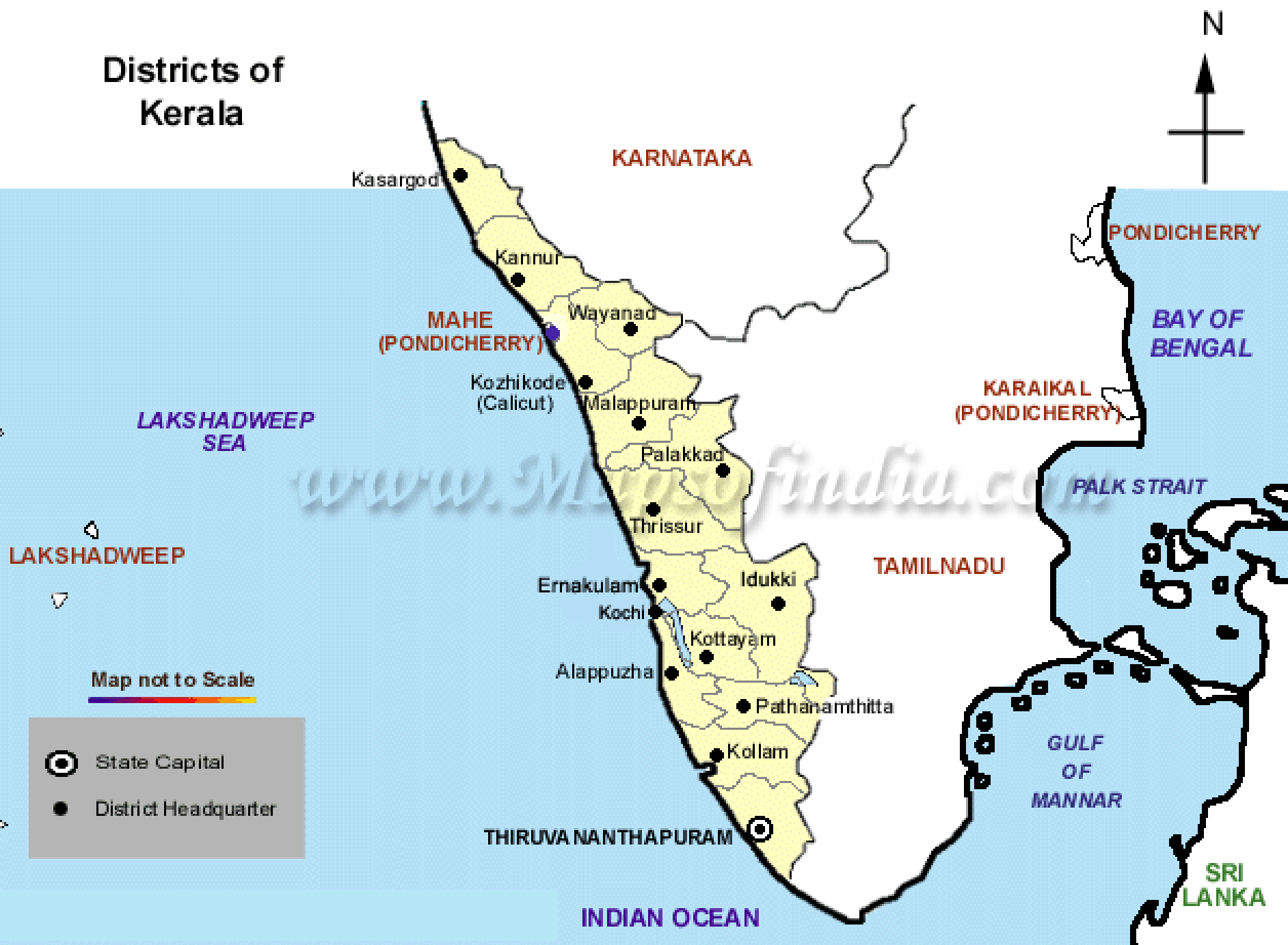

DECENTRALISATION OF GOVERNANCE IN KERALA

AN OVERVIEW

Prof. T.Raghavan.

Kerala Institute of Local Administration

Districts of Kerala



LAKSHADWEEP

Map not to Scale

- State Capital
- District Headquarter



Kerala at a glance

Area	38863 sq.km
Population	3.33 Crores (33387677)
■ Urban	1.59 crores (47.72 %)
■ Rural	1.74 crores (52.3 %)
Density per sq.km	819
Sex ratio	1087 females/1000 males
Literacy	90.92 (W 87.86)
SC/ ST population	10.9 % (9.8 SC+1.1 ST)

Local Governance

A consistent concern of Kerala

1957-First ARC

1960-LSGI Acts

1979-Dist.Council Act

1994-New LSGI Acts

1996-Peoples Planning Campaign

-Second ARC

1999-Elaborate amendments in LSGI Acts

2008-Prof.Oomen committee report.

2009- Amendments for 50% reservation
for women

Existing structure

□ Dist Panchayath	-	14
□ Block Panchayath	-	152
□ Gram Panchayath	-	978
□ Municipalities		60
□ Corporations		5

□ Total		1209 + 1

Salient Features of Kerala Panchayat Raj Act

1. Three tier: importance to Panchayat
2. Grama Sabha at ward level
3. Little control from above- each tier independent
4. Regular election – Election commission
5. Reservation systems
6. Finance Commission
7. District Planning Committees
8. Sustained political will
9. Big bang approach

Devolution of Five Fs

- Fund
- Functions
- Functionaries
- Freedom
- Friends / Fraternity

Fund : (35 to 40%) (35 lakhs to 1.25 crores)

□ Norm based:

- Minimum 40% for productive sector
- Maximum 20% for infrastructure
- Balance 40% for service sector
(10% to WCP and 5% social security)

Functions: Roles/ expectations expanded

- . Distance of service delivery outlets reduced.
- . New initiatives and local experiments.

□ **Functionaries**

- Officials at the cutting edge level.

Freedom to plan

Based on guidelines

Friends / Fraternity

Working groups, Trainers, Technical
Advisory groups (TAG)

Existing Structure

- ❑ Steering committee
- ❑ Standing committees
- ❑ Sub committees
- ❑ Joint committees
- ❑ Working Groups

A typical Grama Panchayath

Area	: 20-25 sq.km
Population	: 25000
Own income	: 10-50 lakhs
Total income	: 100-200 lakhs
Institutions under Control	: 7-13
Own staff Employees	: 10-25
Under control	: Around 200

A typical Municipality Council

Area	: 10-20 Sq.Km
Population	: 50,000-100,000
Own income	: Rs.1-3 crores
Total income	: Rs.3-5 crores
Own staff	: ~ 30-50
Transferred institutions	: 11
Employees under control	: ~ 300

Gram Sabhas/Ward Sabhas

- ❑ Gram sabhas at ward level
- ❑ Quarterly meetings
- ❑ Quorum-10%
- ❑ Ward member as convener
- ❑ Designated officer as coordinator
- ❑ Specific powers and responsibilities

Sources of income

□ Taxes

- Building Tax
- Profession Tax
- Entertainment Tax
- Show Tax
- Advertisement Tax
- Service Tax

□ Fees

- Building license
- D&O license
- Permit fees
- Miscellaneous

□ Grants

- Development Grant
- Maintenance Grant
- General purpose Fund

Formula for Development Fund Allocation (Plan Grant)

Indicators	Percentage weightage			
	GP	BP	DP	Mun.
Population(Ex.SC,ST)	60	60	50	70
Tribal population	5	5	5	5
Area(Ex.forests)	5	10	15	5
Area under paddy	5	-	-	-
Own income of GP	10	-	-	-
Agri,Vet,Fish&Marginal workers	15	25	20	-
Backwardness index	-	-	10	20
Total	100	100	100	100

Institutions transferred to Grama Panchayaths

- Krishi Bhavan
- Veterinary Hospital
- Primary Health Centre-Allopathic
- Primary Health Centre-Ayurveda
- Primary Health Centre-Homoeo
- Anganwadies and Day Care centers
- Balwadis
- Government. Primary Schools
- Office of the Assistant Engineer (one AE for 2 GPs)
- Tribal Extension office
- Tribal Nursery Schools
- Village Extension Office
- Fisheries sub centers

Institutions transferred to Block Panchayat

- ❑ Assistant Director Agriculture.
- ❑ Veterinary Poly Clinic
- ❑ Diary Office.
- ❑ Industries Extension Office.
- ❑ Block Development Office.
- ❑ Child Development Project Office.
- ❑ SC Development Office.
- ❑ Tribal Extension Office.

□ Community Health Centres and Taluk hospitals. (Allopathy, Homeo and Ayurveda)

PWD Assistant executive Engineer.

(Construction and maintenance of village roads connecting more than one village panchayat , construction of buildings for institutions transferred.)

Institutions transferred to District Panchayat

- Principal Agricultural Office.
- District Animal husbandry Office.
- Dairy Development Office.
- Fisheries Deputy Director Office.
- District Industries Office.
- Rural Development Office.
- Social welfare Office.
- Co-operative Asst.Registrar Office.

-
- ❑ SC Development Office.
 - ❑ ST Development Office.
 - ❑ District Hospitals _ Allopathy
 - ❑ Homeopathy
 - ❑ Ayurveda
 - ❑ Govt. High schools and Higher Secondary schools , ITI
 - ❑ District Educational Office
 - ❑
 - ❑

- Deputy Director of Education Office

- PWD Executive Engineer.

(Construction and maintenance of
all District roads , construction of
buildings for institutions transferred)

- Irrigation Executive Engineer.

Regulatory systems

- DPCs-Functional
- State Election Commission and Delimitation commission-Functional
- State Finance Commission-Functional
- Ombudsman-Functional
- Appellate Tribunal-Functional
- State Development Council-Functional

Monthly Honorarium

Position	Gr.Panc hayaths	Bl.Panc hayaths	Dt.Panc hayaths	Municipalities
President	5600	6300	6900	6300
Vice Preci.	4300	5000	5600	5000
St.com. chair	3100	3400	3700	3400
Member	2500	2800	3400	2800

Level of Devolution

- Devolution of Functions
- GP-76 BP-28 DP-64 Mun-105

- Devolution of Finance
- 37% of state plan from 1996 onwards
- From 2006-07: Rs.1400 crore+10% annual increment as per SFC recommendation.

- Devolution of Functionaries- Continues

Process of planning

- Situation Analysis-Vision Document
- Focus Group Discussion
- Need identification-Gram Sabha
- Strategy setting- Development Seminar
- Projectisation-working groups
- Plan Formulation
- Plan Vetting-TAGs
- Plan Approval
- Plan implementation
- Monitoring

Component plans
for women, old
aged, children,
destitute, and Asset
Maintenance

Ongoing innovations

- All poverty reduction Programmes through **Kudumbasree** SHG network
- Modernization and Computerization of LSGIs
- Micro watershed Based Master Plans
- New campaign- "**House for all, Work for all**"

Kudumbasree

- ❑ Organized network of women groups
- ❑ Initiated with UNICEF support
- ❑ 2 Lakhs units
- ❑ Integrated with LSGI
- ❑ 110 items of income generating activities
- ❑ Increased social visibility of women
- ❑ Reduced poverty considerably

Features of Good Governance

- ❑ Absolute Right To Information
- ❑ Mandatory publication of Citizen's Charter by every LSGI
- ❑ Performance Audit
- ❑ Code of conduct for officials and elected representatives
- ❑ Front office in all LSGIs

Challenges

- ❑ Issues of institutionalization
- ❑ Dual control on employees
- ❑ Bureaucratization Vs Democratization
- ❑ Degeneration of Gram Sabhas
- ❑ Low growth of productive sector
- ❑

□ Thank You