayat**

Kerala can be divided into 3 geographical regions (1) highland (2) midland and (3) low land. The present study covers all these areas in 50 Grama Panchayats. It may be seen from the table 8.1 that 48 percent of areas covers midland, 34 percent covers low land and 18 percent covers highland. Thus the study reveals that the majority of the areas taken for the study was under midland where MGNREGS works were mostly undertaken. The Panchayats selected from Palakkad and Pathanamthitta were fully covered under the midland and both Idukki and Wayanad covered the hilly areas.

The study covers 50 Grama Panchayats selected from all districts of Kerala in which total number of Wards were 867. The average number of Wards in selected Grama Panchayats was 17. District-wise distribution shows that the average number of Wards were low in Kannur district (14) and high in Wayanad (21) followed by Kozhikode (20) and Kasaragode (19) (Table 8.2).

The main objective of the programme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every BPL and APL households whose adult members volunteer to do unskilled manual work. The distribution of APL and BPL category of population in selected Grama Panchayats is given in table 8.3 and table 8.4. Fifty Panchayats supplied data relating to the number of BPL

households and the percentage of families below poverty line was found as 47.7 percent. The study shows that there is a considerable variation in the percentage of poor families among Panchayats. In some Panchayats, the percentages of BPL families are estimated as high as 68.26 (Idukki). Due to the high incidence of poverty, the people are forced to earn additional income in which they mostly prefer NREGS. Table 8.4 presents the percentage of APL households in selected Grama Panchayats. The percentage of families of APL is 52.3.

### Occupational profile of the Sample GP

The occupational profile of the study areas is presented in table 8.5. It can be discerned from the table that majority of the respondents were working as agriculture labourers. Out of 50 Grama Panchayats, 40 (80 percent) reported that the people were engaged in agriculture, followed by fishing 8(16 percent) and so on. It was reported that in Kottayam, Malappuram, Palakkad, Pathanamthitta and Kozhikode, agriculture is the only activity. In

Kollam and Ernakulam, the major engagement is fishing and only Idukki and Thiruvananthapuram reported other activities which include small and cottage industries, petty trade etc. This shows that majority of the people in the Grama Panchayats are engaged in primary activities.

The scheme came into force on 5th September 2005 in 199 districts in India and was extended to another 130 districts later. In Kerala, the scheme was implemented in 3 phases. In the first phase, the scheme was implemented in Palakkad and Wayanad districts initially on 5th February 2006. In the second phase, it was taken up in the districts of Idukki and Kasargod, and in the third phase, it was extended to all the 14 districts in the State on 1st April, 2008. The table 8.6 shows that out of 50 Grama Panchayats 33 (66 percent) implemented the scheme in third phase, 11 (22 percent) implemented it in the second phase and the rest 6 (12 percent) in the first phase. This reveals that majority of Panchayats taken up for the study was implemented after 2008. Thus significant admin-

**Table 8.2**  
**Distribution of Wards in Sample Grama Panchayats**

<i>District</i>	<i>No:of GPs</i>	<i>Total No:of wards</i>	<i>Average number of wards</i>	<i>11 to 15</i>	<i>16 to 20</i>	<i>Above 20</i>	<i>11 to 15(%)</i>	<i>16 to 20(%)</i>	<i>Above 20(%)</i>	<i>Total (%)</i>
Alappuzha	4	63	15.8	2	2	0	12.5	8.0	0.0	8.0
Ernakulam	4	66	16.5	2	1	1	12.5	4.0	11.1	8.0
Idukki	1	17	17.0	0	1	0	0.00	4.0	0.0	2.0
Kannur	3	44	14.7	2	1	0	12.5	4.0	0.0	6.0
Kasaragode	3	59	19.7	1	0	2	6.25	0.0	22.2	6.0
Kollam	4	66	16.5	1	3	0	6.25	12.0	0.0	8.0
Kottayam	4	73	18.3	0	3	1	0.00	12.0	11.1	8.0
Kozhikode	3	62	20.7	0	1	2	0.00	4.0	22.2	6.0
Malappuram	4	78	19.5	1	1	2	6.25	4.0	22.2	8.0
Palakkad	4	63	15.8	1	3	0	6.25	12.0	0.0	8.0
Pathanamthitta	4	60	15.0	3	1	0	18.75	4.0	0.0	8.0
Thiruvananthapuram	5	91	18.2	1	4	0	6.25	16.0	0.0	10.0
Thrissur	5	84	16.8	2	3	0	12.5	12.0	0.0	10.0
Wayanad	2	42	21.0	0	1	1	0.00	4.0	11.1	4.0
<b>Total</b>	<b>50</b>	<b>868</b>	<b>17.4</b>	<b>16</b>	<b>25</b>	<b>9</b>	<b>100.00</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.3****Distribution of BPL Households in Sample Grama Panchayats**

<i>District</i>	<i>No.of GPs</i>	<i>Total</i>	<i>BPL BPL</i>	<i>Percentage of families</i>
Alappuzha	4	28496	15136	53.12
Ernakulam	4	28610	10601	37.05
Idukki	1	7124	4863	68.26
Kannur	3	14376	4613	32.09
Kasaragode	3	20314	7216	35.52
Kollam	4	24093	12129	50.34
Kottayam	4	31913	12557	39.35
Kozhikode	3	19776	7594	38.4
Malappuram	4	27386	12375	45.19
Palakkad	4	20673	12208	59.05
Pathanamthitta	4	17983	7503	41.72
Thiruvananthapuram	5	25224	18587	73.69
Thrissur	5	19417	10772	55.48
Wayanad	2	13107	6222	47.47
<b>Total</b>	<b>50</b>	<b>298492</b>	<b>142376</b>	<b>47.70</b>

**Table 8.4****Distribution of APL Households in Sample Grama Panchayats**

<i>District</i>	<i>No:of GPs</i>	<i>Total</i>	<i>APL</i>	<i>Percentage of APL families</i>
Alappuzha	4	28496	13360	46.88
Ernakulam	4	28610	18009	62.95
Idukki	1	7124	2261	31.74
Kannur	3	14376	9763	67.91
Kasaragode	3	20314	13098	64.48
Kollam	4	24093	11964	49.66
Kottayam	4	31913	19356	60.65
Kozhikode	3	19776	12182	61.6
Malappuram	4	27386	15011	54.81
Palakkad	4	20673	8465	40.95
Pathanamthitta	4	17983	10480	58.28
Thiruvananthapuram	5	25224	6637	26.31
Thrissur	5	19417	8645	44.52
Wayanad	2	13107	6885	52.53
<b>Total</b>	<b>50</b>	<b>298492</b>	<b>156116</b>	<b>52.30</b>

**Table 8.5**  
**Occupational Profile of Sample Grama Panchayats**

<i>District</i>	<i>Agriculture</i>	<i>Fishing</i>	<i>Others</i>	<i>Total</i>	<i>Agriculture (%)</i>	<i>Fishing (%)</i>	<i>Others (%)</i>	<i>Total (%)</i>
Alappuzha	2	2	0	4	5.0	25.0	0.0	8.0
Ernakulam	2	2	0	4	5.0	25.0	0.0	8.0
Idukki	0	0	1	1	0.0	0.0	50.0	2.0
Kannur	3	0	0	3	7.5	0.0	0.0	6.0
Kasaragode	3	0	0	3	7.5	0.0	0.0	6.0
Kollam	3	1	0	4	7.5	12.5	0.0	8.0
Kottayam	4	0	0	4	10.0	0.0	0.0	8.0
Kozhikode	3	0	0	3	7.5	0.0	0.0	6.0
Malappuram	4	0	0	4	10.0	0.0	0.0	8.0
Palakkad	4	0	0	4	10.0	0.0	0.0	8.0
Pathanamthitta	4	0	0	4	10.0	0.0	0.0	8.0
Thiruvananthapuram	2	2	1	5	5.0	25.0	50.0	10.0
Thrissur	4	1	0	5	10.0	12.5	0.0	10.0
Wayanad	2	0	0	2	5.0	0.0	0.0	4.0
<b>Total</b>	<b>40</b>	<b>8</b>	<b>2</b>	<b>50</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.6**  
**Year of Implementation in Sample Grama Panchayats**

<i>District</i>	<i>Total</i>	<i>I<sup>st</sup> phase</i>	<i>II<sup>nd</sup> phase</i>	<i>III<sup>rd</sup> phase</i>	<i>I<sup>st</sup> phase(%)</i>	<i>II<sup>nd</sup> Phase(%)</i>	<i>III<sup>rd</sup> phase(%)</i>
Alappuzha	4	0	0	4	0.0	0.0	100
Ernakulam	4	0	2	2	0.0	50.0	50.0
Idukki	1	0	1	0	0.0	100	0.0
Kannur	3	0	3	0	0.0	100	0.0
Kasaragode	3	0	3	0	0.0	100	0.0
Kollam	4	0	2	2	0.0	50.0	50.0
Kottayam	4	0	0	4	0.0	0.0	100
Kozhikode	3	0	0	3	0.0	0.0	100
Malappuram	4	0	0	4	0.0	0.0	100
Palakkad	4	4	0	0	100	0.0	0.0
Pathanamthitta	4	0	0	4	0.0	0.0	100
Thiruvananthapuram	5	0	0	5	0.0	0.0	100
Thrissur	5	0	0	5	0.0	0.0	100
Wayanad	2	2	0	0	100	0.0	0.0
<b>Total</b>	<b>50</b>	<b>6</b>	<b>11</b>	<b>33</b>	<b>12.0</b>	<b>22.0</b>	<b>66.0</b>

**Table 8.7**  
**Grama Panchayat wards not implemented MGNREGS**

<i>GP</i>	<i>Number of wards</i>	<i>Number of Wards where MGNREGS implemented</i>	<i>Number not implemented</i>
Irikkur	13	9	4
Veliyam	19	18	1
Karukachal	16	12	4
Karumkulam	18	17	1
<b>Total</b>	<b>66</b>	<b>56</b>	<b>10</b>

**Table 8.8**  
**Availability of Work Plan in Sample Grama Panchayats**

<i>District</i>	<i>No:of GPs</i>	<i>Yes</i>	<i>No</i>	<i>Yes (%)</i>	<i>No (%)</i>
Alappuzha	4	4	0	100	0
Ernakulam	4	4	0	100	0
Idukki	1	1	0	100	0
Kannur	3	3	0	100	0
Kasaragode	3	3	0	100	0
Kollam	4	3	1	75	25
Kottayam	4	4	0	100	0
Kozhikode	3	3	0	100	0
Malappuram	4	4	0	100	0
Palakkad	4	4	0	100	0
Pathanamthitta	4	4	0	100	0
Thiruvananthapuram	5	4	1	80	20
Thrissur	5	5	0	100	0
Wayanad	2	2	0	100	0
<b>Total</b>	<b>50</b>	<b>48</b>	<b>2</b>	<b>96</b>	<b>4</b>

istrative and developmental changes have taken place within the past four years.

The study also attempted to identify the implementation of the scheme in all Wards of 50 Grama Panchayats. It shows that out of 868 Wards of 50 Grama Panchayats, 10 wards did not implement the scheme (Table 8.7). Out of 13 Wards of Irikkur Grama Panchayat in Kannur district only 9 Wards implemented the scheme, rest of the 4 Wards did not implement the scheme because of

shortage of workers. Out of the 19 Wards of Veliyam Grama Panchayat in Kollam district one ward could not implement the scheme, because it was a newly constituted one. Out of the 16 Wards of Karukachal Grama Panchayat in Kottayam district, only 12 Wards implemented the programme, and the non-implementation in the remaining Grama Panchayats was due to shortage of workers. Out of 18 Wards of Karumkulam Grama Panchayat in Thiruvananthapuram district, one Ward could

not implement the scheme because it was newly constituted. Out of 10 non-implementing Wards, people were not willing to work under the scheme in 8 Wards. Therefore this programme needs suitable changes for attracting the workers.

### **Implementation of the Scheme**

Planning is critical for the successful implementation of the MGNREGS. A key indicator of success is the timely generation of employment within 15 days while ensuring that the design and selection of works are such that good quality assets are created. The basic aim of the planning process is to ensure that the plan of work is prepared well in advance to offer productive employment on demand.

Section 16(3) (4) of the Act states that the Development Plan is Annual Work Plan that should comprise a shelf of projects for each village with administrative and technical approvals so that works can be started as soon as there is a demand for work. The Development Plan will be like a rolling plan, since the approved shelf of projects may be carried over from one financial year to the next. The Development Plan will include the following components:

- i) Assessment of labour demand
- ii) Identification of works to meet the estimated labour demand
- iii) Estimated cost of works and wages
- iv) Benefits expected in terms of employment generated and physical improvements (water conservation, land productivity, flood protection and drainage, creation of sustainable livelihood etc)

Section 2(g) of MGNREGA states that “(g) implementing agency includes any department of the Central government or a State government, a Zila Parishad, Panchayat at intermediate level, Grama Panchayat or any local authority or government undertaking or non-governmental organization authorized by the Central government or the State government to undertake the implementation of any work taken up under a scheme”.

The Panchayat governing council which has been strengthened by the decentralized planning introduced in Kerala since 1996 has a pivotal role to play in the smooth functioning of MGNREGS. The

Grama Panchayat is the main institution responsible for the implementation of the MGNREGS at local level. It shall be responsible for identification and prioritisation of projects as per the recommendations of the Grama Sabha. The major responsibilities of Grama Sabha are identification of works, work execution, monitoring works during execution by Grama Panchayat and other implementing agencies. The Panchayat while preparing the plan of work under the scheme should ensure that the works selected fall under the category suggested. The priority in selecting the works that have to be taken up must also be mentioned in the resolution of the Grama Sabha.

### **Work Plan**

People participating in the Grama Sabha were invited to suggest works that could be undertaken in the Panchayat, keeping in view the provisions of MGNREGS. Priorities of works are also decided at the Grama Sabha meeting. The representatives of the people and Panchayat officials and the staff concerned arrive at a consensus and sort out the works that could be carried out. Once the items of works are identified, prioritised and recommended by the Grama Sabha, the engineer and overseer prepare the estimates for the works and get them approved by the authorities concerned. Data were also collected to know the availability of work plan in selected Grama Panchayats (Table 8.8). Out of 50 Grama Panchayats, 48 (96 percent) of Grama Panchayats informed that there was specific work plan for the programmes prepared by them. In Kollam district 25 percent and in Thiruvananthapuram district 20 percent of Grama Panchayats reported that there were no specific work plans followed by Grama Panchayats. Majority of Grama Panchayats reported that the work plan was prepared by Panchayat committee (66 percent). Certain Grama Panchayats (10.4 percent) informed that this was prepared by Panchayat Secretary, and the rest (23 percent) by ADS, Grama Sabha etc (Table 8.9). District-wise distribution shows that in Kozhikode district 100 percent of work plan was prepared by other agencies like Grama Sabha/ADS. In the planning process, the Grama Sabha will recommend works with priorities to the Grama Panchayat

which prepares the village development plan and its submission to the intermediate Panchayat shall be completed within fifteen days of receiving all the Grama Sabha recommendations.

The table 8.10 also shows that the majority of the Grama Panchayats strictly follow the work plan. It was reported that out of 50 Grama Panchayats, 48 Grama Panchayats (96 percent) were strictly following the work plan and rest (2 GPs) from Palakkad and Wayanad were reported as not following work plan strictly. Without a proper work plan, it is very difficult to implement MGNREGS work.

### Role of Kudumbasree and Mate

A number of micro-level organisations are involved in the formulation and implementation of MGNREGS at the Panchayat level. Kudumbasree also plays a vital role in facilitating the people to identify the work. Kudumbasree ADS appears to have played an important role in the initial phase of registration and motivated workers to come forward for the programme. A mate or worksite

supervisor is required for each work-site. At least one mate should be present for every fifty workers. A mate should be literate and should have worked in MGNREGS for a reasonable period of time. Mates should be selected on the basis of well-publicised transparent criteria. While designing the selection criteria for mates, preference and priority should be given to the most deserving families. It may be seen from the table 8.11 that 56 percent of the Grama Panchayats selected mates from Kudumbasree units followed by 18 percent which reported that mates are selected on the basis of work experience. Eight percent reported it was on the basis of education and the rest 18 percent on other efficiency criteria. Grama Panchayats of Alappuzha, Idukki, Kannur, Kasargod, and Wayanad reported that mates are selected exclusively from Kudumbasree. This proves that the number of mates who are selected from the beneficiaries were very low.

A person as a mate should not be a worker on the same MGNREGS work site at the same point of

**Table 8.9**  
**Preparation of Work Plan in Sample Grama Panchayats**

District	GP Secretary	Committee	others	Total	GP Secretary%	Committee (%)	Others (%)	Total (%)
Alappuzha	0	3	1	4	0.00	75.00	25.00	100
Ernakulam	2	2	0	4	50.00	50.00	0.00	100
Idukki	0	1	0	1	0.00	100.00	0.00	100
Kannur	0	3	0	3	0.00	100.00	0.00	100
Kasaragode	0	1	2	3	0.00	33.33	66.67	100
Kollam	1	1	1	3	33.33	33.33	33.33	100
Kottayam	0	2	2	4	0.00	50.00	50.00	100
Kozhikode	0	0	3	3	0.00	0.00	100.00	100
Malappuram	0	4	0	4	0.00	100.00	0.00	100
Palakkad	1	2	1	4	25.00	50.00	25.00	100
Pathanamthitta	0	4	0	4	0.00	100.00	0.00	100
Thiruvananthapuram	0	3	1	4	0.00	75.00	25.0	100
Thrissur	1	4	0	5	20.00	80.00	0.00	100
Wayanad	0	2	0	2	0.00	100.00	0.00	100
<b>Total</b>	<b>5</b>	<b>32</b>	<b>11</b>	<b>48</b>	<b>10.42</b>	<b>66.67</b>	<b>22.92</b>	<b>100</b>

time. The remuneration of mates should be based on person-days of his/her work, calculated at a wage rate equal to that of a semi-skilled labourer and should be included in the cost estimate under the material component of the scheme. Table 8.12 shows that the average amount of wages given to mates is Rs. 149. The average amount of wages received by a mate is the highest in Thrissur district and lowest (Rs.120) in Palakkad district.

The major responsibility of the mate in the scheme is worksite supervision, capturing daily attendance in muster roll, giving daily mark-out to groups of labourers, facilitating applications for job cards and submitting them to the Grama Panchayat, facilitating participatory identification of works etc. It may be seen from the table 8.13 that 42 percent of the Panchayats reported that mates have no role in the allotment (identification) of work, 24 percent reported that the role was not significant and 34 percent reported they have major role in the identification of work. The

district-wise analysis shows that Alappuzha and Idukki have reported much better role of mate in work identification than other districts. In Kannur, Malappuram and Wayanad districts, it is seen that the role of mate was very poor. Identification of workers and works are the major factors for the success of MGNREGS. But the data reveal that the stake holders and the other responsible persons showed poor performance in their responsibilities.

A critical document at the worksite is muster rolls, indicating attendance of workers at the work site. Maintenance of attendance is under the control of the mate. The common practice followed is that the workers have to sign twice a day, in the forenoon and afternoon. The table 8.14 shows that 96 percent of the Grama Panchayats reported they were maintaining the attendance and rest of four percent reported negatively. There were only two Panchayats each from Ernakulam and Thiruvananthapuram which reported they were not maintaining the attendance properly.

**Table 8.10**  
**Sample Grama Panchayats strictly following Work Plan**

<i>District</i>	<i>No:of GPs</i>	<i>Yes</i>	<i>No</i>	<i>Yes (%)</i>	<i>No (%)</i>
Alappuzha	4	4	0	100.00	0.00
Ernakulam	4	4	0	100.00	0.00
Idukki	1	1	0	100.00	0.00
Kannur	3	3	0	100.00	0.00
Kasaragode	3	3	0	100.00	0.00
Kollam	4	4	0	100.00	0.00
Kottayam	4	4	0	100.00	0.00
Kozhikode	3	3	0	100.00	0.00
Malappuram	4	4	0	100.00	0.00
Palakkad	4	3	1	75.00	25.00
Pathanamthitta	4	4	0	100.00	0.00
Thiruvananthapuram	5	5	0	100.00	0.00
Thrissur	5	5	0	100.00	0.00
Wayanad	2	1	1	50.00	50.00
<b>Total</b>	<b>50</b>	<b>48</b>	<b>2</b>	<b>96.00</b>	<b>4.00</b>

**Table 8.11**  
**Selection of Mate in Sample Grama Panchayats**

<i>District</i>	<i>Total</i>	<i>Work experience</i>	<i>Kudumbasree</i>	<i>Education</i>	<i>Others</i>	<i>Work experience(%)</i>	<i>Kudumbasree(%)</i>	<i>Education (%)</i>	<i>Others (%)</i>	<i>Total (%)</i>
Alappuzha	4	0	4	0	0	0.0	100.0	0.0	0.0	100.0
Ernakulam	4	1	0	3	0	25.0	0.0	75.0	0.0	100.0
Idukki	1	0	1	0	0	0.0	100.0	0.0	0.0	100.0
Kannur	3	0	3	0	0	0.0	100.0	0.0	0.0	100.0
Kasaragode	3	0	3	0	0	0.0	100.0	0.0	0.0	100.0
Kollam	4	3	1	0	0	75.0	25.0	0.0	0.0	100.0
Kottayam	4	0	0	1	3	0.0	0.0	25.0	75.0	100.0
Kozhikode	3	1	2	0	0	33.3	66.7	0.0	0.0	100.0
Malappuram	4	0	1	0	3	0.0	25.0	0.0	75.0	100.0
Palakkad	4	1	2	0	1	25.0	50.0	0.0	25.0	100.0
Pathanamthitta	4	1	3	0	0	25.0	75.0	0.0	0.0	100.0
Trivandrum	5	2	2	0	1	40.0	40.0	0.0	20.0	100.0
Thrissur	5	0	4	0	1	0.0	80.0	0.0	20.0	100.0
Wayanad	2	0	2	0	0	0.0	100.0	0.0	0.0	100.0
<b>Total</b>	<b>50</b>	<b>9</b>	<b>28</b>	<b>4</b>	<b>9</b>	<b>18.0</b>	<b>56.0</b>	<b>8.0</b>	<b>18.0</b>	<b>100.0</b>

**Table 8.12**  
**Wages of Mates in Sample Grama Panchayats**

<i>District</i>	<i>No.of GPs</i>	<i>Average amount of Wages</i>
Alappuzha	4	150
Ernakulam	4	150
Idukki	1	150
Kannur	3	150
Kasaragode	3	150
Kollam	4	150
Kottayam	4	150
Kozhikode	3	155
Malappuram	4	150
Palakkad	4	120
Pathanamthitta	4	154
Thiruvananthapuram	5	150
Thrissur	5	158
Wayanad	2	150
<b>Total</b>	<b>50</b>	<b>149</b>

**Table 8.13.**  
**Role of mate in work allotment in Sample Grama Panchayats**

<i>District</i>	<i>very high</i>	<i>not significant</i>	<i>no role all</i>	<i>Total</i>	<i>very high (%)</i>	<i>not significant (%)</i>	<i>no role at all (%)</i>	<i>Total (%)</i>
Alappuzha	4			4	100.00	0.00	0.00	100.00
Ernakulam		2	2	4	0.00	50.00	50.00	100.00
Idukki	1			1	100.00	0.00	0.00	100.00
Kannur			3	3	0.00	0.00	100.00	100.00
Kasaragode		1	2	3	0.00	33.33	66.67	100.00
Kollam	2	2		4	50.00	50.00	0.00	100.00
Kottayam	1	1	2	4	25.00	25.00	50.00	100.00
Kozhikode		2	1	3	0.00	66.67	33.33	100.00
Malappuram			4	4	0.00	0.00	100.00	100.00
Palakkad	3		1	4	75.00	0.00	25.00	100.00
Pathanamthitta	3		1	4	75.00	0.00	25.00	100.00
Thiruvananthapuram	3	2		5	60.00	40.00	0.00	100.00
Thrissur		2	3	5	0.00	40.00	60.00	100.00
Wayanad			2	2	0.00	0.00	100.00	100.00
<b>Total</b>	<b>17</b>	<b>12</b>	<b>21</b>	<b>50</b>	<b>34.00</b>	<b>24.00</b>	<b>42.00</b>	<b>100.00</b>

**Table 8.14.**  
**Maintenance of Attendance in Sample Grama Panchayats**

<i>District</i>	<i>Total</i>	<i>Yes</i>	<i>No</i>	<i>Yes(%)</i>	<i>No(%)</i>	<i>Total (%)</i>
Alappuzha	4	4	0	100.00	0.00	100.00
Ernakulam	4	3	1	75.00	25.00	100.00
Idukki	1	1	0	100.00	0.00	100.00
Kannur	3	3	0	100.00	0.00	100.00
Kasaragode	3	3	0	100.00	0.00	100.00
Kollam	4	4	0	100.00	0.00	100.00
Kottayam	4	4	0	100.00	0.00	100.00
Kozhikode	3	3	0	100.00	0.00	100.00
Malappuram	4	4	0	100.00	0.00	100.00
Palakkad	4	4	0	100.00	0.00	100.00
Pathanamthitta	4	4	0	100.00	0.00	100.00
Thiruvananthapuram	5	4	1	80.00	20.00	100.00
Thrissur	5	5	0	100.00	0.00	100.00
Wayanad	2	2	0	100.00	0.00	100.00
<b>Total</b>	<b>50</b>	<b>48</b>	<b>2</b>	<b>96.00</b>	<b>4.00</b>	<b>100.00</b>

## **Vigilance and Monitoring Committee (VMC)**

The constitution of the VMC is also intended as a transparency measure. This mechanism was instituted to ensure public vigilance over MGN-REGS works. Members of the VMC selected from among Grama Sabha members of local people were required to periodically inspect worksites and to assess whether norms were being followed in the conduct of works. The signature of the VMC members on the muster roll is mandatory for the release of wages.

Monitoring committee should be assigned a definite and reasonable service area. Ideally, it should consist of about ten members half of whom shall be women, representation for SC/ST in proportion to their population. Members of vigilance and monitoring committee are chosen from among local school teachers, Anganwadi workers, Self Help Group members, social audit volunteers and members of various community-based organisations. The basic functions of vigilance and monitoring committee are to visit worksites and interact with workers, verify records and onsite facilities, assess quality of materials and cost and to provide completion of work report. It may be seen from the table that 84 percent reported that there is a monitoring system for assessing the works and the rest 16 percent reported no monitoring system at all (Table 8.15). All the selected Grama Panchayats in Kannur and Kottayam reported there were no monitoring committees to execute the works. This reveals the absence of assessment of work in these areas.

It may be seen from table 8.16 that nearly 81 percent of the monitoring authority was under monitoring committee, 14 percent reported it was under Panchayat Secretary, and rest of nearly 5 percent reported it was equally under Ward member and Grama Sabha. The data reveals poor performance of Grama Sabha in the monitoring system.

The Central/State government will specify norms for each of the planning and implementation and all other activities such as roles and responsibilities of the various officials such as technical assistants at Grama Panchayat level and

technical staff at Block/District level, estimates for cost of work, category of work, the activity and also include, apart from the designation of the authority responsible for carrying out the activity but also the authority for supervision. Frequency for inspection will also constitute a part of the norms. The study also attempts to know about the suitability of MGNREGS norms in Grama Panchayats (Table 8.17). Eighty-eight percent of the Panchayats reported that the norms were suitable and 12 percent reported that it was not suitable for Grama Panchayats. The district-wise distribution where norms were not suitable are: 50 percent of Grama panchayats in Malapuram and Wayanad followed by Kottayam (25 percent) and Thiruvananthapuram (20 percent).

## **Registration of Workers**

Registering potential workers is one of the most important activities to be undertaken by the Panchayats. The Grama Panchayats are entrusted to mobilise and encourage people to exercise their right to register and to get their job cards free of cost. During the initial stages, wide coverage was required as it was a new programme and people were not aware of the specific nature of the programme that was disseminated through Grama Sabhas, Kudumbashree meetings, meetings of local clubs, wall paintings, radio programmes and so on. The practice followed for registration in the State involves the worker submitting a filled-up application form, along with a photograph and evidence of residence in the panchayat (normally a copy of the ration card). The entire process is to be free of cost for the worker. The application forms are to be provided by the Panchayat, which also arranges for the photographs of the worker. The job card is to be issued within 14 days of application, which entitles the worker to work under the programme.

Data were also collected to assess the role of Grama Sabha in the selection of workers. Table 8.18 shows that the Grama Sabha has a major role in the selection of beneficiaries. Opinion gathered in this regard revealed that Kudumbashree has also an important role in the selection of beneficiaries under this scheme.

**Table 8.15**  
**Monitoring System in Sample Grama Panchayats**

<i>District</i>	<i>Total</i>	<i>Yes</i>	<i>No</i>	<i>Yes (%)</i>	<i>No (%)</i>	<i>Total (%)</i>
Alappuzha	4	4	0	100.00	0.00	100.00
Ernakulam	4	3	1	75.00	25.00	100.00
Idukki	1	1	0	100.00	0.00	100.00
Kannur	3	0	3	0.00	100.00	100.00
Kasaragode	3	3	0	100.00	0.00	100.00
Kollam	4	4	0	100.00	0.00	100.00
Kottayam	4	0	4	0.00	100.00	100.00
Kozhikode	3	3	0	100.00	0.00	100.00
Malappuram	4	4	0	100.00	0.00	100.00
Palakkad	4	4	0	100.00	0.00	100.00
Pathanamthitta	4	4	0	100.00	0.00	100.00
Thiruvananthapuram	5	5	0	100.00	0.00	100.00
Thrissur	5	5	0	100.00	0.00	100.00
Wayanad	2	2	0	100.00	0.00	100.00
<b>Total</b>	<b>50</b>	<b>42</b>	<b>8</b>	<b>84.00</b>	<b>16.00</b>	<b>100.00</b>

**Table 8.16.**  
**Monitoring Authority in Sample Grama Panchayats**

<i>District</i>	<i>Ward Member</i>	<i>Secretary</i>	<i>Committee</i>	<i>Grama Sabha</i>	<i>Total</i>	<i>Ward Member (%)</i>	<i>Secretary (%)</i>	<i>Committee (%)</i>	<i>Grama Sabha (%)</i>	<i>Total (%)</i>
Alappuzha	0	4	0	0	4	0.00	10.00	0.00	0.00	100.00
Ernakulam	0	0	2	1	3	0.00	0.00	66.67	33.33	100.00
Idukki	0	0	1	0	1	0.00	0.00	100.00	0.00	100.00
Kannur	0	0	0	0		0.00	0.0	0.00	0.00	0.00
Kasaragode	0	0	3	0	3	0.00	0.00	100.00	0.00	100.00
Kollam	0	2	2	0	4	0.00	50.00	50.00	0.00	100.00
Kottayam	0	0	0	0	0	0.00	0.00	0.00	0.00	0.00
Kozhikode	0	0	3	0	3	0.00	0.00	100.00	0.00	100.00
Malappuram	0	0	4	0	4	0.00	0.00	100.00	0.00	100.00
Palakkad	1	0	3	0	4	25.00	0.00	75.00	0.00	100.00
Pathanamthitta	0	0	4	0	4	0.00	0.00	100.00	0.00	100.00
Trivandrum	0	0	5	0	5	0.00	0.00	100.00	0.00	100.00
Thrissur	0	0	5	0	5	0.00	0.00	100.00	0.00	100.00
Wayanad	0	0	2	0	2	0.00	0.00	100.00	0.00	100.00
<b>Total</b>	<b>1</b>	<b>6</b>	<b>34</b>	<b>1</b>	<b>42</b>	<b>2.38</b>	<b>14.29</b>	<b>80.95</b>	<b>2.38</b>	<b>100.00</b>

**Table 8.17**  
**Suitability of Norms (opinion of Sample Grama Panchayats)**

<i>District</i>	<i>Yes</i>	<i>No</i>	<i>Yes (%)</i>	<i>No (%)</i>
Alappuzha	4		100.0	0.0
Ernakulam	4		100.0	0.0
Idukki		1	0.0	100.0
Kannur	3		100.0	0.0
Kasaragode	3		100.0	0.0
Kollam	4		100.0	0.0
Kottayam	3	1	75.0	25.0
Kozhikode	3		100.0	0.0
Malappuram	2	2	50.0	50.0
Palakkad	4		100.0	0.0
Pathanamthitta	4		100.0	0.0
Thiruvananthapuram	4	1	80.0	20.0
Thrissur	5		100.0	0.0
Wayanad	1	1	50.0	50.0
<b>Total</b>	<b>44</b>	<b>6</b>	<b>88.0</b>	<b>12.0</b>

### **Sex-wise composition of registered card holders**

Under MGNREGA, a household is entitled to 100 days of work in a financial year. This entitlement of 100 days can be shared within the household; more than one person in the household can be employed simultaneously or at different times. The scheme gives priority to women. At least one-third of the beneficiaries shall be women who have registered and requested for work under the scheme. In the present study an attempt was made to analyse the sex-wise composition of total number of MGNREGS card holders, card holders who demanded employment, actual workers and category of actual workers in selected 50 Grama Panchayats during 2011-2012.

It is seen from table 8.19 that among the card holders, nearly 74 percent constitute females and the rest, only 26 percent, are males. This composition satisfies one of the main objectives of this scheme. Among the districts, the highest

(99 percent) female card holders are reported from the selected Grama Panchayats of Kottayam District while the smallest women representation is observed in Malappuram district (59 percent). On the whole, the male participation is very low because of unattractive wages of the scheme.

The card holders who demanded employment is given in table 8.20. It also shows, out of 83,684 card holders who demanded employment, 73,539 (88 percent) were females and 10,145 (12 percent) were males. The share of males who demanded employment is highest in Wayanad (32.5 percent) and lowest in Kollam district (one percent). In total, share of card holders who demanded employment is highest in Thiruvananthapuram district and lowest in Kollam.

### **Actual Workers**

It may be seen from the table 8.21 that out of 80,179 actual workers 69,076 (86 percent) were females and 11,103 (14 percent) males. The

highest number obtained employment is reported from Thiruvananthapuram district (11,876) and the lowest in Kannur. It is evident from the above data that out of 83,684 total card holders who demanded employment only 80,179 workers obtained jobs from the scheme.

Out of 80,179 actual workers, 62.4 percent were in BPL category and 37.6 percent in APL category (Table 8.22). The share of BPL workers was highest in Thiruvananthapuram district (76.5 percent) and lowest in Pathanamthitta (15.8 percent). Similarly, the share of APL workers was highest in Pathanamthitta district (84.2 percent) and lowest in Kannur (2.5 percent).

The sex-wise composition of BPL workers in selected Grama Panchayats is presented in table 8.23. It may be seen from the table that BPL female workers constituted 43,620 (87.2 percent) and male workers 6,434 (12.8 percent). The share of BPL male workers was highest in Idukki (49 percent) and lowest in Kannur and Kottayam districts (0.9 percent each). The share of BPL female workers was highest in Kannur district (99.1 percent) and lowest in Idukki (51 percent) (Table 8.23).

When we made a district-wise analysis of actual card holders, card holders who demanded employment and actual workers, it was found that Wayanad district ranked highest in registered card holders and male card holders. It was Thiruvananthapuram district which ranked highest in card holders who demanded employment, total actual workers, female card holders, female card holders who demanded employment, female actual workers, high share of BPL card holders, and high share of BPL female card holders. It is evident from the district-wise analysis of sex-wise composition and the distribution of APL and BPL category of MGN-REGS beneficiaries that participation of women workers surpassed men workers.

## Administration of the Scheme:

### Number of Staff

Grama Panchayat is the pivotal body for planning and implementation. Programme officer is required to allot at least 50 percent of the works in terms of cost to the Grama Panchayats for implementation. Grama Panchayat shall maintain 13 types of records on different purposes. Therefore

**Table 8.18**  
**Role of Grama Sabha in the selection of Workers**

<i>District</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>	<i>Yes (%)</i>	<i>No(%)</i>	<i>Total(%)</i>
Alappuzha	4		4	100.0	0.0	100.0
Ernakulam	4		4	100.0	0.0	100.0
Idukki	1		1	100.0	0.0	100.0
Kannur	3		3	100.0	0.0	100.0
Kasaragode	1	2	3	33.33	66.67	100.0
Kollam	4		4	100.0	0.0	100.0
Kottayam	4		4	100.0	0.0	100.0
Kozhikode	2	1	3	66.67	33.33	100.0
Malappuram	3	1	4	75.0	25.0	100.0
Palakkad	3	1	4	75.0	25.0	100.0
Pathanamthitta	4		4	100.0	0.0	100.0
Thiruvananthapuram	1	4	5	20.0	80.0	100.0
Thrissur		5	5	0.0	100.0	100.0
Wayanad	2		2	100.0	0.0	100.0
<b>Total</b>	<b>36</b>	<b>14</b>	<b>50</b>	<b>72.0</b>	<b>28.0</b>	<b>100.0</b>

**Table 8.19****Distribution of MGNREGS and Card holders in Sample Grama Panchayats**

<i>District</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male (%)</i>	<i>Female(%)</i>	<i>Total(%)</i>
Alappuzha	1270	8250	9520	13.3	86.7	100.0
Ernakulam	444	3820	4264	10.4	89.6	100.0
Idukki	739	1133	1872	39.5	60.5	100.0
Kannur	335	3271	3606	9.3	90.7	100.0
Kasaragode	5508	9057	14565	37.8	62.2	100.0
Kollam	4478	8307	12785	35.0	65.0	100.0
Kottayam	83	7537	7620	1.1	98.9	100.0
Kozhikode	2257	4926	7183	31.4	68.6	100.0
Malappuram	6902	10061	16963	40.7	59.3	100.0
Palakkad	830	6287	7117	11.7	88.3	100.0
Pathanamthitta	903	4229	5132	17.6	82.4	100.0
Thiruvananthapuram	3910	16899	20809	18.8	81.2	100.0
Thrissur	1045	5121	6166	16.9	83.1	100.0
Wayanad	8652	16477	25129	34.4	65.6	100.0
<b>Total</b>	<b>37356</b>	<b>105375</b>	<b>142731</b>	<b>26.2</b>	<b>73.8</b>	<b>100.0</b>

**Table 8.20****Card holders who demanded Employment**

<i>District</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male (%)</i>	<i>Female (%)</i>	<i>Total (%)</i>
Alappuzha	815	8325	9140	8.9	91.1	100.0
Ernakulam	61	4042	4103	1.5	98.5	100.0
Idukki	384	1112	1496	25.7	74.3	100.0
Kannur	34	1676	1710	2	98.0	100.0
Kasaragode	366	5174	5540	6.6	93.4	100.0
Kollam	1781	5991	7772	22.9	77.1	100.0
Kottayam	79	6737	6816	1.2	98.8	100.0
Kozhikode	113	2682	2795	4.0	96.0	100.0
Malappuram	300	4708	5008	6.0	94.0	100.0
Palakkad	207	4760	4967	4.2	95.8	100.0
Pathanamthitta	509	3518	4027	12.6	87.4	100.0
Thiruvananthapuram	845	12364	13209	6.4	93.6	100.0
Thrissur	808	4474	5282	15.3	84.7	100.0
Wayanad	3843	7976	11819	32.5	67.5	100.0
<b>Total</b>	<b>10145</b>	<b>73539</b>	<b>83684</b>	<b>12.1</b>	<b>87.9</b>	<b>100.0</b>

**Table 8.21**  
**Actual Workers who obtained Employment**

<i>District</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male (%)</i>	<i>Female(%)</i>	<i>Total (%)</i>
Alappuzha	815	6000	6815	11.96	88.04	100.00
Ernakulam	50	3932	3982	1.26	98.74	100.00
Idukki	1449	1940	3389	42.76	57.24	100.00
Kannur	25	1649	1674	1.49	98.51	100.00
Kasaragode	416	5174	5590	7.44	92.56	100.00
Kollam	1774	6067	7841	22.62	77.38	100.00
Kottayam	56	7120	7176	0.78	99.22	100.00
Kozhikode	0	0	0	0	0.00	0.00
Malappuram	350	4717	5067	6.91	93.09	100.00
Palakkad	252	5416	5668	4.45	95.55	100.00
Pathanamthitta	970	3771	4741	20.46	79.54	100.00
Thiruvananthapuram	766	11110	11876	6.45	93.55	100.00
Thrissur	337	4204	4541	7.42	92.58	100.00
Wayanad	3843	7976	11819	32.52	67.48	100.00
<b>Total</b>	<b>11103</b>	<b>69076</b>	<b>80179</b>	<b>13.85</b>	<b>86.15</b>	<b>100.00</b>

there should be the need for adequate officials for MGNREGS such as engineers, overseers and data entry operators-cum-accountants for the implementation process. The study also tried to identify the MGNREGS officers in selected Grama Panchayats. Out of 50 Grama Panchayats, there were 154 staff engaged under this programme. The average number of staff in selected GPs was 3.08 (Table 8.24). Among them, 44 percent were technical staff followed by accountants (33 percent), clerks (17 percent) and data entry operators (5.2 percent). According to the norms at the Grama Panchayat level, there should be at least one data entry operator. This shows shortage of data entry operators on temporary basis. Except Kasaragod, Kozhikode, Pathanamthitta and Thiruvananthapuram districts there were no data entry operators during the study period. The field observation reveals that there were huge drop outs in temporary data entry operators.

The data collected regarding the release of funds for the scheme showed that 90 percent of the Panchayats reported that funds were released

regularly and rest of 10 percent reported negatively. It is revealed from the Table 8.25 that in Idukki district, all Grama Panchayats (100 percent) reported that funds were not released regularly. The main reasons for this are poor performance, high political intervention, lack of identification of work etc.

#### **Fund Management by Grama Panchayat**

Ninety percent of the funds shall be borne by Central government and 10 percent of funds provided by the State government concerned. The entire wages for unskilled labourers, 75 percent of material costs, total cost of administrative expenses, and administrative expenses of Central EGS council and cost of worksite facilities will be met from 90 percent Central fund. The expenses of Ombudsman will also be borne by the Centre. From the State government's share, the entire cost of unemployment allowance, 25 percent of material costs and administrative expenses of State employment guarantee council will be met. The

compensation for delayed wage payments has to be met by the State govt. Under fund management of MGNREGS, funds are transferred from Central government and State government under State Employment Guarantee Fund. It is distributed to district and from district to e-FMS. The funds are transferred from MoRD/States to districts and then to programme officers/Panchayats for expenditure incurred by various implementing agencies on labour, material and contingency. e-FMS module provides a platform for making e-payments to workers, staff and vendors (wages, material and administrative expenses) using the payment network of financial institution.

### Employment, Wages and Working hours

The table 8.28 shows average number of days of employment given by GPs. It can be observed that the average number of days per Grama Panchayat per year was 58. The wage rate under MGNREGA has been increased by MoRD with the effect from

1<sup>st</sup> January 2011) (Table 8.29). It was increased from Rs. 125 to Rs.150 in Kerala. Table 8.30 shows the time of work/hours of work per day. Eighty percent reported 8 am to 5 pm (8 hours), followed by 16 percent 9 to 5 pm (7 hours) and 4 percent 9 to 4 pm (6 hours ) per day. In Kannur district, all Grama Panchayats reported hours of work as 9 am to 5 pm. This reveals that the hours of work varies at different places on the basis of the requirement of beneficiaries especially women workers.

### Mode of payment and delays in payment

MoRD has amended the rules and ordered that all wage payments shall be made through the individual or joint savings accounts of workers in the banks or post offices opened for the purpose. Table 8.31 shows the mode of payment in the selected Grama Panchayats. It was reported that 94 percent of the payment of wages to the workers was made through banks and the remaining through post offices and co-operatives.

**Table 8.22**  
**Distribution of APL and BPL Workers**

District	BPL Workers	APL Workers	Total	BPL Workers (%)	APL Workers (%)	Total (%)
Alappuzha	2056	4759	6815	30.2	69.8	100.0
Ernakulam	1946	2036	3982	48.9	51.1	100.0
Idukki	892	2497	3389	26.3	73.7	100.0
Kannur	1081	593	1674	64.6	35.4	100.0
Kasaragode	5452	138	5590	97.5	2.5	100.0
Kollam	3760	4081	7841	48.0	52.0	100.0
Kottayam	4333	2843	7176	60.4	39.6	100.0
Kozhikode	0	0	0	0.0	0.0	0.0
Malappuram	4457	610	5067	88.0	12.0	100.0
Palakkad	4698	970	5668	82.9	17.1	100.0
Pathanamthitta	748	3993	4741	15.8	84.2	100.0
Trivandrum	9089	2787	11876	76.5	23.5	100.0
Thrissur	2525	2016	4541	55.6	44.4	100.0
Wayanad	9017	2802	11819	76.3	23.7	100.0
<b>Total</b>	<b>50054</b>	<b>30125</b>	<b>80179</b>	<b>62.4</b>	<b>37.6</b>	<b>100.0</b>

**Table 8.23**  
**Sex wise composition of BPL Workers**

<i>District</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male (%)</i>	<i>Female( %)</i>	<i>Total (%)</i>
Alappuzha	612	1444	2056	29.8	70.2	100.0
Ernakulam	27	1919	1946	1.4	98.6	100.0
Idukki	437	455	892	49.0	51	100.0
Kannur	10	1071	1081	0.9	99.1	100.0
Kasaragode	411	5041	5452	7.5	92.5	100.0
Kollam	684	3076	3760	18.2	81.8	100.0
Kottayam	41	4292	4333	0.9	99.1	100.0
Kozhikode	0	0	0	0	0.0	0.0
Malappuram	344	4113	4457	7.7	92.3	100.0
Palakkad	230	4468	4698	4.9	95.1	100.0
Pathanamthitta	313	435	748	41.8	58.2	100.0
Thiruvananthapuram	596	8493	9089	6.6	93.4	100.0
Thrissur	30	2495	2525	1.2	98.8	100.0
Wayanad	2699	6318	9017	29.9	70.1	100.0
<b>Total</b>	<b>6434</b>	<b>43620</b>	<b>50054</b>	<b>12.9</b>	<b>87.1</b>	<b>100.0</b>

To meet various challenges in fund utilization, the State must adopt an integrated fund management system called e-FMS which ensures that idle funds are not lying at any level. Under e-FMS, the MGNREGS fund is a Centrally- pooled fund maintained at the State level. All electronic transfers are released in a span of 24 hours. Based on this principle of centralized fund and decentralized utility, the e-FMS ensures timely availability of funds at all levels and transparent usage of MGNREGS funds. This improves efficiency of the programme on the whole and also has a positive effect on timely payment of wages. Wages should be paid within a week or in any case not later than a fortnight after the date on which such work was done. The study made an attempt to identify the days taken to pay wages to workers (Table 8.32). Thirty-six percent of the Grama Panchayats reported that they took three weeks, 30 percent reported two weeks, 26 percent reported one week and 8 percent reported above three weeks. Grama Panchayats from Idukki reported they took more than three weeks to pay wages. All selected Panchayats of Alappuzha dis-

trict reported that they took three weeks. In Kannur, the reported time taken was one week. The data prove that in majority of Grama Panchayats, there was considerable delay to credit wages to workers' bank accounts. It reveals poor monitoring and execution of the MGNREGS scheme by Grama Panchayats which was mainly due to shortage of staff, political interference, poor performance of Grama Sabha and official machinery.

### **Asset creation**

The study also tried to find out the asset creation and long term benefits from the scheme. It is evident from table 8.33 that 64 percent of the Grama Panchayats could not create any assets while the rest 36 percent reported that they have made asset creation. Majority of Grama Panchayats in Idukki (100 percent ), Ernakulam, Malappuram and Pathanamthitta reported that there was no asset creation under the scheme.

Table 8.34 shows the nature of work under the scheme in the selected Grama Panchayats. Out of 50 Grama Panchayats, 80 percent reported that

works taken up under the scheme included both public and private works and rest 20 percent were under public works only. Table 8.35 shows the category of public works undertaken. Thirty-four percent of Grama Panchayats reported that the major public works undertaken by them were irrigation works such as cleaning of canals, ponds, desilting of tanks, renovation of traditional water bodies and also some minor irrigation works. Thirty-two percent of the works reported relates to rural connectivity such as construction of roads, culverts, footpath, road-dressing, and other road works. 25.53 percent works were both irrigation and rural connectivity and nearly 9 percent of the works included cleaning of school premises, waste disposal, seashore cleaning and also some land development works. In Alappuzha and Ernakulam districts, majority of works undertaken were related to irrigation. In Idukki, Pathanamthitta, Kannur and Thrissur reported that majority of works were under rural connectivity. Land development works undertaken in private land, are generally targeted

at developing the quality of land, particularly at enhancing the suitability of land for agriculture works.

### Problems faced by staff engaged under the scheme

Grama Sabha is the principal forum for wage seekers to raise their voice and make demands. The major responsibilities of Grama Sabha are that it recommends works to be taken and determines which work will be initiated according to priority under the scheme, monitors the execution of works within the Grama Panchayat and obtains all information from implementing agencies including Grama Panchayat in relation to MGNREGS works. The mate always shares working relationship with political representatives and the allocation of work should be on the basis of the recommendations of these political representatives. It may be seen from the table 8.36 that there was high interference of Grama Panchayat secretary (36 percent) followed by Grama Panchayat President

**Table 8.24**  
**Staff engaged in MGNREGS in Sample Grama Panchayats**

<i>District</i>	<i>No. of GPs</i>	<i>Total No. of Staff</i>	<i>Clerical Staff</i>	<i>Technical Staff</i>	<i>Accountant</i>	<i>Accountant with Data Entry Operators</i>	<i>Average No. of Staff</i>
Alappuzha	4	15	5	7	3	0	3.75
Ernakulam	4	12	4	4	4	0	3.00
Idukki	1	5	1	2	2	0	5.00
Kannur	3	9	3	3	3	0	3.00
Kasaragode	3	10	0	5	4	1	3.33
Kollam	4	11	4	4	3	0	2.75
Kottayam	4	8	1	4	3	0	2.00
Kozhikode	3	8	0	3	3	2	2.67
Malappuram	4	8	2	4	2	0	2.00
Palakkad	4	12	2	6	4	0	3.00
Pathanamthitta	4	13	3	5	4	1	3.25
Thiruvananthapuram	5	17	1	8	4	4	3.40
Thrissur	5	16	0	8	8	0	3.20
Wayanad	2	10	1	5	4	0	5.00
<b>Total</b>	<b>50</b>	<b>154</b>	<b>27</b>	<b>68</b>	<b>51</b>	<b>8</b>	<b>3.08</b>

**Table 8.25**  
**Fund regularly released in Sample Grama Panchayats**

<i>District</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>	<i>Yes (%)</i>	<i>No (%)</i>	<i>Total(%)</i>
Alappuzha	3	1	4	75.00	25.00	100.00
Ernakulam	4		4	100.00	0.00	100.00
Idukki		1	1	0.00	100.00	100.00
Kannur	3		3	100.00	0.00	100.00
Kasaragode	3		3	100.00	0.00	100.00
Kollam	4		4	100.00	0.00	100.00
Kottayam	4		4	100.00	0.00	100.00
Kozhikode	2	1	3	66.67	33.33	100.00
Malappuram	3	1	4	75.00	25.00	100.00
Palakkad	4		4	100.00	0.00	100.00
Pathanamthitta	4		4	100.00	0.00	100.00
Thiruvananthapuram	4	1	5	80.00	20.00	100.00
Thrissur	5		5	100.00	0.00	100.00
Wayanad	2		2	100.00	0.00	100.00
<b>Total</b>	<b>45</b>	<b>5</b>	<b>50</b>	<b>90.00</b>	<b>10.00</b>	<b>100.00</b>

(26 percent) in the allocation of works. Majority of Grama Panchayats of Idukki, Kannur and Thrissur districts reported the over- interference in work allotment by Panchayat secretary. Majority of selected Grama Panchayats of Alappuzha and Kasargode reported interference from Panchayat president. Therefore, it reveals that about 86 percent (including GP committee) of the Grama Panchayats encounter political interference. This indicates that workers were not able to raise their voice and make demand. This will also result in the poor allocation of work and participation of workers in the scheme.

### **Other problems**

Problems faced by MGNREG staff is given in table 8.37. Out of 50 Grama Panchayats, 24 (48 percent) reported low wages and honorarium, 13 GPs (26 percent) each reported shortage of work and field staff, 9 GPs (18 percent) reported improper work allotment, 6 GPs (12 percent) reported lack of funds and so on. This shows lack of

proper facilities and lack of planning for effective implementation of MGNREGS.

### **Suggestions for effective implementation of MGNREGS in Grama Panchayats**

The study presents the main suggestions obtained from MGNREGS officials for effective implementation of MGNREGS in Grama Panchayats (Table 8.38). One of the important suggestions is to increase the wages and honorarium of MGNREGS staff. It is also observed that there were huge drop out of Data Entry Operators due to work load. The field visits could not be undertaken properly because of low honorarium given to the staff appointed for that purpose. There was also delay in the preparation of work plan, and other administrative processes such as payment to beneficiaries, monitoring, execution, and supervision of MGNREGS works. Out of 50 Grama Panchayats, 48 reported that there should be increase in wages and honorarium of MGNREGS staff. Another

**Table 8.26**  
**Amount Utilised for Administrative Expenditure**

<i>Grama Panchayat</i>	<i>Amount Sanctioned (Rs)</i>	<i>Amount utilised for Administration(Rs)</i>	<i>Percent Utilised</i>
Maradi	2,590,279	2,590,279	100
Mulavukadu	2,953,543	2,953,543	100
Pallipuram	8,550,000	8,390,411	98
Thuravoor	5,000,000	4,984,010	100
Irikkur	1,500,000	1,435,000	96
Ajanur	-	596,749	-
Muliar	20,662	13,462,713	-
Alappad	6,246,922	6,121,457	98
Kumarakam	2,000,000	1,969,515	98
Kuruchi	3,450,000	3,795,933	-
Peringottukurissi	10,654	5,183,485	-
Kaviyoor	6,280,745	6,169,597	98
Konny	12,195,581	11,700,000	96
Vadasserikara	9,886	9,886	100
Peringamala	87,081,260	87,081,260	100
Anthicadu	5,750,455	5,636,872	98
Kadappuram	-	5,303,792	-
Kodakara	6,971,413	6,743,001	97
Mala	8,171,765	7,965,387	97
Mulankunnathukavu	5,658,313	5,454,073	96

problem is poor allocation and identification of work. Also, clashes between the staff and Panchayat members affect proper co-ordination and effective implementation of the programme. The lack of materials, vehicles for supervision and other facilities are also affecting the proper implementation of the scheme.

### **Socio- Economic Impact of MGNREGS**

Through MGNREGA, the Government of India recognized the right to social security by initiating one of the largest right-based social protection initiatives in the world. The main goal of MGNREGS is a strong safety net for the vulnerable groups by providing a fall back employment source, when other employment alternatives are scarce or inadequate. MGNREGA is a powerful instrument for

inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment. The primary objective of the act is augmenting wage employment for the poorest of the poor while the secondary objective is to strengthen natural resource management through works that address causes of chronic poverty like drought and thus encourage sustainable development. The present section examines the impact of the scheme on employment, income, savings and consumption of beneficiaries.

In this section, information from the MGNREGS beneficiaries selected for the study is provided. The study mainly depended on primary data collected from selected respondents who have been employed under MGNREGS. The sample selection of respondents from selected 50 GPs is as follows: At first, the study was proposed to

**Table 8.27**  
**Amount Utilised for Payment of Wages and Materials**

<i>Grama Panchayat</i>	<i>Amount Sanctioned (Rs)</i>	<i>Amount Utilised (Rs)</i>	<i>Percent Utilised</i>
Chambakulam	2,500,000	-	0
Kandalloor	3,250,000	2,750,000	85
Mannar	3,500,000	2,800,000	80
Thrikkunnapuzha	3,480,000	2,780,000	80
Peerumedu	1,205,598	1,199,669	100
Irikkur	2,500,000	2,375,701	95
Pariyaram	3,975,031	3,460,910	87
Valapattanam	160,532	156,901	98
Ajanur	1,135,537	1,015,307	89
Muliar	13,522,022	-	0
Thrikkarippur	1,972,000	1,552,109	79
Aryankavu	7,506,744	7,475,103	100
Kottarakkara	8,912,838	8,716,818	98
Veliyam	5,088,703	4,867,851	96
Karukachal	1,330,000	1,088,941	82
Mundakayam	11,550,000	11,460,248	99
Azhiyoor	2,748,652	1,726,688	63
Kadalundi	6,838,598	6,824,292	100
Makkaraparambu	5,947,790	5,879,684	99
Purathoor	3,667,780	3,616,479	99
Vallikunnu	3,685,557	3,594,000	98
Vazhikadavu	5,408,991	5,006,118	93
Chalisserri	4,858,828	4,397,268	91
Pattancheri	20,500,000	20,016,500	98
Peringottukurissi	5,710,654	5,183,485	91
Vallappuzha	8,490,000	1,812,546	21
Mallapuzhassery	1,204,435	1,197,678	99
Vadasserikara	4,600,000	4,600,000	100
Anchuthengu	2,168,005	2,000,000	92
Aruvikkara	11,492,547	1,113,728	10
Balaramapuram	-	6,368,410	0
Karumkulam	29,431,504	29,329,740	100
Kadappuram	5,413,481	533,792	10
Mananthavadi	30,100,000	30,100,000	100
Meenangadi	13,149,052	12,187,498	93

cover 250 samples, five beneficiaries each from 50 GPs. But required samples could not be accessed due to the scattered nature of study areas and non-availability of the workers. Thus, total sample was restricted to 212. The sample for the MGNREGS beneficiaries was selected from 50 GPs from 14 districts of the State. The number of GPs varies in different districts according to the coverage of GPs (district-wise) for which the MGNREGS work was allotted. Total number of beneficiaries selected from all districts are 212. Keeping in view of the objectives of the study, a separate interview schedule was designed to elicit required data for the study. The selected respondents were interviewed either at worksites or at Panchayat offices. The variables covered in the study include socio-economic characteristics, employment, wages, working conditions, savings, consumption and also perceptions from beneficiaries about role of GP, selection of workers, nature of work, work load, wages, mode of payment, supervision and political intervention.

### Socio-economic Profile of Beneficiaries

As discussed earlier, the prominent feature of MGNREGA implementation in the State is the high level of women participation. Amongst Indian States, Kerala tops with regard to participation of women in the registered workforce of MGNREGS. The primary reason for increased women participation is the lower wages from other activities. But the male workers were unattractive to it because of wages earned by them from other activities are double than that of MGNREGS. Information about sex-wise distribution is given in table 8.39. It showed that at the aggregate sample level of 212 respondents selected for the study, females constituted 94 percent, leaving the male share only 6 percent.

Age-wise distribution of the sample beneficiaries reveals that more than two-thirds of the respondents are in the productive age group of 20-50 (Table 8.40). Further disaggregation shows

**Table 8.28**  
**Average Number of days of Employment**

<i>District</i>	<i>No of GPs</i>	<i>Total days of employment provided</i>	<i>Average per GP per year (No. of Days)</i>
Alappuzha	4	340	85.0
Ernakulam	4	320	80.0
Idukki	1	38	38.0
Kannur	3	123	41.0
Kasaragode	3	106	35.3
Kollam	4	174	43.5
Kottayam	4	220	55.0
Kozhikode	3	102	34.0
Malappuram	4	176	44.0
Palakkad	4	324	81.0
Pathanamthitta	4	223	55.8
Thiruvananthapuram	5	344	68.8
Thrissur	5	230	46.0
Wayanad	2	180	90.0
<b>Total</b>	<b>50</b>	<b>2900</b>	<b>58.0</b>

that 35.8 percent are in the age group of 40-49, 31.6 percent are in the age group of 30-39 and 2.8 percent in the age group of 20-29. The aged respondents accounts for 11.3 percent. Out of 13 male respondents, 6 and, out of 199 female respondents 18 were in age group of 60-70. Most of the male MGNREGS workers fall in the age group of 60-70. Those in the age group of 60-70 (11.3) are more than those in the age group of 20-29 (2.8)

Distribution of sample in terms of marital status is presented in table 8.41. Majority of the sample respondents (89.2 percent) were married and remaining were spread in the category of widow (5.7 percent), single (3.3 percent) and so on.

Information was also collected regarding the category of respondents which is given in table 8.42. They are classified as BPL and APL. More than half of the respondents (67 percent) were under BPL category and rest of 33 percent were under APL. Out of 199 female workers, 66.3 per-

cent belonged to BPL category and rest of 34 were in APL. In 13 male workers, 10 (76 percent) were in BPL and rest of 3 were in APL category.

From the table 8.43, it may be seen that maximum number of card holders were registered in the year 2008 (60 percent). The selected respondents who registered after 2010 is only 10 percent.

Casual labour comprises the main livelihood option for 55 percent of the worker households in all districts. The study also made an attempt to know the occupational pattern of the head of the household of the selected respondents. It may be noticed that casual labour comprises the main livelihood option for 55 percent of worker households from all districts. The selected respondents mostly comprise women who have no prior experience in daily-wage work. They mostly belong to the families where there is some other source of income. 12.7 percent reported that the heads of the households were self-employed followed

**Table 8.29**  
**Wage Rate of Beneficiaries in Sample Grama Panchayats**

<i>District</i>	<i>No. of GPs</i>	<i>Total wages paid by GPs for providing Employment</i>	<i>Average Wages</i>
Alappuzha	4	600	150.0
Ernakulam	4	600	150.0
Idukki	1	150	150.0
Kannur	3	450	150.0
Kasaragode	3	450	150.0
Kollam	4	600	150.0
Kottayam	4	600	150.0
Kozhikode	3	450	150.0
Malappuram	4	600	150.0
Palakkad	4	628	157.0
Pathanamthitta	4	614	153.5
Thiruvananthapuram	5	750	150.0
Thrissur	5	778	155.6
Wayanad	2	300	150.0
<b>Total</b>	<b>50</b>	<b>7570</b>	<b>151.4</b>

**Table 8.30**  
**Working Hours of Beneficiaries in Sample Grama Panchayats**

<i>District</i>	<i>8 am to 5 pm</i>	<i>9 am to 4 pm</i>	<i>9 am to 5 pm</i>	<i>Total</i>	<i>8 am to 5 pm %</i>	<i>9 am to 4 pm %</i>	<i>9 am to 5 pm %</i>	<i>Total</i>
Alappuzha	4	-	-	4	100.00	0.00	0.00	100.00
Ernakulam	4	-	-	4	100.00	0.00	0.00	100.00
Idukki	1	-	-	1	100.00	0.00	0.00	100.00
Kannur	-	-	3	3	0.00	0.00	100.00	100.00
Kasaragode	2	-	1	3	66.67	0.00	33.33	100.00
Kollam	2	1	1	4	50.00	25.00	25.00	100.00
Kottayam	4	-	-	4	100.00	0.00	0.00	100.00
Kozhikode	3	-	-	3	100.00	0.00	0.00	100.00
Malappuram	4	-	-	4	100.00	0.00	0.00	100.00
Palakkad	2	-	2	4	50.00	0.00	50.00	100.00
Pathanamthitta	3	-	1	4	75.00	0.00	25.00	100.00
Thiruvananthapuram	4	1	-	5	80.00	20.00	0.00	100.00
Thrissur	5	-	-	5	100.00	0.00	0.00	100.00
Wayanad	2	-	-	2	100.00	0.00	0.00	100.00
<b>Total</b>	<b>40</b>	<b>2</b>	<b>8</b>	<b>50</b>	<b>80.00</b>	<b>4.00</b>	<b>16.00</b>	<b>100.00</b>

**Table 8.31.**  
**Mode of Payment of Wages to Beneficiaries**

<i>District</i>	<i>Post Office</i>	<i>Bank</i>	<i>Co-operatives</i>	<i>Total</i>	<i>Post Office (%)</i>	<i>Bank (%)</i>	<i>Co-operatives (%)</i>	<i>Total (%)</i>
Alappuzha	0	4	0	4	0.0	100.0	0.0	100.0
Ernakulam	0	4	0	4	0.0	100.0	0.0	100.0
Idukki	0	1	0	1	0.0	100.0	0.0	100.0
Kannur	0	3	0	3	0.0	100.0	0.0	100.0
Kasaragode	0	3	0	3	0.0	100.0	0.0	100.0
Kollam	0	4	0	4	0.0	100.0	0.0	100.0
Kottayam	0	4	0	4	0.0	100.0	0.0	100.0
Kozhikode	0	3	0	3	0.0	100.0	0.0	100.0
Malappuram	0	3	1	4	0.0	75.0	25.0	100.0
Palakkad	0	4	0	4	0.0	100.0	0.0	100.0
Pathanamthitta	1	3	0	4	25.0	75.0	0.0	100.0
Thiruvananthapuram	1	4	0	5	20.0	80.0	0.0	100.0
Thrissur	0	5	0	5	0.0	100.0	0.0	100.0
Wayanad	0	2	0	2	0.0	100.0	0.0	100.0
<b>Total</b>	<b>2</b>	<b>47</b>	<b>1</b>	<b>50</b>	<b>4.0</b>	<b>94.0</b>	<b>2.0</b>	<b>100.0</b>

by 3 percent employed in public/private/migrant categories (Table 8.44). Nearly 10 percent of the respondents have no other source of income, the heads of the households included under these categories are unemployed, sick, disabled and old. Thus, the study reveals that nearly three-fourth of the respondents considered MGNREGS as a subsidiary source of income.

Under the economic background, information about respondents' household income was also collected and is presented in table 8.45. The monthly income of more than half of the respondents (54.7 percent) is less than Rs. 1,000 indicating the poor situation of the respondents. The monthly income of those who are earning Rs. 1,001 and above and less than Rs. 2,000 constituted 24.6 percent of the respondents. Fourteen percent of the households earn Rs. 2,000 to Rs. 5,000 showing that most of the households belong to BPL category. The data also showed that the number of households earning more than Rs. 5,001 is very

low (3.8 percent) in the selected study area.

### Employment, Wages and Working Conditions

Table 8.46 gives information about the employment pattern of the MGNREGS workers. Out of 212 respondents, 157 (74.06 percent) relied on land development works or agriculture-related works, followed by 134 (63.20 percent) on cleaning and maintenance of roads. District-wise analysis showed that in Idukki, Palakkad and Thiruvananthapuram higher proportion of MGNREGS workers engaged in waste disposal. It reveals that the major problem of implementation of MGNREGS work is shortage of public land. So, the land development activities mostly benefit the individual land owner more than the society at large.

Due to the problem of less working days in MGNREGS, 32 percent of the respondents reported that they were engaged in other activities such as agriculture, construction and others. Majority of the respondents who worked in other activities

**Table 8.32**  
**Delay in Payment of Wages to Beneficiaries**

District	One week	Two weeks	Three weeks	More than three weeks	Total	One week %	Two weeks %	Three weeks %	More than three weeks %	Total %
Alappuzha	0	0	4	0	4	0.0	0.0	100.0	0.0	100.0
Ernakulam	2	0	2	0	4	50.0	0.0	50.0	0.0	100.0
Idukki	0	0	0	1	1	0.0	0.0	0.0	100	100.0
Kannur	3	0	0	0	3	100.0	0.0	0.0	0.0	100.0
Kasaragode	0	2	1	0	3	0.0	66.67	33.33	0.0	100.0
Kollam	1	2	1	0	4	25.0	50.0	25.0	0.0	100.0
Kottayam	1	2	1	0	4	25.0	50.0	25.0	0.0	100.0
Kozhikode	0	0	1	2	3	0.0	0.0	33.33	66.67	100.0
Malappuram	1	0	3	0	4	25.0	0.0	75.0	0.0	100.0
Palakkad	3	1	0	0	4	75.0	25.0	0.0	0.0	100.0
Pathanamthitta	0	3	1	0	4	0.0	75.0	25.0	0.0	100.0
Trivandrum	0	3	2	0	5	0.0	60.0	40.0	0.0	100.0
Thrissur	2	2	1	0	5	40.0	40.0	20.0	0.0	100.0
Wayanad	0	0	1	1	2	0.0	0.0	50.0	50.0	100.0
<b>Total</b>	<b>13</b>	<b>15</b>	<b>18</b>	<b>4</b>	<b>50</b>	<b>26.0</b>	<b>30</b>	<b>36.0</b>	<b>8.0</b>	<b>100.0</b>

**Table 8.33**  
**Assets created in Sample Grama Panchayats**

District	Yes	No	Total	Yes%	No%	Total%
Alappuzha	3	1	4	75.0	25.0	100.0
Ernakulam	0	4	4	0.0	100.0	100.0
Idukki	0	1	1	0.0	100.0	100.0
Kannur	1	2	3	33.33	66.67	100.0
Kasaragode	2	1	3	66.67	33.33	100.0
Kollam	1	3	4	25.0	75.0	100.0
Kottayam	1	3	4	25.0	75.0	100.0
Kozhikode	2	1	3	66.67	33.33	100.0
Malappuram	0	4	4	0.0	100.0	100.0
Palakkad	3	1	4	75.0	25.0	100.0
Pathanamthitta	0	4	4	0.0	100.0	100.0
Thiruvananthapuram	1	4	5	20.0	80.0	100.0
Thrissur	3	2	5	60.0	40.0	100.0
Wayanad	1	1	2	50.0	50.0	100.0
<b>Total</b>	<b>18</b>	<b>32</b>	<b>50</b>	<b>36.0</b>	<b>64.0</b>	<b>100.0</b>

**Table 8.34**  
**Nature of Works Executed**

<i>District</i>	<i>Public Works</i>	<i>Both Public and Private Works</i>	<i>Total</i>	<i>Public Works%</i>	<i>Both public and Private Works%</i>	<i>Total%</i>
Alappuzha	1	3	4	25.0	75.0	100.0
Ernakulam	0	4	4	0.0	100.0	100.0
Idukki	0	1	1	0.0	100.0	100.0
Kannur	1	2	3	33.3	66.7	100.0
Kasaragode	0	3	3	0.0	100.0	100.0
Kollam	1	3	4	25.0	75.0	100.0
Kottayam	1	3	4	25.0	75.0	100.0
Kozhikode	0	3	3	0.0	100.0	100.0
Malappuram	0	4	4	0.0	100.0	100.0
Palakkad	3	1	4	75.0	25.0	100.0
Pathanamthitta	1	3	4	25.0	75.0	100.0
Thiruvananthapuram	2	3	5	40.0	60.0	100.0
Thrissur	0	5	5	0.0	100.0	100.0
Wayanad	0	2	2	0.0	100.0	100.0
<b>Total</b>	<b>10</b>	<b>40</b>	<b>50</b>	<b>20.0</b>	<b>80.0</b>	<b>100.0</b>

come under agriculture which constitutes 64.18 percent (Table 8.50) from which they earned average daily wage of 233. Those who were engaged in construction (16.42 percent) earned Rs. 354 and from other activities they earned Rs. 342 (Table 8.50). Wages earned from MGNREGS was much lower when compared to these wages earned by them. Wages in some activities are double as compared to NREGS. Due to this reason, most of the male workers were not interested to work in this scheme.

Mates have a crucial role in MGNREGS implementation. Most of the work including planning stage, especially neighbourhood planning, work execution, supervision, maintenance of attendance, keeping of records etc and all step-by-step procedures for the commencement of work were mate-centered. Majority of the workers have not adequate information about the provisions of the Act, and it is the duty of the mate to give adequate

information to the MGNREGS workers. Therefore a mate always shares working relationship with Panchayat President, Secretary and Ward Member. Thus the workers clear the doubts and ask for their requirements to Members and the mates. The study tried to identify the behaviour of the mate. Ninety-nine percent of the respondents reported that the behaviour of mate was cordial and the rest one percent reported unsatisfactory and they also reported harassment from mate (Table 8.51). Some of the unsatisfactory respondents reported there was high political intervention in MGNREGS work. They were mostly political party representatives in Grama Sabha, who selected works and workers of their own choice with the help of the mate. The study also tried to identify the health conditions of MGNREGS beneficiaries. 96.7 percent reported that they were able to do manual work and rest 3.3 percent reported they were not able to do this work.

**Table 8.35**  
**Category of Public Works Executed**

<i>District</i>	<i>Irrigation works</i>	<i>Rural connectivity works</i>	<i>Both</i>	<i>Others</i>	<i>Total</i>	<i>Irrigation works %</i>	<i>Rural connectivity works %</i>	<i>Both %</i>	<i>Others %</i>	<i>Total %</i>
Alappuzha	4	0	0	0	4	100.0	0.0	0.0	0.0	100.0
Ernakulam	3	0	0	0	3	100.0	0.0	0.0	0.0	100.0
Idukki	0	1	0	0	1	0.0	100.0	0.0	0.0	100.0
Kannur	0	3	0	0	3	0.0	100.0	0.0	0.0	100.0
Kasaragode	1	1	0	0	2	50.0	50.0	0.0	0.0	100.0
Kollam	3	1	0	0	4	75.0	25.0	0.0	0.0	100.0
Kottayam	2	0	1	0	3	66.67	0.0	33.33	0.0	100.0
Kozhikode	0	0	2	1	3	0.0	0.0	66.67	33.33	100.0
Malappuram	0	0	4	0	4	0.0	0.0	100.0	0.0	100.0
Palakkad	2	0	2	0	4	50.0	0.0	50.0	0.0	100.0
Pathanamthitta	0	4	0	0	4	0.0	100.0	0.0	0.0	100.0
Thiruvananthapuram	0	0	2	3	5	0.0	0.0	40.0	60.0	100.0
Thrissur	0	5	0	0	5	0.0	100.0	0.0	0.0	100.0
Wayanad	1	0	1	0	2	50.0	0.0	50.0	0.0	100.0
<b>Total</b>	<b>16</b>	<b>15</b>	<b>12</b>	<b>4</b>	<b>47</b>	<b>34.04</b>	<b>31.91</b>	<b>25.53</b>	<b>8.51</b>	<b>100.00</b>

## Interest in MGNREGS

The beneficiaries were also asked about the interest in MGNREGS work (Table 8.53). Ninety-five percent of respondents reported that they were interested in it and rest 5 percent said that they were not interested. Those who have interest to work in this programme reported that they consider it as a permanent job. Majority of the respondents were female workers. They were not much depending on the MGNREGS. 11.4 percent of the females reported that their interest is because of attractive salary (Table 8.54). This group mostly comes from families where women are not allowed to go out for work as it has high status to earn attractive government salary. 18.8 percent reported they were interested because it is considered as moderate work and 12.9 percent reported that it has good environment to work. The respondents included the elderly workers both male and female, who were not able to go for daily wage labour. The respondents were asked about the harassment at worksite. Ninety-seven percent of the respondents

reported that there was no harassment in worksite and rest 3 percent reported that they faced some kind of sexual and political harassment at worksite (Table 8.55 and Table 8.56).

## Savings and Consumption

Regarding information about savings, 58 percent of the respondents did not answer because they feared that by acknowledging an improvement in their income, they may lose out their benefits in future; rest of 16.04 percent reported they have annual savings below Rs. 1,000, nearly 10 percent reported savings ranging between 1,001 and 2,000 and so on (Table 8.57). This reveals that there was slight increase in additional income from MGNREGS.

Table 8.58 shows the expenditure pattern of respondents. It is evident from the table that out of 212 respondents, nearly 65 percent of workers spend their income for family purpose. The data revealed that one of the major benefits from MGNREGS income is that it has been utilised for children's education and health. Thirty percent of

**Table 8.36**  
**Interference in Work Allotment**

District	GP Secretary	President	GP Committee	Others	Total	GP Secretary %	President Committee %	GP %	Others %	Total %
Alappuzha	0	4	0	0	4	0	100	0	0	100
Ernakulam	2	2	0	0	4	50	50	0	0	100
Idukki	1	0	0	0	1	100	0	0	0	100
Kannur	3	0	0	0	3	100	0	0	0	100
Kasaragode	0	3	0	0	3	0	100	0	0	100
Kollam	0	1	2	1	4	0	25	50	25	100
Kottayam	2	2	0	0	4	50	50	0	0	100
Kozhikode	1	0	0	2	3	33.33	0	0	66.67	100
Malappuram	0	0	4	0	4	0	0	100	0	100
Palakkad	1	1	1	1	4	25	25	25	25	100
Pathanamthitta	1	0	3	0	4	25	0	75	0	100
Trivandrum	1	0	1	3	5	20	0	20	60	100
Thrissur	5	0	0	0	5	100	0	0	0	100
Wayanad	1	0	1	0	2	50	0	50	0	100
<b>Total</b>	<b>18</b>	<b>13</b>	<b>12</b>	<b>7</b>	<b>50</b>	<b>36</b>	<b>26</b>	<b>24</b>	<b>14</b>	<b>100</b>

**Table 8.37**  
**Problems faced by MGNREGS Staff**

District	Low Wages (N=50)	Shortage of work (N=50)	Shortage of Staff (N=50)	Lack of Vehicles (N=50)	Shortage of materi- (N=50)	Improper work (N=50)	Lack of funds (N=50)	Others (N=50)
Alappuzha	0	0	4	0	0	0	4	4
Ernakulam	4	3	0	0	0	1	0	3
Idukki	1	0	0	0	0	1	0	0
Kannur	2	0	0	0	0	0	0	3
Kasaragode	2	1	1	2	0	0	1	2
Kollam	4	1	0	0	0	0	0	1
Kottayam	1	4	0	0	0	2	0	1
Kozhikode	1	0	0	0	1	0	0	2
Malappuram	1	1	0	0	0	0	0	3
Palakkad	2	0	2	0	0	2	0	1
Pathanamthitta	0	0	0	0	0	0	0	0
Thiruvanantha- puram	1	3	2	0	2	2	0	0
Thrissur	2	0	3	0	0	0	1	3
Wayanad	3	0	1	0	0	1	0	1
<b>Total</b>	<b>24</b> <b>(48%)</b>	<b>13</b> <b>(26%)</b>	<b>13</b> <b>(26%)</b>	<b>2</b> <b>(4%)</b>	<b>3</b> <b>(6%)</b>	<b>9</b> <b>(18%)</b>	<b>6</b> <b>(12%)</b>	<b>24</b> <b>(48%)</b>

workers reported that they could spend MGNREGS income on children's education and 19.34 percent spent it on medical treatment. In addition to this, significant amount of additional income was also spent on food expenses (16 percent). This shows the poor socio-economic condition of these families and also the livelihood security provided for such families. The data also revealed that 1.42 percent was spent on loan payment. This revealed that MGNREGS income also helps to reduce indebtedness of some of the beneficiaries.

Out of 212 sample respondents, 144 (69 percent) possess land, 38 (17.2 percent) possess some kind of livestock, 14 (6.7 percent) are owning petty trade and 16 (13.3 percent) possessing other minor assets (Table 8.59).

### Perceptions of Beneficiaries

The details presented in table 8.60 regarding

the perception of beneficiaries on the role of GP in the implementation of MGNREGS show that majority of them (88 percent) expressed satisfaction on the action taken by GPs in this regard. But 12 percent of the beneficiaries expressed negative opinion. Regarding selection of workers also, nearly 92 percent of the respondents have expressed good opinion (Table 8.61). Similarly, almost the same proportion of beneficiaries (92 percent) are very much satisfied with the nature of work under MGNREGS (Table 8.62). With regard to the work load, 79 percent of respondents viewed it as good/satisfactory while 21 percent viewed that there was huge work load (Table 8.63). Regarding the wages, nearly 75 percent of respondents viewed it as poor; it was especially so with regard to the respondents in Idukki, Kannur, Malappuram and Wayanad (Table 8.64). Regarding the mode of payment, 93 percent of the respondents expressed

**Table 8.38**  
**Suggestions to Improve the Scheme**

<i>District</i>	<i>Increase wages and honorarium</i> (N=50)	<i>More attention in productive sector</i> (N=50)	<i>Panchayat level cordination</i> (N=50)	<i>Increase male participation</i> (N=50)	<i>Need Vehicles and other facilities for site supervision</i> (N=50)	<i>Need other facilities</i> (N=50)
Alappuzha	0	0	0	0	0	4
Ernakulam	5	1	0	4	0	3
Idukki	2	1	1	0	0	0
Kannur	6	2	0	1	0	0
Kasaragode	4	3	2	0	2	2
Kollam	3	1	0	0	0	2
Kottayam	4	2	1	0	0	0
Kozhikode	1	0	2	0	0	2
Malappuram	4	2	0	0	0	2
Palakkad	4	2	0	0	0	1
Pathanamthitta	3	0	0	0	0	0
Thiruvananthapuram	6	3	1	0	0	1
Thrissur	3	1	2	0	0	0
Wayanad	3	2	1	0	0	0
<b>Total</b>	<b>48</b>	<b>20</b>	<b>10</b>	<b>5</b>	<b>2</b>	<b>17</b>

**Table 8.39**  
**Sex-wise Composition of Respondents**

<i>District</i>	<i>Male</i>	<i>Female</i>	<i>All</i>	<i>Male%</i>	<i>Female%</i>	<i>Total%</i>
Alappuzha	0	4	4	0.0	100.0	100.0
Ernakulam	2	18	20	10.0	90.0	100.0
Idukki	1	4	5	20.0	80.0	100.0
Kannur	0	15	15	0.0	100.0	100.0
Kasaragode	2	14	16	12.5	87.5	100.0
Kollam	1	19	20	5.0	95.0	100.0
Kottayam	0	20	20	0.0	100.0	100.0
Kozhikode	1	10	11	9.1	90.9	100.0
Malappuram	2	18	20	10.0	90.0	100.0
Palakkad	0	17	17	0.0	100.0	100.0
Pathanamthitta	0	10	10	0.0	100.0	100.0
Thiruvananthapuram	0	21	21	0.0	100.0	100.0
Thrissur	2	23	25	8.0	92.0	100.0
Wayanad	2	6	8	25.0	75.0	100.0
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>6.1</b>	<b>93.9</b>	<b>100.0</b>

**Table 8.40 Age wise Distribution of Respondents**

<i>Age Group</i>	<i>Male</i>	<i>Female</i>	<i>All</i>	<i>Male%</i>	<i>Female%</i>	<i>Total%</i>
20-29	0	6	6	0.0	3.0	2.8
30-39	2	65	67	15.4	32.7	31.6
40-49	5	71	76	38.5	35.7	35.8
50-59	0	39	39	0.0	19.6	18.4
60-70	6	18	24	46.2	9.0	11.3
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.41  
Marital Status**

<i>Marital status</i>	<i>Male</i>	<i>Female</i>	<i>All</i>	<i>Male%</i>	<i>Female%</i>	<i>Total%</i>
Single	0	7	7	0.0	3.5	3.3
Married	13	176	189	100.0	88.4	89.2
Widow	0	12	12	0.0	6.0	5.7
Divorced	0	2	2	0.0	1.0	0.9
Seperated	0	2	2	0.0	1.0	0.9
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.42  
Category of Beneficiaries**

<i>Category</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male%</i>	<i>Female%</i>	<i>Total%</i>
APL	3	67	70	23.1	33.7	33.0
BPL	10	132	142	76.9	66.3	67.0
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.43  
Year of Registration**

<i>Year of Registration</i>	<i>Number</i>	<i>Percent</i>
2005	5	2.4
2006	9	4.2
2007	20	9.4
2008	127	59.9
2009	30	14.2
2010	10	4.7
2011	11	5.2
<b>Total</b>	<b>212</b>	<b>100.0</b>

**Table 8.44**  
**Occupational Pattern of Head of the Family**

<i>Occupation</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male%</i>	<i>Female%</i>	<i>Total%</i>
Self-employed	3	24	27	23.1	12.1	12.7
Casual employee	8	109	117	61.5	54.8	55.2
Govt employee	0	1	1	0.0	0.5	0.5
Private employee	0	4	4	0.0	2.0	1.9
Migrant	0	2	2	0.0	1.0	0.9
Unemployed	0	1	1	0.0	0.5	0.5
Unemployed	1	0	1	7.7	0.0	0.5
Permanently sick	0	7	7	0.0	3.5	3.3
Disabled	0	3	3	0.0	1.5	1.4
Old	0	8	8	0.0	4.0	3.8
Others	1	40	41	7.7	20.1	19.3
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.45**  
**Monthly Income**

<i>Monthly Income</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male%</i>	<i>Female%</i>	<i>Total%</i>
0	0	6	6	0.0	3.0	2.8
1-500	4	50	54	30.8	25.1	25.5
501-1000	2	60	62	15.4	30.2	29.2
1001-1500	2	31	33	15.4	15.6	15.6
1501-2000	1	18	19	7.7	9.0	9.0
2001- 5000	3	27	30	23.1	13.6	14.2
>5001	1	7	8	7.7	3.5	3.8
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.46**  
**Employment Pattern of Respondents**

<i>District</i>	<i>Cleaning Roads (N=212)</i>	<i>Cleaning Ponds/Canals (N=212)</i>	<i>Land Development (N=212)</i>	<i>Cleaning Drainage (N=212)</i>	<i>Waste Disposal (N=212)</i>	<i>Others (N=212)</i>
Alappuzha	1	2	7	3	0	0
Ernakulam	15	9	25	2	0	0
Idukki	5	1	5	0	3	0
Kannur	14	3	0	12	0	0
Kasaragode	10	4	18	4	0	0
Kollam	8	12	6	13	0	1
Kottayam	14	7	14	3	0	0
Kozhikode	11	7	9	3	0	0
Malappuram	14	4	16	1	0	1
Palakkad	10	15	8	12	5	0
Pathanamthitta	6	2	8	3	0	0
Thiruvananthapuram	13	18	12	3	3	0
Thrissur	9	0	21	1	0	2
Wayanad	4	0	8	0	0	0
<b>Total</b>	<b>134</b>	<b>84</b>	<b>157</b>	<b>60</b>	<b>11</b>	<b>4</b>

**Table 8.47**  
**Delay in Getting Wages**

<i>Delay in getting wages</i>	<i>Number</i>	<i>percent</i>
Yes	68	32.08
No	144	67.92
<b>Total</b>	<b>212</b>	<b>100.0</b>

**Table 8.48**  
**Period of Delay**

<i>Period of Delay</i>	<i>Number</i>	<i>Percent</i>
Less than two weeks	12	17.65
Two to four weeks	29	42.65
Four to six weeks	18	26.47
Six weeks and above	9	13.24
<b>Total</b>	<b>68</b>	<b>100.0</b>

**Table 8.49**  
**Engaged in other works**

<i>Other work</i>	<i>Number</i>	<i>Percent</i>
Yes	67	31.6
No	145	68.4
<b>Total</b>	<b>212</b>	<b>100.0</b>

**Table 8.50**  
**Category of other Works (excluding MGNREGS)**

<i>Category of work</i>	<i>Number</i>	<i>Percent</i>	<i>Average Daily Wage</i>
Agriculture	43	64.18	233.49
Construction	11	16.42	354.55
Others	13	19.4	342.31
<b>Total</b>	<b>67</b>	<b>100</b>	<b>274.48</b>

**Table 8.51. Behaviour of Mate**

<i>Behaviour of Mate</i>	<i>Number</i>	<i>percent</i>
Discouraging	1	0.47
Cordial	210	99.06
Harassment	1	0.47
<b>Total</b>	<b>212</b>	<b>100</b>

**Table 8.52 Health conditions of Workers**

<i>Health to do manual work</i>	<i>Number</i>	<i>percent</i>
Yes	205	96.7
No	7	3.3
<b>Total</b>	<b>212</b>	<b>100</b>

**Table 8.53 Interest of work of Beneficiaries**

<i>Whether interested to Work continuously</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male (%)</i>	<i>Female (%)</i>	<i>Total (%)</i>
Yes	9	193	202	69.2	97.0	95.3
No	4	6	10	30.8	3.0	4.7
<b>Total</b>	<b>13</b>	<b>199</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.54 Purpose of Interest**

<i>Reasons to work</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male (%)</i>	<i>Female (%)</i>	<i>Total (%)</i>
Permanent job	5	95	100	55.6	49.2	49.5
Attractive salary		23	23	0.0	11.9	11.4
Moderate work	3	35	38	33.3	18.1	18.8
Good environment to work	1	25	26	11.1	13.0	12.9
Others		15	15	0.0	7.8	7.4
<b>Total</b>	<b>9</b>	<b>193</b>	<b>202</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Table 8.55 .  
Harrassment in Worksite**

<i>Harassment at work place</i>	<i>Number</i>	<i>Percent</i>
Yes	6	2.83
No	206	97.17
<b>Total</b>	<b>212</b>	<b>100</b>

**Table 8.56 Type of Harrassment**

<i>Details of Harassment at Work Place</i>	<i>Number</i>	<i>Percent</i>
Not reported	2	33.33
Sexual harassment	3	50.00
Political interference	1	16.67
<b>Total</b>	<b>6</b>	<b>100</b>

**Table 8.57. Savings of Respondents**

<i>Savings</i>	<i>Number</i>	<i>Percent</i>
0	123	58.02
1-1000	34	16.04
1001-2000	21	9.91
2001-3000	10	4.72
3001-4000	4	1.89
4001-5000	3	1.42
5001-10000	11	5.19
10000 plus	6	2.83
<b>Total</b>	<b>212</b>	<b>100</b>

**Table 8.58 Purpose of Expenditure**

<i>Expenditure Items (N=212)</i>	<i>Number</i>	<i>percent</i>
Nil	14	6.6
Family purpose	138	69.9
Children's education	62	31.31
Clothes	22	11.11
Medical treatment	41	20.7
Food expense	34	17.17
Day-to-day expense	9	4.54
Own needs	5	2.52
Loan Repayment	3	1.42
Others	3	1.42

**Table 8.59  
Assets of Respondents**

<i>Assets</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Male(%)</i>	<i>Female(%)</i>	<i>Total(%)</i>
Possessing land	8	136	144	53.3	69.0	67.9
Possessing livelihood	4	34	38	26.7	17.2	17.9
Having petty trade	1	13	14	6.7	6.6	6.6
Possessing other Assets	2	14	16	13.3	7.2	7.6
<b>Total</b>	<b>15</b>	<b>197</b>	<b>212</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

satisfaction (Table 8.65). Most of the wages were paid only through bank accounts. Some districts like Idukki, Kollam, Kozhikode and Wayanad reported the wage payment as poor. Problem of delay in getting wages was also reported. It is known from majority of respondents (98 percent) that supervision and monitoring of the MGNREGS work are very effective (Table 8.66). 72.6 percent of the respondents reported that interference of elected representatives was very high (Table 8.67).

### Conclusion

The above analysis may be concluded with the following observations. Due to the high incidence of poverty, members of the households especially women are joining the MGNREGS. In majority of GPs, the selection of mate was made from Kudumbasree units. The rest of them are selected on the basis of work experience, educa-

tional qualifications and other criteria. Regarding the monitoring of the works, the study found that monitoring by majority of GPs is not effective. Female workers constitute 94 percent of the total workers in the scheme. Majority of the workers also belong to BPL families (62 percent). A number of factors have contributed to unsatisfactory implementation of MGNREGS. They are shortage of administration and other categories of staff, huge drop-out of temporary data entry operators, excessive intervention of local political functionaries, selection of unsuitable works by members of the GP and ineffective monitoring of the scheme. The hours of work per day in GPs in different districts varied between 8 to 6 hours. There was also delay in processing the salary bills and payments.

Eighty percent of the GPs reported that they execute both public as well as private works. On the other hand 20 percent executed only public

**Table 8.60**  
**Role of Grama Panahcyat**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory %</i>	<i>Poor %</i>	<i>All%</i>
Alappuzha	4	0	4	100.00	0.00	100.00
Ernakulam	20	0	20	100.00	0.00	100.00
Idukki	5	0	5	100.00	0.00	100.00
Kannur	15	0	15	100.00	0.00	100.00
Kasaragode	10	6	16	62.50	37.50	100.00
Kollam	19	1	20	95.00	5.00	100.00
Kottayam	18	2	20	90.00	10.00	100.00
Kozhikode	11	0	11	100.00	0.00	100.00
Malappuram	5	15	20	25.00	75.00	100.00
Palakkad	17	0	17	100.00	0.00	100.00
Pathanamthitta	10	0	10	100.00	0.00	100.00
Thiruvananthapuram	21	0	21	100.00	0.00	100.00
Thrissur	25	0	25	100.00	0.00	100.00
Wayanad	8	0	8	100.00	0.00	100.00
<b>Total</b>	<b>188</b>	<b>24</b>	<b>212</b>	<b>88.68</b>	<b>11.32</b>	<b>100.00</b>

**Table 8.61**  
**Selection of Workers**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory %</i>	<i>Poor %</i>	<i>All%</i>
Alappuzha	3	1	4	75.00	25.00	100.00
Ernakulam	13	7	20	65.00	35.00	100.00
Idukki	5	0	5	100.00	0.00	100.00
Kannur	15	0	15	100.00	0.00	100.00
Kasaragode	15	1	16	93.75	6.25	100.00
Kollam	20	0	20	100.00	0.00	100.00
Kottayam	20	0	20	100.00	0.00	100.00
Kozhikode	11	0	11	100.00	0.00	100.00
Malappuram	19	1	20	95.00	5.00	100.00
Palakkad	17	0	17	100.00	0.00	100.00
Pathanamthitta	10	0	10	100.00	0.00	100.00
Thiruvananthapuram	19	2	21	90.48	9.52	100.00
Thrissur	25	0	25	100.00	0.00	100.00
Wayanad	3	5	8	37.50	62.50	100.00
<b>Total</b>	<b>195</b>	<b>17</b>	<b>212</b>	<b>91.98</b>	<b>8.02</b>	<b>100.00</b>

**Table 8.62 Nature of Work**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory %</i>	<i>Poor %</i>	<i>All%</i>
Alappuzha	4	0	4	100.0	0.0	100.0
Ernakulam	14	6	20	70.0	30.0	100.0
Idukki	5	0	5	100.0	0.0	100.0
Kannur	15	0	15	100.0	0.0	100.0
Kasaragode	16	0	16	100.0	0.0	100.0
Kollam	20	0	20	100.0	0.0	100.0
Kottayam	20	0	20	100.0	0.0	100.0
Kozhikode	10	1	11	90.9	9.1	100.0
Malappuram	13	7	20	65.0	35.0	100.0
Palakkad	17	0	17	100.0	0.0	100.0
Pathanamthitta	10	0	10	100.0	0.0	100.0
Thiruvananthapuram	19	2	21	90.5	9.5	100.0
Thrissur	25	0	25	100.0	0.0	100.0
Wayanad	6	2	8	75.0	25.0	100.0
<b>Total</b>	<b>194</b>	<b>18</b>	<b>212</b>	<b>91.5</b>	<b>8.5</b>	<b>100.0</b>

**Table 8.63 Work Load**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory (%)</i>	<i>Poor (%)</i>	<i>All (%)</i>
Alappuzha	1	3	4	25	75	100
Ernakulam	11	9	20	55	45	100
Idukki	0	5	5	0	100	100
Kannur	15	0	15	100	0	100
Kasaragode	5	11	16	31.3	68.8	100
Kollam	15	5	20	75	25	100
Kottayam	14	6	20	70	30	100
Kozhikode	10	1	11	90.9	9.1	100
Malappuram	18	2	20	90	10	100
Palakkad	17	0	17	100	0	100
Pathanamthitta	10	0	10	100	0	100
Thiruvananthapuram	18	3	21	85.7	14.3	100
Thrissur	25	0	25	100	0	100
Wayanad	8	0	8	100	0	100
<b>Total</b>	<b>167</b>	<b>45</b>	<b>212</b>	<b>78.8</b>	<b>21.2</b>	<b>100</b>

**Table 8.64 Wages**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory%</i>	<i>Poor%</i>	<i>All%</i>
Alappuzha	4	0	4	100	0	100
Ernakulam	8	12	20	40	60	100
Idukki	0	5	5	0	100	100
Kannur	0	15	15	0	100	100
Kasaragode	8	8	16	50	50	100
Kollam	1	19	20	5	95	100
Kottayam	10	10	20	50	50	100
Kozhikode	2	9	11	18.2	81.8	100
Malappuram	0	20	20	0	100	100
Palakkad	8	9	17	47.1	52.9	100
Pathanamthitta	2	8	10	20	80	100
Thiruvananthapuram	10	11	21	47.6	52.4	100
Thrissur	1	24	25	4	96	100
Wayanad	0	8	8	0	100	100
<b>Total</b>	<b>54</b>	<b>158</b>	<b>212</b>	<b>25.5</b>	<b>74.5</b>	<b>100</b>

**Table.8.65 Mode of Payment**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory %</i>	<i>Poor %</i>	<i>All %</i>
Alappuzha	4	0	4	100	0	100
Ernakulam	20	0	20	100	0	100
Idukki	1	4	5	20	80	100
Kannur	15	0	15	100	0	100
Kasaragode	16	0	16	100	0	100
Kollam	15	5	20	75	25	100
Kottayam	20	0	20	100	0	100
Kozhikode	7	4	11	63.6	36.4	100
Malappuram	20	0	20	100	0	100
Palakkad	17	0	17	100	0	100
Pathanamthitta	10	0	10	100	0	100
Thiruvananthapuram	21	0	21	100	0	100
Thrissur	25	0	25	100	0	100
Wayanad	5	3	8	62.5	37.5	100
<b>Total</b>	<b>196</b>	<b>16</b>	<b>212</b>	<b>92.5</b>	<b>7.5</b>	<b>100</b>

**Table 8.66**  
**Supervision and Monitoring**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory(%)</i>	<i>Poor(%)</i>	<i>All(%)</i>
Alappuzha	4	0	4	100	0	100
Ernakulam	20	0	20	100	0	100
Idukki	5	0	5	100	0	100
Kannur	15	0	15	100	0	100
Kasaragode	13	3	16	81.25	18.75	100
Kollam	20	0	20	100	0	100
Kottayam	20	0	20	50	0	100
Kozhikode	10	1	11	181.82	9.09	100
Malappuram	20	0	20	85	0	100
Palakkad	17	0	17	58.82	0	100
Pathanamthitta	10	0	10	210	0	100
Thiruvananthapuram	21	0	21	119.05	0	100
Thrissur	25	0	25	32	0	100
Wayanad	8	0	8	100	0	100
<b>Total</b>	<b>208</b>	<b>4</b>	<b>212</b>	<b>98.11</b>	<b>1.89</b>	<b>100</b>

**Table 8.67**  
**Political Intervention**

<i>District</i>	<i>Good/ Satisfactory</i>	<i>Poor</i>	<i>All</i>	<i>Good/ Satisfactory%</i>	<i>Poor%</i>	<i>All%</i>
Alappuzha	4	0	4	100.0	0.0	100
Ernakulam	3	17	20	15.0	85.0	100
Idukki	0	5	5	0.0	100.0	100
Kannur	4	11	15	26.7	73.3	100
Kasaragode	5	11	16	31.3	68.8	100
Kollam	10	10	20	50.0	50.0	100
Kottayam	2	18	20	10.0	90.0	100
Kozhikode	7	4	11	63.6	36.4	100
Malappuram	0	20	20	0.0	100.0	100
Palakkad	12	5	17	70.6	29.4	100
Pathanamthitta	2	8	10	20.0	80.0	100
Thiruvananthapuram	6	15	21	28.6	71.4	100
Thrissur	0	25	25	0.0	100.0	100
Wayanad	3	5	8	37.5	62.5	100
<b>Total</b>	<b>58</b>	<b>154</b>	<b>212</b>	<b>27.4</b>	<b>72.6</b>	<b>100</b>

works. A major category of works executed under the scheme by GPs relates to irrigation-related activities like cleaning canals, ponds, desilting of tanks, renovation of traditional water bodies and minor irrigation works. The second category of works belongs to rural connectivity such as construction of roads, culverts, foot path, road dressing and road works. The third category of works are cleaning of school premises, waste disposal, sea-shore cleaning and land development works.

Due to wide difference in the wages of MGNREGS and market rate for casual workers, the male workers are not interested in joining the scheme. Of the total workers, the share of male workers was 6 percent. It is reported that

majority of the female workers in the scheme earn a monthly income less than Rs. 1,000 per month. Though the target of MGNREGS is to provide 100 days employment per family per year, the GPs were able to provide only 58 days per year. The female workers spend their income from the scheme for domestic purposes, consumption, education of children and medical treatment of family members. Though the workers expressed satisfaction about the selection of workers, nature of work, work load, other conditions of work and mode of payment, they are dissatisfied about the wage rate. Three-fourth of the workers consider the wage rate as very low.

# 9

## Summary and Recommendations

### **Context, Objectives and Sources of Data**

As per the Kerala Panchayat Raj Act 1994, the State Government had transferred certain powers and functions to the three-tier panchayats viz., Grama, Block and District. Between 1995 and 2001, the State Government had transferred a number of institutions functioning at village level to the Grama Panchayats. The institutions transferred to Grama Panchayats are Krishi Bhavans, Veterinary hospitals and Sub-centres, Day Care Centres, Anganwadis, Balwadis, Nursery Schools, Primary Health Centres, Dispensaries and Hospitals, Government Lower Primary Schools etc. The responsibility for formulation and implementation of Annual Plans, implementation of Pension and Welfare Schemes and Centrally-sponsored schemes like MGNREGS were entrusted with Grama Panchayats. In this context, the study examines the service delivery of Grama Panchayats.

The objective of the study is to examine the effectiveness of service delivery of Grama Panchayats in Kerala. The study examines the mandatory and civic functions, implementation of the pension and welfare schemes, maintenance of assets and

delivery of services of transferred institutions to Grama Panchayats namely Veterinary hospitals, public health institutions, Lower Primary Schools and Anganwadis and performance of MGNREGS. Based on the study, suggestions are put forward to improve the service delivery. Data for the study were mainly collected from 50 sample GPs belonging to all the districts in Kerala using interview schedules.

The study is mainly based on the primary data collected from 50 sample Grama Panchayats belonging to all districts in the State. To study the effectiveness of service delivery system, we used fourteen interview schedules on different aspects such as the mandatory and civic functions, pension and welfare schemes, delivery of services of different transferred institutions, performance and implementation of MGNREGS etc. An analysis of the profile of the sample GPs gives the following findings: Majority of the GPs had an area above 15 sq.km and had urban proximity. The GPs have, on an average, 17 Wards and the literacy rate is around 90 percent. Agriculture and allied activities such as forestry and fishing is the main occupation of the rural people. Nearly 42 percent of the people belonged to the category of BPL, a norm

used by the State Government to give benefits to poor people. The incidence of out-migration and emigration is high in the GPs. The Kudumbasree, a poverty eradication and women empowerment programme, is well established in all sample GPs.

### **Delivery of Mandatory and Civic Services**

The study examined the mandatory and civic services delivered by the GPs based on the data collected from 50 sample GPs. The major findings are given below: The GP issues certificates like birth, death and marriage, permission to construct houses and buildings and permits to start factories, workshops, shops, other commercial establishments, business units etc. A review of the item-wise mandatory functions revealed that for issuing the birth, death and marriage certificates, the average number of days required ranged from 4 to 8 days. The average number of days required for processing the applications and issue of permits for constructing houses, compound walls, other buildings etc. was 18 days. For issuing the permission to start factories and workshops, the average number of days required is 26. An examination of the number of days required to issue 33 certificates revealed that except the one for giving permission to start factories, workshops and property tax appeals, there is not much delay in the issue of other certificate.

On the other hand, a review of the performance of civic functions like protection and maintenance of water sources, wells, disposal of solid wastes, steps to prevent spread of diseases, construction and maintenance of waiting sheds, comfort stations, burial ground etc. revealed that the performance is unsatisfactory. The study found that 40 percent of the GPs are not taking any steps to protect drinking water sources and wells. Majority of the GPs reported that they are not taking serious steps to dispose the solid waste especially in public markets and shopping centres. Nearly half of the GPs told us that they are not taking steps to prevent the communicable diseases. Ninety percent of the GPs have not taken steps to prevent the sale of contaminated food products. Seventy-eight percent of GPs were not conducting

health inspections in hotels. Performance of other civic functions like maintenance of burial ground, providing parking place for vehicles, constructing waiting sheds and public comfort stations, was also poor. Majority of GPs reported that they do not have burial grounds (86 percent), vehicle parking places (96 percent), waiting sheds (88 percent) and public comfort stations (86 percent). Regarding other civic functions like killing stray dogs, construction and maintenance of slaughter houses and mosquito control, the performance of the GPs was poor.

### **Implementation of Social Security Schemes**

Consequent to the transfer of powers and functions, the State Government entrusted the responsibility of implementing a number of welfare pensions, with the Grama Panchayats. The study examined the implementation of welfare schemes and its impact on the mandatory, civic and Plan functions of the GPs. The schemes which were studied are Agricultural Workers' Pension, Unemployment Assistance, National Old age Pension, Destitute Pension, Pension for Physically and Mentally Challenged and Pension for Unmarried Women above 50 years and Unmarried Mothers. Eighty-seven percent of the sample GPs reported that the implementation of agricultural pensions had affected the work load of staff and they were compelled to stop office work on an average, 8 days, in a year. The sample GPs reported that the distribution of unemployment allowance had adversely affected their office work. It is reported that they were forced to stop 18 days' office work in a year for the distribution of the allowance. The study revealed that for distribution of the National old age pension, the GPs were compelled to stop office work for 7 days, on an average, in a year. Similarly, the distribution of Destitute Pension, Pension for Physically and Mentally challenged and Pension for Unmarried Women above 50 years and Unmarried Mothers have increased the work load affecting the execution of mandatory, civic and plan functions of the GPs. Nearly 75 percent of GPs expressed the view that distribution of welfare pensions adversely affected the implementation of

their civic, mandatory and Plan functions.

### **Transferred Institutions and Delivery of Services**

Between 1995 and 2001, a number of Government institutions were transferred to GPs with an objective to construct and maintain their assets and improve the delivery of services. The study has examined four major institutions transferred to GPs viz. veterinary hospitals and sub-centres, public medical institutions like allopathy, ayurveda and homoeopathy hospitals and dispensaries, Government Lower Primary Schools (LPS) and Anganwadis. A review of the construction and maintenance of assets of the above institutions revealed that the GPs were not able to maintain the assets in a satisfactory manner due to inadequate funds, lack of timely maintenance, poor quality of maintenance and poor utilisation of funds. Due to the transfer of the institutions, the infrastructural facilities have improved marginally. Due to these constraints the delivery of services has not improved substantially.

### **Veterinary Hospitals and Sub-centres**

The major findings on the functioning of veterinary hospitals and sub-centres are the following: A review of the staff position of the institutions indicated that the position is not satisfactory. The hospitals used to treat, on an average, 100 livestock per week per institution. Lack of medicines for distribution to the livestock farmers is a serious problem in one-fourth of the institutions. Majority of the veterinary institutions are not conducting programmes to prevent the spread of communicable diseases. There has been a steady increase in the demand for veterinary services, but there is no corresponding increase in the facilities of the hospitals or staff strength. The major problems faced by the hospitals are shortage of medicines; medical and para medical staff and lack of buildings, cattle shed, operation theatre, ultrasound scan system and medical equipments etc. Poor maintenance of buildings and other assets is also a serious problem. For improving the delivery of services, there is a need to take appropriate actions to increase the staff strength, supply of medicines and other

infrastructural items as indicated above. There is a need to appoint doctors on a permanent basis.

### **Government Lower Primary Schools (LPS)**

Due to continuous fall in the enrolment of students, adequate number of students is not available in LPS. The average number of students in sample 111 LPSs is 106 and average number of divisions 5.3. The results of the study suggest that there has been a continuous fall in the number of students joining in the 1<sup>st</sup> standard. Due to poor facilities and poor teaching, the parents prefer to send their children to private or private aided schools. Majority of the schools reported that the number of new enrolment in a year ranged between 1 and 25 children. A notable finding is that the LPS have been getting transformed into schools solely meant for poor students. The study results show that majority of students studying in almost all LPSs (98 percent) belonged to poor households. Regarding the availability of latrine and drinking water, the schools are in a better position. Of the total sample schools, 96 percent have latrines and 95 percent have drinking water. The major problems faced by the schools are lack of play ground, toys, computer, furniture, kitchen materials, and inadequate maintenance of buildings and equipment. Providing training to teachers, purchase of computer, teaching aids, provision of smart class rooms, modification of syllabus, appointment of permanent teachers etc. are the suggestions put forward by the schools to improve their functioning.

### **Public Health Institutions**

Most of the public health institutions consisting of Primary Health Centres, hospitals and dispensaries are functioning in buildings owned by Government or GPs. These institutions provide treatment for communicable and non-communicable diseases. The average number of patients treated for communicable diseases per hospital per month was 446 and non-communicable 1307. The largest numbers of patients who turned up for treatment were for viral fever, cold, headache, anaemia, hepatitis, diarrhoea etc. The other major diseases treated are acute respiratory problems,

gastroenteritis, ulcer, diabetes, BP, arthritis, rheumatism, skin diseases etc. The study reveals that the hospitals are not taking much interest to organise preventive public health programmes.

Majority of patients who are coming to public health institutions for treatment belong to poor category. Eighty-seven percent of the institutions reported that they were able to distribute adequate medicines to patients. On the other hand, 13 percent do not have medicines for supply to the patients. Lack of adequate space, rooms, medical equipments, inverters, freezers etc. are the major problems reported by the hospitals. Shortage of staff especially para-medical staff is another serious problem. Lack of permanent building, compound walls, accessibility to the hospital, vehicles etc. are the other problems reported by the institutions. In order to improve the delivery of medical services, the GPs and Public Health Department should address the above problems.

### **Anganwadis**

In this section, we present the major findings relating to the functioning of Anganwadis, based on a study of a sample of 195 units. The study revealed that the Anganwadis are facing serious infrastructural problems. Of the total, 27 percent Anganwadis are functioning in rented buildings without adequate space or play-grounds. Regarding availability of toilet, drinking water and electricity, the situation is very poor. Twenty-one percent of the sample Anganwadis do not have toilet, 35 percent do not have drinking water and 55 percent face lack of electricity. Being a child care centre, a play ground is an essential requirement for an Anganwadi. But one-third of the Anganwadis do not have play-ground and the rest do not have adequate space for play-grounds. Majority of the Anganwadis do not have adequate playing equipments.

Though the Anganwadi provide food and health services to children, pregnant women, adolescent girls and old people, the average number of beneficiaries are few. The average number of children registered per Anganwadi for noon-feeding was 16, and general and noon feeding 20. Average number of pregnant women availing general

feeding ranged between 2 to 8. The adolescent girls availing the general feeding per unit is 10 and old people 3. Thus the data suggest that except children, the other categories of beneficiaries are few in number. For medical tests, only a small share of pregnant women use the services. The old people are not interested in availing the free supply of food.

The Anganwadis are faced with a number of problems. Lack of adequate space, electricity and drinking water are the major problems faced by them. Lack of own buildings, play-grounds, toilets, storage facility, inadequate kitchen and cooking gas are the other major problems faced by them. Poor maintenance of buildings, compound walls, utensils and other assets are other problems. Though, it is the duty of GPs to provide all these facilities, they have failed to provide them. Inadequate resources of GPs also contribute to the poor state of affairs of Anganwadis.

### **Expenditure on selected infrastructure**

The Grama Panchayats although utilise a sizeable amount for public works, its major share goes to road works. For example, out of the total fund utilised for public works during 2010-11, 82 percent was for road works. Again under road works, Grama Panchayats have given priority to tarred roads and concrete roads. The study also shows that Panchayats give almost equal importance to new works and maintenance works. The Grama Panchayats undertake extension of electric line works to provide electricity in rural areas utilising Plan funds and they have utilised 6 percent of the total funds spent for public works in 2010-11. Similarly, Grama Panchayats utilise more funds (11 percent) for supply of drinking water as a social service function as envisaged in the Kerala Panchayat Raj Act 1994. Majority of the Panchayats have given priority to new pipelines for drinking water by utilising 87.5 percent of funds in 2010-11.

With regard to the quality of road works, 50 to 64 percent Panchayats have reported that the quality of roads they constructed is satisfactory, whereas 33 to 43 percent Grama Panchayats reported that quality is good. In the case of newly-built electric line, 45 percent Grama Pancha-

yats have reported it as good and 45 percent as satisfactory. With regard to the works of drinking water projects, 40 percent reported its quality as satisfactory and 15 percent as poor. The study concludes that Grama Panchayats in Kerala have given priority to infrastructure development to promote the rural development after the transfer of powers and functions. However, agricultural infrastructure and drinking water are the two vital inputs required for rural development.

## **Performance of MGNREGS**

### **Implementation by Grama Panchayats**

In this section, we present a summary of the study on MGNREGS in Kerala. For the study, data were collected from Grama Panchayats and beneficiaries of the scheme. The major findings on the implementation and impact of the scheme are given below: In the first part, the findings based on the data collected from 50 GPs are given. The study revealed that the percentage of families, BPL in the sample 50 GPs constitute 48 percent. Due to the high incidence of poverty, people in the households especially women are interested in joining the scheme. Regarding implementation of the scheme, 96 percent of the sample GPs reported that the works under the scheme are being executed based on the work plan which was prepared by the GP committee (66 percent), Secretary of GP (10 percent) and the rest by ADS and Grama Sabha (24 percent). Of the 50 sample GPs, 48 reported that the work plan was prepared strictly following the norms.

In majority of GPs, the selection of Mate was from Kudumbasree units (56 percent) and the rest were selected on the basis work experience (18 percent), educational qualifications (8 percent) and other efficiency criteria (18 percent). One-third of the GPs reported that Mate has a major role in the allotment of work. Regarding the role of vigilance and monitoring of works, 84 percent reported that they have monitoring committees. On the other hand, 16 percent reported that there was no monitoring committee, but monitoring was made by Secretaries or Members of GPs. The data suggest that monitoring is not effective in majority of GPs. In the selection of beneficiaries,

it was found that Grama Sabha has a major role. Kudumbasree also plays a major role in the selection of beneficiaries under the scheme.

Female workers constitute the largest share of registered card holders (76 percent) as well as workers (87 percent). The majority of the workers also belong to BPL families (62 percent). On the other hand, workers belonging to APL accounts 38 percent. Among the districts, Thiruvananthapuram has the largest number of card holders who demanded employment, in the number of female workers, share of BPL card holders and in the share of BPL female workers.

There are many factors which contributed to unsatisfactory implementation of MGNREGS. They are shortage of administrative staff, other categories of staff, data entry operators etc. The huge drop out of temporary data entry operators is a major problem. Excessive political intervention of local political functionaries, members of Grama Panchayats, lack of suitable works, and problems in the identification of works also contributed to poor performance of MGNREGS. Sixty-four percent of GPs reported that they could not create any assets under the scheme.

The GPs were not able to achieve the target days of employment of 100 days per family per year. The sample GPs provided 58 days employment per year. There was considerable variation in the hours of work per day in different districts and ranged between 8 hours to 6 hours. The average daily wage per worker was Rs.150 and the payment was made through banks (94 percent) and post offices and co-operatives (6 percent). There were also delays in processing the salary bills and payments. The GPs reported that 26 percent shared one week, 30 percent two weeks, 36 percent three weeks and 8 percent above 3 weeks.

Both public and private works were executed under the scheme. Eighty percent of the GPs reported that works taken up under the scheme included both public and private works while 20 percent executed only public works. Thirty-four percent of the public works undertaken were irrigation works such as cleaning of canals, ponds, desilting of tanks, renovation of traditional water bodies and also some minor irrigation works.

Thirty-two percent of the works reported relate to rural connectivity such as construction of roads, culverts, footpath, road dressing and other road works. Twenty-five percent of works include both irrigation and rural connectivity and nearly 9 percent of the works include cleaning of school premises, waste disposal, seashore cleaning and also some land development works.

Regarding the administration of the scheme, the GPs are facing the problems such as low wages and honorarium (48 percent), shortage of work (13 percent), shortage of field staff (13 percent), improper work allotment (18 percent) and lack of adequate funds (12 percent). The data entry operators appointed on temporary basis gave up the job due to low wages and heavy workload.

The field visits could not be undertaken properly because of low honorarium given to the staff. There was also delay in the preparation of work plan, and in other administrative process such as payment to beneficiaries, monitoring, execution and supervision of works. Also clashes between GP staff and Members adversely affect the proper co-ordination and effective implementation of the programme. The lack of materials, vehicles, and other facilities also affect the proper implementation of the Scheme.

### **Impact of the Scheme on Workers**

In this part, we present the findings based on the data collected from 212 workers. A prominent feature of MGNREGS in the State is the high level of women participation. Of the total workers, the share of females are 94 percent and male 6 percent. Due to the wide difference in the wages of MGNREGS and market rate, the male workers are not interested in joining the scheme. Two-thirds of the workers are in the age group 20 to 50. Among the workers, two-thirds belong to the category of BPL and one-third to APL category.

The main livelihood option available for 55 percent of the worker households in all districts is casual work. The selected respondents mostly comprise women who have no prior experience in daily wage work. They mostly belong to the families where there is some other source of income. Nearly 10 percent of the respondents have no

other source of income as the head of the households are unemployed, sick, disabled and old. Thus the study reveals that nearly three-fourth of the respondents considered MGNREGS as a subsidiary source of income. The monthly income of more than half of the respondents (54.7 percent) is less than Rs. 1,000. The monthly income of another 25 percent is between Rs. 1,000 and Rs. 2,000 and 14 percent of Rs. 2,000 to Rs. 5,000. Due to the problem of few working days in MGNREGS, 32 percent of the respondents reported that they were engaged in other activities such as agriculture, construction and others, earning an average daily wage of Rs. 233. Except a few (5 percent), all the workers reported that they are interested in the work. Some consider this as a public job and they earn Government salary. Most of them consider the work load as moderate and work environment good. Among the female workers, only 3 percent reported some kind of sexual or political harassment at worksites. The female workers spend their income from MGNREGS for domestic purposes, consumption, education of children and medical treatment of family members. Except for a small share, workers expressed satisfaction about the selection of workers, nature of work, work load, other conditions of work and mode of payment. On the other hand, regarding the wages, three-fourth said that the wage rate is low. Seventy-two percent of the workers consider excess interference by elected members of GP.

### **Recommendations**

#### **Civic Functions**

- A basic responsibility of the GPs is to provide good quality civic services to the public. But the study reveals that GPs generally failed to provide satisfactory services. It is suggested that the GPs give top priority for improving the delivery of civic services.
- Forty percent of the GPs reported that they are not taking any steps to protect drinking water sources and wells. We recommend that the GPs take necessary steps to protect drinking water sources and wells.
- Majority of the GPs reported that they are not implementing measures to dispose solid waste. It

is suggested that the GPs prepare a comprehensive plan for disposing waste taking into consideration of local geographic features. The GPs should also allocate more funds for waste disposal.

- Nearly half of the GPs reported that they are not taking any steps to prevent the spread of communicable diseases. The GPs should take steps to prevent the spread of communicable diseases through cleaning programmes, waste disposal, mosquito-killing and supply of pure drinking water.

- Eighty-six percent of the GPs reported that they are not maintaining burial ground/cemetery. This is a serious issue that requires urgent attention of GPs.

- Almost all (96 percent) Grama Panchayats have not taken steps to provide parking place for vehicles. In the context of spurt in the growth of vehicles in Kerala, urgent measures are required to address this issue.

- Eighty-six percent of GPs reported that they are not maintaining public comfort stations. We suggest that urgent steps should be taken to address this issue.

- Lack of slaughter houses in the GPs is creating serious health problems to the non-vegetarians in Kerala. Currently, nobody is checking the meat sold through the numerous petty shops. We recommend that the GPs take steps to provide slaughter houses in all GPs.

### **Implementation of Social Security Schemes**

- With the transfer of welfare and pension schemes to GPs, there has been a major shift in their activities and the entire time, energy and resources are utilized for pension distribution. This has severely affected the civic functions, plan and other development activities. In this context, there is a need to introduce e-governance, increase the staff strength and restructure the entire administrative set up of GP.

- The State government may examine the feasibility of introducing e-governance in GPs with the help of Information Kerala Mission. An appropriate software may be used for this purpose.

- Majority of the Grama Panchayats reported that distribution of welfare pensions forced them to stop their routine office work for a number of

days. It also adversely affects the functioning of the GPs. In this context, we suggest that an expert committee may be constituted to examine the staff strength in all the LSGIs particularly GPs to study various functions they perform vis-à-vis the present rate of performance and suggest modifications to solve the deficiency of staff.

### **Transferred Institutions and Delivery of Services**

#### **Veterinary Hospitals and Sub-centres**

- Appointment of permanent staff and increasing the medical and para medical staff.

- Grama Panchayats should take appropriate steps to solve shortage in the supply of medicines.

- Organise programmes for educating livestock farmers and prevent the spread of communicable diseases.

- Inadequate infrastructure is the basic problem of the institutions. So measures are needed to be taken to provide buildings, cattle shed, operation theatre, ultra-sound scan system, sub-centres, modern instruments etc.

- The infrastructural facilities, staff and supply of medicines should be increased in tune with the growth in the demand for veterinary services of each institution.

- Measures are required to be taken to improve the maintenance of building, other assets instruments and equipment of the institutions.

- There is a need to strengthen the co-ordination between GPs and veterinary hospitals and sub-centres.

#### **Lower Primary Schools (LPSs)**

- To solve the problem of fall in enrolment of students in the 1<sup>st</sup> standard, the schools should take urgent measures to improve the quality of teaching and physical facilities.

- Top priority should be given to improve physical facilities – provision of play ground, toys, furniture, kitchen facilities, compound walls, smart class rooms, drinking water etc.

- Urgent measures are required to improve the quality of teaching by giving training to teachers, introducing teaching aids, computer, revising of

syllabus etc.

- The Grama Panchayats should take steps to provide the required physical facilities and infrastructure
- The noon-meal programme should be improved with the addition of more nutritious items of food
- GPs should constitute monitoring committees to monitor the activities of LPS. Representatives of the GP, parents of students, retired teachers and reputed citizens may be included in the committee.

### **Public Health Institutions**

- The public health institutions coming under GPs should take steps to prevent communicable diseases by effective treatment and conduct preventive and health awareness programmes.
- As majority of the patients belong to the category of poor people, the hospitals should distribute medicines to the patients. The study found that thirteen percent of the public health institutions are not distributing medicines due to lack of availability
- Lack of medical facilities is a cause for poor delivery of services. Measures should be taken by GPs to improve the medical facilities viz. provision of adequate medical equipment, beds, inverters, freezers, labs etc.
- Measures should be taken by the Public Health Services Department to provide adequate medical, paramedical and administrative staff. The doctors should be appointed on a full-time basis.
- Inadequate physical and infrastructure facilities are a basic cause for the poor delivery of services. There is a need to provide adequate buildings, rooms compound walls, medical equipment, vehicles etc. Measures should also be taken by GPs to conduct timely maintenance of the buildings, equipments, vehicles etc.

### **Anganwadis**

- Anganwadis should give more priority for providing services to children and pregnant women. Efforts should be made to provide nutritious food.
- The frequency of medical check-up arranged for pregnant women and old people should

be increased. Frequent medical check up may be arranged.

- The basic cause for the poor delivery of services of Anganwadis is the absence of the required physical facilities like space, rooms, drinking water, toilet, electricity etc. The GPs should take steps to improve the physical facilities of Anganwadis in a phased manner.
- Most of the Anganwadis do not have any space or play-ground for the children. Priority should be given by GPs to provide play-grounds and play equipments.
- Measures are to be taken to improve the maintenance of building, compound wall, play-grounds and other assets of the Anganwadis.
- Lack of adequate space, cooking utensils, cooking gas and drinking water facilities are important constraints in providing good quality food to children and other beneficiaries. The GPs should take steps to provide the facilities and materials.
- The staff in the Anganwadis should be given training in child care, preparation of good food and provide assistance to pregnant women and old people.

### **Performance of MGNREGS**

- Major problems of MGNREGS are poor planning, untimely implementation, lack of identification of proper works and leakage of funds due to false reporting of works. Measures are to be taken to address these issues.
- Lack of suitable works and identification of works are major problems faced during planning process. Therefore, there should be a convergence between the MGNREGS Plans and other development activities of GPs.
- The State Governments should be given powers to expand the list of permissible works under MGNREGS taking into consideration the local requirements of each region, district or State.
- Identify the waste land, common land and other public land in Panchayats and develop nurseries, livestock farms, horticulture and agricultural and allied activities with the help of MGNREGS workers.
- Provide adequate materials and equipment required for executing the various types of works.

- Measures should be taken to redress the delay in wage payment.

- The study results pinpoints the fact that Grama Sabha, Mate, Panchayat committee, elected representatives, monitoring committee are not able to effectively execute their responsibilities due to lack of their proper awareness of the programme. We recommend that operational guidelines should be printed in Malayalam languages and distributed to all concerned persons engaged in planning, implementing and monitoring the programme.

- Ward-level, Panchayat-level and other special meetings should be organized with maximum participation of card holders and local people and give awareness imparted on the benefits of the scheme such as unemployment allowance, working conditions, compensation for delay in wages etc.

- In order to achieve effective formulation and implementation of the scheme, the monitoring mechanism is to be strengthened. The monitoring committees may be reconstituted with representatives from the Village Government school and nearest Government college, members of the Village and Block Panchayat, representatives of the voluntary organisations operating in the dis-

trict, local journalists and other professionals, a Government Assistant Engineer and an officer of a nationalised bank operating in the GP.

- Lack of adequate administrative and technical staff for MGNREGS is the key constraint for its effective implementation. For example, appointment of Programme Officer at Block level and Employment Assistant at Grama Panchayat level has not taken place so far. There is an urgent need to appoint the required administrative and technical staff.

- Due to lack of adequate number of data entry operators the implementation of MGNREGS is adversely affected. Due to heavy work load and low wages, the data entry operators appointed on temporary basis are giving the jobs. Measures may take to increase the wage rate and other conditions of work of contract staff.

- The supervisory system or Mate system should be revised. There is a need to appoint trained officials or retired people other than Mate for supervising and monitoring the regular work, maintain muster rolls and check and control the clashes between the workers, harassment, political interference etc.

# Annexure

## *Interview Schedule*

*Schedule No.*

**Rajiv Gandhi Institute of Development Studies (RGIDS)**

**Sasthamangalam, Thiruvananthapuram -695010**

### *STUDY ON SERVICE DELIVERY OF GRAMA PANCHAYATS*

District :.....

Taluk :.....

Name of Block Panchayat :.....

Name of Grama Panchayat :.....

Name of the Investigator :.....

Date :.....

**Interview Schedule: 1**  
**General Information about the Grama Panchayat**

1. Name of the Grama Panchayat :
2. Phone No. with Code : 

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3. Address :
4. Total Population of the Grama Panchayat (2011) :
5. Area (in Sq. Km) :
6. Literacy Rate (Percent) :
7. Name of the President of the Grama Panchayat :
8. The President belongs to Which political party (LDF-1, UDF-2, Others-9) : 

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If Others Specify : \_\_\_\_\_
9. Ruling Political Group (LDF-1, UDF-2, Others-9) 

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If Others Specify : \_\_\_\_\_
10. Number of Grama Panchayat members In each group : 1)LDF 

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 2) UDF 

--

 9)Others 

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If Others Specify : \_\_\_\_\_
11. Number of Wards :
12. Number of Wards Reserved for women :
13. Number of Wards Reserved for SC/ST :
14. Total number of households in the Grama Panchayat :
15. Number of BPL households :
16. Number of Kudumbasree Units :
17. Number of members in Kudumbasree Units :
18. Major occupation of the people in the Grama Panchayat- (Agriculture-1, Animal Husbandry-2, Fishing-3, Small & Cottage Industries-4, Service Sector (Business)-5, Service Sector (Transport)-6, Others-9) : 

Rank in order of priority			
1st	2nd	3rd	4th
19. Any town in the border of the Grama Panchayat (Yes-1, No-2) 

--
20. If yes, name the City/Town : \_\_\_\_\_

21. Nature of Migration from the Grama Panchayat :

1. Foreign Countries (Yes-1, No – 2) :

2. If Yes, name the major countries : \_\_\_\_\_  
\_\_\_\_\_

3. Other States in India (Yes-1, No – 2) :

4. If Yes, name the major states : \_\_\_\_\_  
\_\_\_\_\_

22. Number of employees in the Grama Panchayat Office:-

Sl. No	Item	2011
1.	Secretary Special Grade	
2.	Junior Superintendent	
3.	Head Clerk	
4.	UDC	
5.	LDC	
6.	Librarian	
7.	Peon	
8.	Sweeper	
9.	Driver	
10.	Others	
11.	Total	

23. Number of Technical staff in the engineering wing:

AE	
Overseer	
Others	

24.

Total budget outlay (2010-2011)	Amount (Rs.)	Total expenditure (Rs.) (2010-2011)
Total plan outlay		
Total non-plan outlay		
<b>Total</b>		

**Interview Schedule: 2**  
**Mandatory services provided by Grama Panchayat**

Name of the Grama Panchayat: .....	Services	Application Received during 3 months (Oct-Dec 2011)			Decision taken on	No of days required to issue Certificate	Reasons for delay (✓)		
		1	2	3			Shortage of Staffs	Delay in Verification	Other reasons (Specify)
	1. Residential Certificate for Ration card		2	3		4	5	6	
	2. Certificate to prove the applicant is Unemployed. (issued by president)								
	3. Certificate of Identification. (issued by president)								
	4. Certificate to prove family relationships (To submit in different welfare boards). (Issued by president)								
	5. Attestation of different documents of the Grama Panchayat.								
	6. Birth Registration.								
	7. Death Registration.								
	8. Certificate of Hindu Marriage Registration.								
	9. Birth/Death Certificates.								
	10. Certificate to prove the name is not included in birth/death register.								
	11. Delayed registration of birth/death.								
	12. Marriage Certificate.								
	13. Permission for construction of Houses, Compound Wall, Wells etc.								
	14. Renewal of Permits.								
	15. Assigning number of houses and fixing the property tax.								

Sl.	Services	Application Received during 3 months (Oct-Dec 2011)	Decision taken on	No of days required to issue Certificate	Reasons for delay (✓)		
					Shortage of Staffs	Delay in Verification	Other reasons (Specify)
		1	2	3	4	5	6
16.	Certificates of Ownership						
17.	Certificates to Business Units (D & O Licence)						
18.	Residential Certificates.						
19.	PFA Licence.						
20.	Transfer of ownership of buildings.						
21.	Certificate to prove the applicant has no house suitable for dwelling.						
22.	Copy of the documents of the Grama Panchayat.						
23.	Licence for rearing pets.						
24.	Certificate for private hospitals and Para-medical institutions.						
25.	Registration for Tutorials.						
26.	Renewal of the registration of tutorials.						
27.	Permission to display advertisements.						
28.	Permission for factories / workshop.						
29.	Permission to cut the road.						
30.	Public complaints, its redressal						
31.	Property Tax-appeal.						
32.	Exemption from House Tax.						
33.	Age Certificates of Buildings.						
34.	Others						

**Interview Schedule: 3**  
**Social security/Pension Schemes implemented by the Grama Panchayat**

Name of Grama Panchayat:-.....

Sl. No	Pension Schemes	1 Total Number of Pension Beneficiaries in 2010-11	2 Number of beneficiaries received the pension in 2010-11	3 Number of Times of Pension Distributed in 2010-11		4 Amount of Pension per person per month (Rs)	5 Total Amount distributed during the year 2010-11	6 Delays & Problems in Pension Payment
				Number of Times	Month & Year			
1.	Pension for Agricultural Workers.							
2.	Unemployment dole.							
3.	National Old age Pension.							
4.	Pension for Widows/Divorced Women.							
5.	Pension for Physically and Mentally Handicapped.							

Sl. No	Pension Schemes	1	2	3		4	5	6
		Total Number of Pension Beneficiaries in 2010-11	Number of beneficiaries received the pension in 2010-11	Number of Times Distributed in 2010-11	Month & Year	Amount of Pension per person per month (Rs)	Total Amount distributed during the year 2010-11	Delays & Problems in Pension Payment
6.	Pension for Unmarried Women, above 50 years of age and unmarried mothers.							
7.	National Mother Safety Programme.							
8.	Balika Samrithi Yojana.							
9.	Marriage assistance for the daughters of poor widows.							
10.	Marriage assistance for girls belonging to Scheduled Castes.							
11.	Travel expense for Scheduled Castes jobseekers to attend interviews.							

**Interview Schedule: 4**  
**Pension Distribution & Problems (01-04-2010 to 31-03-2011)**

Name of Grama Panchayat:-.....

Sl. No	Pension Schemes	No: of Staffs & Days required in an Year		Whether Pension distribution affected mandatory or Civic functions (Not Affected-1, Slightly Affected - 2, Too much Affected -3)	No: of days other activities suspended for Pension distribution	Whether Pension distribution affected Plan Implementation (Yes - 1, No -2)	Whether Pension distribution increased the Workload of the Staff (Yes - 1, No - 2)	No of Staff Transferred from other department to distribute pension
		No of Staff	No of Days					
1.	Agricultural Workers Pension.	1	2	3	4	5	6	7
2.	Unemployment dole.							
3.	National Old age Pension.							
4.	Pension for Widows/Divorces.							
5.	Pension for physically and mentally handicapped.							
6.	Pension for Unmarried women (above 50years) & Unmarried mothers.							
7.	National mother assistance scheme.							
8.	Balika Samrithi Yojana.							
9.	Financial assistance for the marriage of girl children of poor widows.							
10.	Financial assistance for the marriage of SC Women.							
11	Travel expenses for jobseekers belonging to Scheduled Caste							

**Interview Schedule 5**  
**Civic and mandatory function implemented during the last year (1-04-2010 to 31-03-2011)**  
 Name of the Grama Panchayat:.....

Sl. No.	Functions	1 Implemented by Grama Panchayat (Yes - 1, No - 2)	2 Expenditure For New Construction (Rs)	3 Maintenance Expenses (Rs)	4 Implemented through G.P Staff (Yes - 1, No - 2)	5 Implemented with related Depts. (Yes - 1, No - 2)	6 Implemented through Private Agency (Yes - 1, No - 2)	7 Lack of fund for Implementation (Yes - 1, No - 2)	8 Quality of Services (Poor - 1, Very poor-2, Satisfactory - 3)
1.	Protecting Drinking Water Sources and Wells								
2.	Protecting Ponds and other Sources Of Water								
3.	Protecting Canals and Waterways								
4.	Disposal of Solid Waste								
5.	Measures to Remove Waste Water								
6.	Cleaning Of Public Markets								
7.	Preventing The Spread Of Communicable Diseases								
8.	Preventing The Sale Of Contaminated Food Product								
9.	Health Inspections In Hotels								
10.	Preventing Adulteration In Food Products								
11.	Street Lighting.								
12.	Implementation of vaccination to prevent the spread of Diseases								

Sl. No.	Functions	Implemented by Grama Panchayat (Yes - 1, No - 2)	Expenditure For New Construction (Rs)	Maintenance Expenses (Rs)	Implemented through G.P Staff (Yes - 1, No - 2)	Implemented with related Depts. (Yes - 1, No - 2)	Implemented through Private Agency (Yes - 1, No - 2)	Lack of fund for Implementation (Yes - 1, No - 2)	Quality of Services (Poor - 1, Very poor - 2, Satisfactory - 3)
		1	2	3	4	5	6	7	8
13.	Maintenance of Burial Ground/Cemetery								
14.	Establishment of bath & Washing Ghats								
15.	Ferry Service in river / Backwater								
16.	Providing Parking Place For Vehicles								
17.	Constructing Waiting Sheds								
18.	Constructing Of Public Comfort Stations								
19.	Killing Of Stray Dogs								
20.	Implementation Of Relief Programmes For People Affected By Natural Calamities								
21.	Formation Of Self-Help Groups And Ayalkootams								
22.	Implementing Bhavanasree Programmes								
23.	Construction & Maintenance of Slaughters House								
24.	Measures to control Mosquito breeding.								

**Interview Schedule: 6**  
**Expenditure incurred for Public Works, Electricity, Drinking water & Irrigation**

Name of Grama Panchayat:-.....

Sl. No	Category	Number	Kilometre	Construction Expenses for 2010 – 11 (Rs.)	Maintenance Expenses for 2010-11 (Rs.)	Status (Good-1, Satisfactory-2, Poor-3)	Problems of implementation of the project
		1	2	3	4	5	6
<b>A.</b>	<b>PUBLIC WORKS</b>						
1.	Newly Constructed Earthen Roads.						
2.	Newly Constructed Metalled Roads.						
3.	Newly Constructed Tarrred Roads.						
4.	Newly Constructed Concrete Roads.						
5.	Repaired Metalled Roads.						
6.	Repaired Tarrred Roads.						
7.	Bridges/Culverts						
8.	Others.						
<b>B.</b>	<b>ELECTRICITY</b>						
9.	Extension of electric line						
10.	Install street lights.						
11.	Maintenance of streetlights.						

Sl. No	Category	Number	Kilometre	Construction Expenses for 2010 – 11 (Rs.)	Maintenance Expenses for 2010-11 (Rs.)	Status (Good-1, Satisfactory – 2, Poor-3)	Problems of implementation of the project
		1	2	3	4	5	6
C.	<b>DRINKING WATER</b>						
12.	Construction of Wells.						
13.	Maintenance of Well.						
14.	New Drinking Water Projects.						
15.	Maintenance of drinking water sources						
16.	Tube Wells.						
D	<b>IRRIGATION</b>						
17.	Newly constructed ponds						
18.	Maintenance of ponds						
19.	Irrigation Schemes (Specify)						
20.	Others						

**Interview Schedule: 7**  
**Maintenance of Assets and Institutions Transferred to Grama Panchayat**

Name of the Grama Panchayat:.....

Sl. No	Name of the Grama Panchayat	Building (own - 1, Rented - 2)	Newly constructed Building / Public asset 2010-11 (Rs.)	Building Maintenance Expenditure 2010-11 (Rs.)	Maintenance expenditure of equipments / Vehicles 2010-2011 (Rs.)	Maintenance of building (Poor -1, Very poor -2, Satisfactory-3)	Maintenance of Equipments / Vehicles (Poor -1, Very poor -2, Satisfactory-3)	Remarks
		1	2	3	4	5	6	7
1	Krishi Bhavan							
2	Assets of Krishi Bhavan							
3	Vetenary sub-centre							
4	Vetenary hospital							
5	ICDP Centre							
6	Day care centre							
7	Balawadis							

Sl. No	Institutions / Assets	Building (own – 1, Rented – 2)	Newly constructed Building / Public asset 2010-11 (Rs)	Building Maintenance Expenditure 2010-11 (Rs)	Maintenance expenditure of equipments / Vehicles 2010-2011 (Rs)	Maintenance of building (Poor -1, Very poor -2, Satisfactory-3)	Maintenance of Equipments / Vehicles (Poor -1, Very poor -2, Satisfactory-3)	Remarks
		1	2	3	4	5	6	7
8	Primary health centre							
9	Anganwadies							
10	Govt. dispensary/hospital(Allopathy)							
11	Ayurveda hospital/dispensary							
12	Homeo dispensary/hospital							
13	Lower primary school							
14	Motor Vehicles (Specify)							

**Interview Schedule: 8**  
**Information from Veterinary Hospital**

1. Name of the Grama Panchayat :
2. Place of the Hospital :
3. Name of the Doctor :
4. Number of Employees 1) Doctor  2) Livestock Inspector   
3) Attender  4) Part-Time Sweeper  5) Others  6) No of Posts Vacant
5. Total number of animals brought For medical treatment (Last Week) :
6. Number of animals getting medical Treatment (Last 1 month) 1) Cow  Buffalo  3) Oxen   
4) Goat  5) Dog  6) Other Animal   
7) Duck  8) Chicken  9) Other Birds
7. Is adequate medicine available for distribution (Yes-1, No-2 ) :

8. If there is shortage of medicine, steps taken :

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9. The expenditure incurred by the Grama Panchayat for Veterinary Hospital (in Rs)

Sl. No	Items	Construct / Purchase	Maintenance
		2010-11	2010-11
1.	Buildings		
2.	Equipments		
3.	Fridge		
4.	Heater		
5.	Incubator		
6.	Medicines		
7.	Vehicles		
8.	Others		
	Total		

10. Quality of maintenance by the Grama Panchayat :   
(Poor-1, Very Poor-2, Satisfactory-3)

11. The Steps adopted by the Grama Panchayat to resist communicable diseases during the financial year 2010-11.

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12. The expenditure incurred by the Grama Panchayat for this Rs.....

13. Does the Grama Panchayat took any interest for the development of the hospital(Yes-1 ,No-2) :

14. What are the problems created due to transfer of this institution to Grama Panchayat:  
.....  
.....  
.....

15. Current problems faced by the hospital:  
.....  
.....  
.....  
.....

16. Is there any increase in the demand for Veterinary service from the farmers in 2010 - 2011? (Yes-1, No-2) :

17. If yes, whether you were able to provide the services satisfactorily (Yes-1, No-2) :

18. Your suggestions to improve the functioning of Vetenary Hospital

a) -----

b) -----

c) -----

**Interview Schedule: 9**  
**Information collected from Government Hospital / PHC**

1. Name of the Grama Panchayat :
2. Place of the Hospital :
3. Name of the Doctor :
4. Number of Employees : 1) Doctor  2) Nurse   
3) Health Inspector  4) Junior Health Inspector  5) Clerk   
6) Attender  7) Pharmacist  8) Sweeper  9) Others   
10) No of Posts Vacant
5. The number of patients came for Medical treatment per day (Last Week) :
6. Is the majority of the patients are poor(Yes-1 , No-2) :
7. Types of Diseases :

1.	2.	3.	4.
5.	6.	7.	8.

8. Does the Hospital distribute sufficient Medicine to the patient (Yes-1, No-2) :
9. Hospital is functioning in (Own Building-1, Rented Building-2 Grama Panchayat Building-3, Others-4) :
10. The expenditure incurred by the Grama Panchayat for the Hospital (2010 – 2011)

Sl.No	Items	Construction (Rs.)	Purchase (Rs.)	Maintenance /Fuel (Rs.)
1.	Buildings			
2.	Equipments			
3.	Fridge			
4.	Beds			
5.	Vehicles			
	a)Jeep			
	b)Ambulance			
	c)Others			

11. Maintenance by Grama Panchayat :

(Poor-1, Good-2, Very good-3)

12. The steps taken by the Grama Panchayat to prevent communicable diseases during the financial year 2010-11:

Sl. No	Name of Scheme	Implementation Date	Amount Spend	Effects(Poor-1, Satisfactory-2, Good -3)
1				
2				
3				
4				
5				

13. Does the Grama Panchayat take any interest for the development of Hospital (Yes-1, No-2) :

14. Number of Patients treated during the last 1 month

Category	Communicable Diseases	Number	Non Communicable Diseases	Number
In-Patient				
Out-Patient				
Total				

16. Problems due to the transfer of this institution to Grama Panchayat:

.....

.....

.....

17. Current problems faced by the Hospital :

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.....

.....

18. Suggestions for Improvement:

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**Interview Schedule: 10**  
**Information collected from Government L.P. School**

1. Name of Grama Panchayat : \_\_\_\_\_
2. Name & Place of the School : \_\_\_\_\_
3. Name of the Headmaster : \_\_\_\_\_
4. The number of employees
 

1) Teachers	
2) Phy.Edu.Teacher	
3) Computer trainer	
4) Others	
5) No of Vacant Posts	
5. The number of divisions in the School :.....
6. The number of Students : Girls  Boys
7. Do the majority of students belong to poor categories (Yes-1, No-2) :
8. Expenditure incurred by the Grama Panchayat for the development of the School in (Rs.):

Items	2010-11
1.Construction of Building	
2.Maintenance	
3.Mid-day Meal	
4. Drinking Water	
5.Latrine	
6.Play Grounds	
7.Equipments	
8. Library	
9. laboratory	
10. computer	
11. others	

9. School Facilities:
- 1) Latrine (Yes-1 ,No-2) :
  - 2) Availability of Drinking Water(Yes-1 ,No-2) :
  - 3) If Yes for previous question,  
what is the Source of Drinking water :   
(Well-1, Pipe-2, Others-9)
  - 4) Play Ground(No-1, Small-2, Large-3) :
  - 5) Study Materials (Yes-1, No-2, Poor-3) :

10. Is there sufficient enrollment of students in the 1<sup>st</sup> standard? (Yes -1, No-2) :

11. The number of students enrolled last year : \_\_\_\_\_

12. Is there any reduction of enrollment of students (Yes -1, No-2) :

12.a) If Yes, Specify the reasons for the reduction of enrollment of students :-

.....

.....

.....

13. Does the Grama Panchayat take any interest for the development of the school? (Yes -1, No-2) :

14. The problems created due to the transfer of this school to the Grama Panchayat :-

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15. Current problems faced by the school:-

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16. Suggestions for improving the teaching:-

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**Interview Schedule: 11**  
**Information from ICDS Project**

1. Name of the Grama Panchayat : \_\_\_\_\_
2. Name of the ICDS project officer : \_\_\_\_\_
3. Place of the ICDS Office : \_\_\_\_\_
4. Number of Supervisors : \_\_\_\_\_
5. Does the Grama Panchayat utilizes the Service of the Supervisors? (Yes -1, No-2) :

6. Number of Anganwadies and facilities

	Number	Buildings		Number of Rooms	Anganwadis with		
		Owned by Grama Panchayat	Rented by Grama Panchayat		Poor facilities	Very Poor facilities	Satisfactory facilities
		1	2		3	4	5
Total Anganwadis in the Grama Panchayat							

7. Expenditure incurred by the Grama Panchayat for Anganwadis :

Sl. No	Items	Number of Anganwadis	2010-11 (Amount in Rs)
1.	Construction of New Buildings.		
2.	Maintenance of buildings.		
3.	Rent.		
4.	Cooking.		
5.	Development of educational facilities.		
6.	Nutritional Food		
7.	Extra Wages. (No:of persons)		
	Total		

8. General problems of Anganwadies :   
( Lack of adequate Fund-1, Poor Building-2, Low Wages to Workers-3, Other reasons-9) If others, specify: \_\_\_\_\_

9. Does the Grama Panchayat take any interest for the development of the Anganwadies? (Yes -1, No-2) :

10. Does the Grama Panchayat provide sufficient funds for the activities of Anganwadies? (Yes -1, No-2) :

11. Current problems faced by the Anganwadis:-

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## Interview Schedule: 12 Information from Anganwadi

1.a	Name of the Anganwadi :	1.b	Anganwadi No:
-----	-------------------------	-----	---------------

2.	Employees (No)	1. Permanent	2. Temporary	3. Honorarium (Monthly in Rs)	4. Extra Wages (Monthly in Rs)	5. Other Casual Workers
	Worker					No:
	Helper					Wages

3.	Other Facilities	1. Own Building (Yes -1, No -2)	4. Electricity (Yes -1, No -2)
		2. Toilet (Yes -1, No -2)	5. Compound Wall (Yes -1, No -2)
		3. Drinking Water (Well -1, Pipe -2, None -3)	6. Playing Equipments (Sufficient -1, A Little - 2, Little - 3)

4.	Beneficiaries	1. Entries in General Feeding	2. Entries in Noon feeding	3. Total	4. Entries in medical test	5. No. of physically handicapped	6. Service quality (Poor -1, Very poor -2, Satisfactory-3)
a	Registered Children						
b	Pregnant Ladies						
c	Adolescent Girls						
d	Old age peoples						

5.	Expenditure incurred by the Grama Panchayat during the 2010-11 in (Rs.)	5) Food	
	1) Construction	6) Nutritious Food	
	2) Maintenance	7) Others	
	3) Wages of workers	8) Total	
	4) Rent		

6. Do the Grama Panchayat take any interest for the development of Anganwadis? (Yes-1, No-2) :

7. Current problems face by Anganwadis :-

**INTERVIEW SCHEDULE -13**  
**(For Beneficiaries of MNREGS)**

1. Name of the Grama Panchayat : \_\_\_\_\_
2. Name of the block and district of the Grama Panchayat : Block \_\_\_\_\_  
District \_\_\_\_\_
3. Name of the respondent : \_\_\_\_\_
4. Age : \_\_\_\_\_
5. Sex (Male-1, Female-2) :
6. Marital status (Single-1, Married-2, Widow-3, Divorced-4, Separated-5) :
7. Are you a registered card holder of MNREGS (Yes-1, No-2) :
8. If yes, from which year onwards : \_\_\_\_\_
9. To which category you belongs to (APL-1,BPL-2) :
10. What is the job of husband/wife (Self employed-1, Casual employee-2, Regular employee in public sector-3, Regular employee in private sector-4, Migrant-5, Unemployed during last week-6, Unemployed during last month-7, Permently sick-8, Disabled-9, Old-10, Others-11) :
11. What is your monthly income : Rs. \_\_\_\_\_
12. Do you have any of the assets
  - Land (Yes-1, No-2) :
  - Livestock (Yes-1, No-2) :
  - Petty trade (Yes-1, No-2) :
  - Others (Yes-1, No-2) :
13. Are you interested to work continuously (Yes-1, no-2) :
14. If yes, why (Permanent job-1, Attractive salary -2, Moderate work -3, Good environment to work-4, Others -9) :   
If others specify \_\_\_\_\_
15. If 'no' Why (Only seasonal job-1, Inadequate salary-2, No job security-3, High workload-4, others-9) :   
If others, specify: \_\_\_\_\_
16. Under this scheme how many hours you work a day : \_\_\_\_\_ hrs ( \_\_\_am \_\_\_pm)
17. Is anybody else in your family work in this scheme (Yes-1, No-2) :
18. Number of days employed in a month : \_\_\_\_\_

19. What are the major works you do : -----  
-----  
-----
20. What kind of work you undertake :   
(Public works-1, agriculture work-2, others-9) If others, specify : \_\_\_\_\_
21. Are you doing works other than :   
that in MNREGS(Yes-1, No-2)
22. If yes, specify :   
(Agriculture-1, construction-2, others-9) :   
If others specify \_\_\_\_\_
23. What is the daily wage from such jobs : Rs. \_\_\_\_\_
24. What is the daily wage from MNREGS : Rs. \_\_\_\_\_
25. What is the mode of payment :   
(Direct payment-1, Through banks-2, Through Grama Panchayat-3, Others-9) If others, specify: \_\_\_\_\_
26. Is there any delay in getting wages :   
(Yes-1, No-2)
27. If yes, period of delay :   
(Less than 2 weeks-1, Two to Four weeks-2, Four to Six weeks-3, Six weeks and above-9) Specify : \_\_\_\_\_
28. Who supply the tools :   
(Grama Panchayat-1, own-2, Construction-3, others-9) If others specify \_\_\_\_\_
29. Do you think MNREGS is under :   
excessive political intervention  
(Yes-1, No-2)
30. If yes, reasons :   
(Selection of workers on the basis of political party-1 Corruption-2, others-9) If others specify \_\_\_\_\_
31. What is the role of 'MATE' :   
(Supervision-1, Maintenance of attendance and other records-2, Keep of records-3 Financial responsibility- 4, Others-9) If others specify \_\_\_\_\_
32. How the MATE behaves with you :   
(Discourage-1, Co-ordial-2, Harassment-3)
33. Do you face any sort of :   
harassments in work place (Yes-1, No-2)
34. If yes, give details :   
(Sexual harassment-1, Partiality towards you-2 Harassment from 'MATE'-3 Excessive political party control-4, Others-9) : \_\_\_\_\_

35. Do you have health to do manual work (Yes-1, No-2) :
36. Are you working when you do not have good health (Yes-1, No-2) :
37. Are you benefited much from the scheme(Yes-1, No-2) :
38. Do you have savings : Amount Rs. \_\_\_\_\_
39. How you spent your income : (a) \_\_\_\_\_  
(b) \_\_\_\_\_  
(c) \_\_\_\_\_
40. Do you consume Alcohol (Yes-1, No-2) :
41. If yes, what is your approximate expenditure on it : Rs. \_\_\_\_\_ in a month
42. What is your suggestion to improve the scheme : \_\_\_\_\_
43. Your perception about the following aspects of MNREGS (Please ✓ )

Sl. No	Items	Good	Satisfactory	Poor
1	Nature of work			
2	Work load			
3	Wages			
4	Supervision and monitoring			
5	Mode of payment			
6	Selection of workers			
7	Role of the Grama Panchayat			
8	Political interference			

**INTERVIEW SCHEDULE – 14**  
**MNREGS (For Grama Panchayat Authorities)**

**I. Profile of the Grama Panchayat**

1. Name of the Grama Panchayat :
2. Grama Panchayat belongs to  
(Coastal area-1, Midland-2, Hilly area-3) :
3. Name of the block :
4. Name of district :
5. Number of wards in the Grama Panchayat :
6. Total population (a) male : \_\_\_\_\_  
(b) female : \_\_\_\_\_  
(c) Total : \_\_\_\_\_
7. SC/ST population in the Grama Panchayat :
8. Total households :
9. Total SC/ST households :
10. Number of BPL households :
11. Number of APL households :
12. Main occupation :   
(Agriculture-1, Fishing-2,  
Service sector-3, Others-9) if others, specify \_\_\_\_\_
13. Present ruling party :   
(LDF-1, UDF-2, Others-9)
14. To which political party President  
belongs to (LDF-1, UDF-2, Others-9)

**II. NREGP – General Information**

1. Name of the Respondent :
2. Official position :   
(President-1, Secretary -2,  
Ward Member-3, others-9) If others, specify \_\_\_\_\_
3. Year of implementing NREGP  
in the Grama Panchayat :

4. In how many wards the programme is implemented :
5. Number of wards where MNREGP is not implemented :
6. Reasons for not implementing MNREGP (MNREGP works not suitable for the ward-1, Workers are not available-2, Lack of fund-3, others-9) :   
If others, specify \_\_\_\_\_
7. Total number of MNREGP card holders in the Grama Panchayat (2011-2012) :
8. Card Holders : (a) Male \_\_\_\_\_  
(b) Female \_\_\_\_\_
9. Number who demanded employment : (a) Male \_\_\_\_\_  
(b) Female \_\_\_\_\_
10. Number of actual workers : (a) Male \_\_\_\_\_  
(b) Female \_\_\_\_\_  
(c) Total \_\_\_\_\_
11. Reasons for not giving job (Inadequacy of work-1, Workers not suitable for the work-2, Shortage of fund-3, Others-9) :   
If others, specify \_\_\_\_\_
12. Category of Work done in the Grama Panchayat under this Programme :   
(Public works only-1, Private work only-2, Both public and private-3 Others-9)  
If others, specify \_\_\_\_\_
13. Are you undertaking public works (Yes -1, No-2) :
14. If yes, which are the category of work (2011-2012) :   
(Cleaning of ponds/Canals-1, Maintenance of road-2, Others-9)  
If others, specify \_\_\_\_\_
15. Specify the months of employment : \_\_\_\_\_
16. Are you undertaking agricultural work for farmers ( Yes -1, No-2) :
17. If yes, the category of work done in 2011-2012 (Works in Paddy field-1, Works in Coconut farm-2, Cultivation of Vegetables-3, Others-9) :   
If others, specify \_\_\_\_\_

18. How many NREGP workers in your Grama Panchayat : (a) Male  (b) Female
19. How many workers belong to APL category : (a) Male  (b) Female
20. Average number of days of employment given per family in 2011-2012 : \_\_\_\_\_
21. Wages paid per worker per day : \_\_\_\_\_
22. What is the mode of wage payment (Direct-1, Through Bank-2, Through Co-Operative-3, Others-9) :   
If others, specify \_\_\_\_\_
23. Number of weeks taken to pay wages after the work done (OneWeek-1, Two weeks, 3 weeks More than that – 9) :   
If others, Specify \_\_\_\_\_
24. Number of hours of work done per day per worker :
25. Time of work per day : \_\_\_\_am - \_\_\_\_pm
26. Details of Amount sanctioned and utilized – MNREGP in 2010-2011

Sl. No	Items	Amount sanctioned (Rs.)	Amount utilized (Rs.)	Balance (Rs.)
1				
2				
3				
4				
5				

### III. Administration

1. Is there any specific work plan for the programme prepared by Grama Panchayat :   
(Yes -1, No-2)
2. If yes, who prepares it (Grama Panchayat Secretary-1, Grama Panchayat Committee-2, Ward Members-3, Others-9) :   
: If others, specify \_\_\_\_\_
3. Details about the plan : \_\_\_\_\_
4. Do you strictly follow the work plan (Yes -1, No-2) :

5. If no, why : \_\_\_\_\_

6. Is the MNREG norms suitable for your Grama Panchayat (Yes -1, No-2) :

7. If no, why : \_\_\_\_\_

8. Is the fund for the scheme is regularly released to the Grama Panchayat (Yes -1, No-2) :

9. How many staff members are solely engaged in the administration of MNREGP :

10. Category wise number of Employees :

Clerical Staff :

Technical Staff :

Accountant :

Others :

If others, specify \_\_\_\_\_

11. Is any post for Centrally sponsored schemes alone in the Grama Panchayat (Yes -1, No-2) :

12. If yes, give details : \_\_\_\_\_

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13. Is there any assets created in your Grama Panchayat through the scheme (Yes -1, No-2) :

If Yes, Specify \_\_\_\_\_

14. Your opinion about the workers performance :   
(Excellent-1, good-2, satisfactory-3, poor-4)

15. If it is poor, mention the reasons : \_\_\_\_\_

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16. Is there any role for the Grama sabha in selection of beneficiaries (Yes -1, No-2) :

17. Why male workers are not attracted to the programme :   
(very low wages-1, they have other jobs-2, works not suitable to them-3, other reasons-9)

If others, specify \_\_\_\_\_

18. Is there any role for Kudumbasree units in the selection of workers (Yes -1, No-2) :

19. If yes, what is the role : \_\_\_\_\_

#### IV. Supervision/Monitoring

1. Do you maintain proper attendance of the workers (Yes -1, No-2) :

2. Supervision – Role of the stake holders

Sl. no	Stake holder	Role
1	Grama Panchayat President	
2	Grama Panchayat Secretary	
3	Ward members	
4	MATE	

3. How the 'MATE' is selected :

(Work experience-1, Office bearer of Kudumbasree-2, Educational status-3, Political consideration-4, Others-9)

If others, specify, \_\_\_\_\_

4. Role of MATE in the allotment of work (very high-1, not significant-2, no role at all-3) :

5. Is any body else interfere in the allocation of work :

(Secretary of Grama Panchayat-1, President-2, ward member-3, Grama Panchayat committee-4, Others-9)

If others, specify, \_\_\_\_\_

6. What is the salary given to MATE per day : \_\_\_\_\_

7. Have you developed any monitoring system for MNREGS (Yes -1, No-2) :

8. If yes, who is the monitoring authority (Grama Panchayat President-1, Ward Member-2, Secretary-3, A committee-4, Others-9) :

If others, specify, \_\_\_\_\_

9. How the monitoring committee is constituted :

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10. Do you think the MNREGS work done have long term benefit( Yes -1, No-2) :

11. What are the major problems you face in this programme

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

12. Your suggestions for improvement:

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

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