



6 Gramayathra
Tours
Tribal Hamlets



7 International
Conference on
Deepening Democracy

Modern
Crematorium
Inaugurated



6

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Department of Local Self Government
Government of Kerala

KERALA LOCAL GOVERNMENT SERVICE DELIVERY PROJECT (KLGSDP)

K L G S D P Digest

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Annual Performance Assessment of LSGIs: Report Published

The Annual Performance Assessment (APA) process of Local Self Government Institutions (LSGIs) in Kerala has been completed. Of the 978 Grama Panchayats and 60 Municipalities in the State, 503 Grama Panchayats and 11 Municipalities were declared eligible for the share of Performance Grant during the year 2013-14. The pioneering process of Annual Performance Assessment of LSGIs under the aegis of Kerala Local Government Service Delivery Project (KLGSDP), which is mandatory for accessing Performance Grant provided by KLGSDP in 2013-14 and 2014-15, evaluates the performance of the Grama Panchayats and Municipalities in the State.

The KLGSDP conducted two workshops in connection with the publishing of results of APA at Municipal House, Thiruvananthapuram on 30 January and Hotel Mascot on 31 January. The session at Municipal House was inaugurated by Dr M K Muneer, Minister for Panchayats and Social Justice. The Minister reminded



Dr M K Muneer, Minister for Panchayats and Social Justice, speaking at the workshop on APA

the LSGIs that ensuring improvement in service delivery was one of the key challenges faced by the local self governments in the State. Speaking about the recent government initiative to obtain ISO certification of Grama Panchayats, he said that more than getting mere ISO certification, the larger target is to ensure the necessary procedures are in place in the LSGIs. Likewise, the performance assessment

process is intended to ensure that institutionalisation of decentralisation is taking place. Though some LSGIs may not be eligible for the Performance Grant, they also should strive hard to achieve the desired target levels. He said the Government was mulling over many schemes in consultation with the World Bank that would benefit the LSGIs in the State. The meeting was attended by Secretaries of Grama Panchayats and Municipalities

apart from the representatives of Performance Assessment firms and the World Bank team. Both the sessions were addressed by Mithra T, Project Director KLGSDP and Abdu Muwonge, Task Team Leader, World Bank.

Performance Grant is provided as untied funds to Grama Panchayats and Municipalities in the State as part of KLGSDP to enhance their development spending in areas of public services including maintenance of assets. The release of the Grant requires the LSGIs to follow certain basic fiduciary and procedural norms. From 2013-14 onwards, LSGIs are expected to meet a set of Mandatory Minimum Conditions (MMC) assessed annually through a set of performance criteria. The Performance Assessment has two components - the first component assesses compliance with MMC and the second component assesses a broader set of weighted performance criteria, related to key performance focus areas in





Mithra T, Project Director, KLGSDP, speaking at the workshop on APA

the programme, on which LSGIs are scored each year.

Only those Grama Panchayats and Municipalities which meet the MMCs and the minimum score will receive the Performance Grant allocation.

The assessment for the year 2013-14 was carried out in the following areas.

- (i) planning and budgeting;
- (ii) project execution and service delivery;
- (iii) accounting, financial reporting and audit; and
- (iv) participation, transparency and accountability.

Under each area there are few Minimum Mandatory Conditions (MMC) and Performance Benchmarks which are scored. The details are shown in the Table.

The consortium of M/s Sutra Consulting, Bhubaneswar and Rajagiri School of Social Science, Kochi is the lead consultant of the APA and the field assessment is conducted by the following firms.

- Ms/ Mott McDonald Pvt. Ltd. – Southern region
- M/s STEM, Bangalore - Middle region
- M/s JPS Associates - Northern region

APA Process

Preparation of Framework

Based on the discussions with the World Bank and the Government, the lead consultant developed the framework. The MMCs were kept as it was defined in the Project Implementation Manual (PIM). Performance Benchmarks were modified as per the discussions.

Following are the broad activities undertaken for preparation of the framework.

Deliberations were held between the World Bank team, the Government officials, and the PMU. The draft framework was prepared and was vetted by the World Bank. Conduct of pilot field assessment was carried out in 15 Grama

district-level one-day orientation training programmes were carried out. The target group of the training programme consisted of five representatives from each LSGI – Panchayat President / Municipal Chairperson, Secretary, Assistant Engineer, Accountant, and Plan clerk.

The programme started on 16

Table		
Assessment areas	No. of MMCs	Scores for Benchmarks
Planning and budgeting	2	10
Project execution and service delivery	3	40
Accounting, financial reporting and audit	2	25
Participation, transparency and accountability	2	25
Total		100

Panchayats and 3 Municipalities across the State. A workshop of the stakeholders for finalising the framework was conducted. The framework was then submitted to the Government for approval. The framework was revised incorporating the suggestions of the Government. The Government approved the final framework to be followed for Annual Performance Assessment and issued it as a Government Order [G.O.(Rt) No.1943/2013/LSGD dated 23.07.2013].

Training to LSGI officials

Project Management Unit undertook the task of familiarising the LSGI functionaries with the APA process. With the aim of equipping the LSGI functionaries with the APA process and Performance indicators, 14

August, 2013 at Kollam district and concluded on 8 October, 2013 at Kozhikode.

Participation

Analysis of training details revealed that of the 1038 LSGIs, except two all were represented in the training programmes. The absentee LSGIs are Sholayur Grama Panchayat in Palakkad district and Pathanamthitta Municipality in Pathanamthitta district. Thus the representation of LSGIs in the APA training is 99.81%.

Altogether 4394 participants from 1036 LSGIs have attended in 14 training programmes. Malappuram district witnessed the highest representation with 463 participants followed by Palakkad district with 407. The percentage of participation level showed that Thiruvananthapuram is the high-

est with 100.81% followed by Kozhikode with 97.56%. The lowest percentage is at Alappuzha with 71.73%. The overall percentage of participation is 88%.

PA and Training Manuals

Based on the approved framework, detailed PA Manual and Training Manual were prepared by the Sutra Consulting, the lead consultant. The training manual contained details regarding trainings to PA firms, Performance audit wing and LSGD officials and software trainings. The Handbook has two parts – first part in English and the second part in Malayalam. The manuals were vetted by the World Bank and approved by the government.

APA Software

Based on the approved framework and manual, software is developed by the lead consultants. The software is web-based and is being hosted at State Data Centre.

Training to assessors

Three-day training programme was conducted for the field assessors. The in-house training programme was arranged by PMU. Classroom training, mock exercises, and field-level trainings were provided to them. The sessions were handled by PMU Specialists and Lead consultant.

Assessment process

A mid-assessment review was conducted by the PMU to take stock of the progress in assessment and to re-orient the assessors on key issues. Results of the first round of Quality Assessment by the lead consultant were discussed and midway corrections were proposed during the review.

Software training

Two-day training on the APA software was arranged by the PMU. The first day was for the training of PMU staff and make alterations in the software. On the second day, assessment firms were given training.

Field assessment

Due to the constant follow-up and the co-operation extended by the firms and the LSGIs, the field-level Performance Assessment process could be completed within the time frame. LSGI officials extended their wholehearted co-operation during the assessment.

KLGS DP – Performance Grant Utilisation

The two-and-a-half year old Kerala Local Government Service Delivery Project (KLGS DP) was formulated with the aim of institutionalising the decentralisation process in the State. The Project, supported by the World Bank, provides performance-linked, additional discretionary funds to the Local Self Government Institutions (LSGIs) in the State. During the financial year of 2011-12, Grama Panchayats were given Rs 121.73 crore and Municipalities were given Rs 18 crore. The allocation to Grama Panchayats and Municipalities for the financial year 2012-13 was Rs 246.98 crore and 36.24 crore respectively. A sector-wise break-up of the projects implemented by the LSGIs utilising the Performance Grant is listed here.

District-wise Status of KLGS DP Projects				
District	No. of Projects		Fund Allocation (Total) (₹)	
	2011-12	2012-13	2011-12	2012-13
Trivandrum	655	835		
Kollam	494	643		
Pathanamthitta	392	606		
Kottayam	625	713		
Idukki	339	549		
Alappuzha	625	991		
Ernakulam	672	1019	1,39,72,79,000	2,83,21,80,000
Thrissur	577	861		
Malappuram	986	1515		
Kozhikode	594	878		
Kannur	563	823		
Kasaragod	291	485		
Wayanad	166	413		
Palakkad	769	1117		
Total	7709	11,448		

Figure 1: KLGS DP Projects 2012-13
Total No: of Projects: 11,448

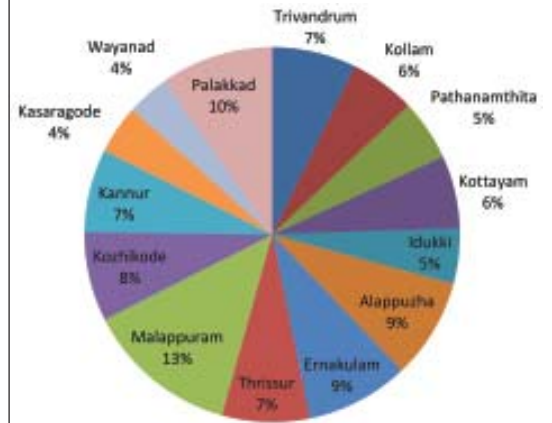


Figure 2: KLGS DP 2012-13
Project status – Number

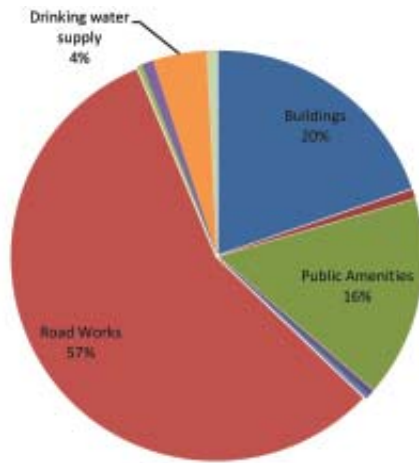
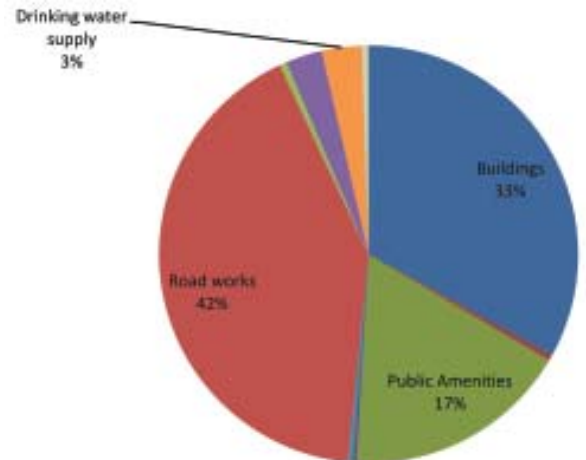


Figure 3: KLGS DP 2012-13 Project
status - Fund utilisation



World Bank team visits Pallikkal GP



A World Bank team led by Task Team Leader Abdu Muwonge visited Pallikkal Grama Panchayat in Malappuram district in January 2014. Pallikkal is the first Grama Panchayat in Kerala to obtain ISO certification. The team visited Quality Management system, Panchayat Information system, drinking water schemes at Salamath Nagar and Pallikkal, streetlights, conference hall, and computerisation of the grama panchayat office. The team was impressed with the achievements of the Grama Panchayat. K P Musthafa Thangal, Grama Panchayat President and A C Ashokan, Grama Panchayat Secretary welcomed the team and explained the initiatives of the Panchayat.

Through Projects...



Renovated front office of the Koothattukulam GP, Ernakulam



Office for Grama Panchayat, Mudakkuzha GP, Ernakulam



Renovated BUDS School, Cherukavu GP, Malappuram



Drinking Water Project, Karode GP, Thiruvananthapuram



Renovated Municipal Office, Tirur Municipality, Malappuram



Open market stall, Pothenkode GP, Thiruvananthapuram



Anganvadi building, Ramamangalam GP, Ernakulam



New Front Office, Vijayapuram GP, Kottayam



Agricultural Office,
Choornikkara GP, Ernakulam



Record Room,
Feroke GP,
Kozhikode



Office Modernisation and
Furniture, Neendakara GP, Kollam



Women's Canteen, Kayanna GP, Kozhikode



Solid Waste
Treatment
Plant,
Piravom GP,
Ernakulam



Women Cultural
Centre, Alagappa
Nagar GP, Thrissur



Renovated BUDS School, Ayanchery GP, Kozhikode



Gramayathra Tours Tribal Hamlets

Gramayathra programme, the signature communication campaign of the Kerala Local Government Service Delivery Project (KLGSDP), has been spreading its wings to more and more Grama Panchayats in the State. The latest edition of Gramayathra treaded a different path. The programme was conducted in the tribal-dominated Grama Panchayats in the Attappady area of the Palakkad district.

The tribal areas in the State face unique issues and the solutions cannot be ordinary. Though Kerala boasts of a truly evolved decentralised local governance system in place, which is hailed as a role model for the other States, the plight of tribal people in Attappady area is a pointer to the challenges facing the democratic decentralisation process.

The Gramayathra programme

led by Dr M K Muneer, the Minister for Panchayats and Social Justice, was conducted in three Grama Panchayats in the Attappady area – Agali, Puthur, and Sholayoor. The programme was conducted during September 2013 in the following venues: Bhoothuvazhi Ooru in Agali Grama Panchayat, Premises of Muthumariyamman Temple near Cheerakadavu Ooru in Puthur Grama Panchayat, and Nallasinka in Sholayoor Grama Panchayat. All the sessions were marked by enthusiastic participation by tribal people and other communities.

The Minister took action on many

issues raised at the Gramayathra programme and handed over the other petitions to officials with the instruction for quick action.

As part of the special Gramayathra programme at Attappady, many welfare measures were initiated. The community kitchen at Nallasinka Anganvadi was one such novel effort. Dr M K Muneer reminded that the kitchen should be treated only as a temporary arrangement and LSGIs in the area should, together with the support of the State government, strive for permanent solutions to the acute problems facing the tribal communities.

He also stressed that collective

Modern Crematorium Inaugurated

The Koratty Grama Panchayat in Thrissur district has completed construction of the modern crematorium. The Grama Panchayat with a population of 50,000 was finding it difficult to meet the requirements of the local populace in this regard. Interestingly, the new gas cemetery is surrounded by cemeteries of the nearby church and mosque.

The Minister for Cooperation C N Balakrishnan inaugurated the crematorium. The key of the crematorium was handed over by Dr V P Sukumaran, Deputy Project Director, KLGSDP to the Secretary of Koratty Grama Panchayat.

The project incurred total expenditure of Rs 33,00,000. Of this, Performance Grant share of the Project is Rs 20,00,000, whereas State Sanitation Mission contributed Rs 10,00,000 and Own fund share was Rs 3,00,000. The crematorium charges Rs 2,500 for each cremation to sustain the project. It is manned by a single staff.

The surroundings of the crematorium were beautified by planting trees according to the birth stars (astrological stars) of the individuals.



National Workshop on Procurement Manual Held

A workshop was organised at Kerala Institute for Local Administration (KILA) on 28 October 2013 for national level vetting of the draft Manual on Procurement, prepared as part of the initiative by KLGSDP. It was attended by among others national experts and representatives of stakeholders. S M Vijayanand, Additional Secretary, Ministry of Rural Development, Government of India, chaired the workshop and Dr P P Balan, Director of KILA welcomed the session.

As a preparatory step, the English version of the Manual was circulated to the national experts in advance for critical reading - Kalesh Kumar and Shine Joseph, Procurement Specialists, World Bank, S M Vijayanand, M N Roy, and T R Raghunandan.

At the outset, S M Vijayanand has reminded that the decentralised governance is in a transition stage in Kerala. It is high time the process of decentralised governance needs to be institutionalised to deliver better service to the citizens. He pointed out that significant need exists for various manuals at LSGIs for institutionalising different

functional areas. He summed up the basic characteristics of a manual: simple and detailed. It should be simple to understand at a glance, but detailed to provide the rationale. Hence the mandatory provisions and main steps shall form part of the content, while detailing can be appended or given as separate toolkit.

Dr J B Rajan briefed the drafting process of Procurement Manual. Kalesh Kumar, Procurement Specialist, WB has made a brief presentation on how Manuals can be made simple and showed samples from Tamil Nadu. T R Raghunandan brought different manuals on transparency related topics from Karnataka, Vienna, for discussion.

The session concluded that the drafting team should take into consideration the views expressed during the workshop. A review of the best procurement manuals of other countries (e.g., Philippines) and procurement manuals, Acts, Rules, of other States (Karnataka, Rajasthan, Andhra Pradesh, and Tamil Nadu) may be carried out. A scientific study of procurement of LSGIs should be held. Following this, the procurement manual needs to be revisited and redrafted by KILA.





Dr M K Muneer inaugurating the Community Kitchen in Sholayoor Grama Panchayat

efforts should be made from all quarters to make woes of the Attappady area a thing of the past and make Attappady synonymous with model for tribal development in the country.

The Minister in the meantime convened the meeting of official panels constituted specifically for finding solutions to the tribal issues. He reviewed the progress of the functioning of the committees.

He visited Tribal Speciality Hospital at Kottathara and Nutrition Rehabilitation Centre at the Community Health Centre at Agali. The Minister also found time to visit the office of the

Sholayoor Grama Panchayat and addressed the elected representatives and officials.

The sessions were attended by N Shamsudeen MLA, S Subbaiyya, Nodal Officer, Attappady Package, V N Jithendran, Director, Social Justice Department, K B Valsala Kumari, Executive Director, Kudumbashree Mission, Ramachandran, District Collector, K K Usha, President, Block Panchayat, E J Antony, President, Agali Grama Panchayat, Maruthi Suresh, President, Puthur Grama Panchayat, Murugan, President, Sholayoor Grama Panchayat, and other officials from various related departments.

Tanur-Tirur Bypass Road completed

The Tanur Grama Panchayat of Malappuram district has completed the construction of the 150-metre Tanur-Tirur bypass road. The landmark project, implemented during 2012-13, is funded entirely by Performance Grant share of KLGSDP. The total cost of the project is Rs 31,00,000.

The road starts from Tanur Bus stand and ends at Tanur-Tirur road. Apart from increasing road connectivity, the project aims at reducing traffic congestion and overcrowding caused by the ever increasing traffic. It ensures saving of half a kilometre distance when compared to the direct road access from Tanur main junction to Tanur Bus stand.

The road is constructed with

drainage and side protection wall. The width of the double lane road is 7.5m, which has been cambered from centre to sides having a bell mouth entrance of around 8.5m.

The drainage for the project is constructed with depth of 1.50m and provided with cover slab of 1m. The cover slab is provided for the entire length of the drainage and this will double up as a footpath for the pedestrian. The drainage is constructed with drain holes at every 3m span which take care of the water to be drained away from the surrounding areas of the road.

The proposed second phase of the project in 2013-14 will connect the road to the new bus stand. The cost estimate is Rs 30,20,000.



International Conference on Deepening Democracy

A three-day international conference titled International Conference on Deepening Democracy (ICODD) was organised by Local Self Government Department, Government of Kerala at Hotel Samudra, Kovalam in Thiruvananthapuram from 19 to 21 January 2014. Sixteen technical sessions under the conference on various themes witnessed coming together of experts on decentralised planning and local governance from across the globe. The representatives of local self government institutions in Kerala participated actively in the deliberations.

ICODD was inaugurated by Dr Mihir Shah, Member, Planning Commission on 19 January 2014. He said deepening of democracy and inclusive growth should go hand in hand to achieve quality in delivery of services at the grassroots level. He pointed out that the Kerala experience of women's self-help groups (SHGs) such as Kudumbashree can emerge as powerful economic entities capable of resisting the market forces unleashed by foreign direct investment in the retail sector. He said the political

foundation provided by the Panchayati Raj system and the economic foundation provided by the SHG movement could come together to strengthen democracy and inclusive growth.

Minister for Panchayats and Social Justice Dr M K Muneer who welcomed the gathering said Kerala leads in decentralisation, and financial freedom to local bodies has become a boon for poor and marginalised sections of society.

Planning Board vice-chairman K M Chandrasekhar said that one of the major challenges in decentralised governance was the multiplicity of programmes and schemes caused by the lack of convergence of many programmes implemented by Central and State governments.

Kerala is facing the second generation challenges in decentralised governance, Dr M K Muneer said while chairing the plenary session. Waste management, quality of service delivery, health sector, issues of the aged, and house construction are key challenges facing the local governance system in the State, he said.

He said the Grama Panchayats should attain self-sufficiency

through effective resource mobilisation. The functional efficiency of panchayats could be increased through empowerment of Gramasabhas, he stated.

Prof. M A Oommen, who introduced the theme at the plenary session said Kerala's decentralised planning is different from the rest of India. Kerala initiated institutional reforms and moved ahead early to devolve powers, responsibilities, and funds to local governments, he added.

K C Sivaramakrishnan, Dr T M Thomas Isaac, MLA, Prof. Patrick Heller and S M Vijayanand spoke on the occasion.

The session on Transparency and Accountability was attended by Aruna Roy, former member, National Advisory Council, John Samuel, Global Advisor, UNDP Governance Centre and Nikhil Dey, activist from Rajasthan.

Mani Shankar Aiyar, former Union Minister for Panchayati Raj, delivered the special address at the session on Upliftment of the Marginalised and Planning. It is time that people's involvement in district level planning needs to be widened for deepening democracy, said Aiyar. He lauded the Kerala model of District Planning and said the Kerala Model District Planning later turned out to be a textbook model for the Planning Commission.

P Sainath, the Rural Affairs Editor of *The Hindu* said that neoliberalism can undermine democracy severely. Growing



Dr Mihir Shah, Member, Planning Commission inaugurating ICODD

inequality is the biggest problem faced by India. Dr George Mathew chaired the session. Prof. M A Oommen also spoke.

The valedictory session of the Conference was inaugurated by Chief Minister Oommen Chandy. He said that Kerala had become the focal point of experiments in deepening democracy owing to its egalitarian society. The devolution of funds has helped Panchayati raj institutions become more self sufficient. He said that decentralised and centralised planning is required to ensure that duplication and wastage of resources are avoided.

The Chief Minister pointed out that e-governance is the future of fostering local governance in the State. He emphasised that efforts should be made to devise innovative tools to ensure people-friendly governance. Strengthening democracy required increased public participation and Kerala had been a pioneer in this, he pointed out.

Delivering the valedictory address of the International Conference, Jairam Ramesh, Union Minister for Rural Development, said that Kerala's record of women's representation in the political framework has been poor in spite of the achievements in women's empowerment and gender equality. He stressed that periodic review and rejuvenation of democratic institutions in the country was a must. The Central Minister concluded by stating that democracy can never be taken for granted and the answer to our weakness is more democracy.

Minister for Panchayats M K Muneer, who presided over the session, said that all steps would be taken to increase the autonomy of local self governments by strengthening grama sabhas and to ensure that actual decision making was done by the people.

Minister of Rural Development K C Joseph said that Kerala was not satisfied with its progress though it had taken up the mission of

taking democracy forward.

Some of the best minds on the decentralisation sector attended the three-day deliberations. They include: Prof. Patrick Heller (Brown University, USA), Sayeedul Huq (Director, NILG, Bangladesh), Collin Pillai (Programme Manager, MILE, South Africa), KC Sivaramakrishnan (Professor, Centre for Policy Research, New Delhi), Dr Joseph Tharamangalam (Professor Emeritus, Mount St. Vincent University, Halifax, Canada), Prof. Vinod Vyasalu (Centre for Budget Studies, Bangalore), Prof. S S Meenakshi Sundaram (Honorary Visiting Professor, Institute for Social and Economic Change, Bangalore), Michael Haney (Operations Advisor, World Bank), Lise Grande (Resident Coordinator, United Nations), Prof. Jeemol Unni (Director, IRMA), Prof. K P Kannan, Dr George Mathew, Kutty Ahammed Kutty, C P John, Santosh Mathew, Dr K N Harilal, Dr Jose Chathukulam, and Dr Joy Elam-on.



Photo Panels of KLGSDP Projects displayed at the Government Secretariat Annexe in Thiruvananthapuram

Kerala Local Government Service Delivery Project (KLGSDP) prepared 11,000 copies of the tabletop calendars of 2014. Each page of the Calendar features successful projects completed under KLGSDP. The calendars were distributed to the Grama Panchayats, Municipalities, and other stakeholders.