



**Government of Kerala**

**REPORT ON  
PERFORMANCE ASSESSMENT OF GRAMA PANCHAYATS  
UNDER DECENTRALISED PLANNING**

**ANCHUTHENGU GRAMA PANCHAYAT  
THIRUVANANTHAPURAM DISTRICT**

**District Planning Office, Thiruvananthapuram  
State Planning Board, Thiruvananthapuram  
December 2015**

**REPORT ON  
PERFORMANCE ASSESSMENT OF GRAMA PANCHAYATS  
UNDER DECENTRALISED PLANNING**

**ANCHUTHENGU GRAMA PANCHAYAT  
THIRUVANANTHAPURAM DISTRICT**

**District Planning Office, Thiruvananthapuram  
State Planning Board, Thiruvananthapuram  
December 2015**

**K M Chandrasekhar**  
**Vice Chairman**  
**State Planning Board**  
**Thiruvananthapuram**

**04-01-2016**

### **MESSAGE**

I am happy to see that the report in respect of the study “Appraisal of Performance of Grama Panchayats under Decentralized Planning” is ready for publication. I understand that the study reports have been evolved through teamwork of both District Planning Offices and the Decentralized Planning Division of State Planning Board. The findings and suggestions of the study will be very valuable for planners, policy makers, researchers, and people’s representatives in the field of decentralized planning in the State.

I use this occasion to appreciate all who have associated with the study, particularly, Shri CP John, Member, State Planning Board, who pioneered and carefully monitored it until its successful completion.

**(K M Chandrasekhar)**

**Dr. Alok Sheel IAS**  
**Member Secretary**  
**State Planning Board**  
**Thiruvananthapuram**

**23-12-2015**

### **MESSAGE**

Kerala's position is far ahead of other states as far as decentralized planning in the country is concerned. Even then, the State has not undertaken any in-depth study so far to evaluate the positive and negative aspects associated with the process, although we have been experiencing it over a period of nearly two decades. The present venture of by the State Planning Board, utilizing the services of the District Planning Officers, for assessing the performance of Grama Panchayats under decentralized planning, based on randomly selected Grama Panchayats, analyses and indicates various issues of participatory planning process and its associated components, and other entities under decentralized planning with reasonable level of rigor, quality and comes up with several findings and suggestions for better formulation and implementation of the strategy in future. The study goes deep into the policy changes and its impact right from the campaign mode of people's plan to the present institutionalized setup.

I wish all success to the endeavour and use this occasion to congratulate the study team comprising of the District Planning Office and Decentralised Planning Division of the State Planning Board.

**(Dr. Alok Sheel IAS)**

**29-12-2015**

## **PREFACE**

The study, “Performance Assessment of Grama Panchayats under Decentralized Planning” is an attempt to evaluate the performance of Grama Panchayats under Decentralized Planning in Kerala.

Enough comprehensive studies were not conducted to evaluate the complexities of Panchayat Raj system after the introduction of decentralised planning in the State. This study is a humble attempt to look into the intricacies of structural/developmental/ procedural changes occurred during the last 20 years.

At the State level 152 Grama Panchayats were selected at random (one Grama Panchayat from each Block Panchayat area), ensuring adequate representation of the topography and vulnerability (coastal, tribal etc.) of the State. (Out of the selected 152 Grama Panchayats 10 per cent, are coastal and 23 per cent are having considerable tribal habitations. Similarly, of the total 152, around 50 per cent Grama Panchayats are from midland and remaining 50 per cent are from highland and lowland areas).

The tasks of collection, analysis and interpretation of data, and the preparation of reports for the selected Grama panchayats were assigned to the District Planning Officers. For the purpose of the study, both primary and secondary data were collected. A common proforma supplied to them by the State Planning Board was mainly used for collection of data. Besides, a few DPOs designed their own proforma to gather micro level information required for the study. Information Kerala Mission provided the data on plan formulation and expenditure. To appraise the procedures used during 9th Five Year Plan, personal interviews with Key Resource Persons (KRPs) were conducted. In order to study the problems in plan formulation procedure and changes in guidelines, Focus Group Discussions (FGDs) with the elected representatives, implementing officers, experts and other informants were also held separately.

State Planning Board issued guidelines on chapterisation and regional workshops were conducted aiming at equipping the DPOs for drafting of study reports.

This is the report of Anchuthengu Grama Panchayat in Thiruvananthapuram District.

The planning and execution, editing and other activities etc. associated with the study were co-ordinated by the Decentralised Planning Division, State Planning Board. The names of Dr. M.R. Motilal (Chief, Decentralised Planning Division(Rtd), Smt. N. Prasannakumary (Chief I/C, Decentralised Planning Division) , Shri. N. Radhakrishnan (Consultant) and Shri C.Habeesh (Consultant) are worth mentioned. I would like to use this opportunity to thank all concerned associated with the study, including the staff of District Planning Offices and Decentralised Planning Division, functionaries of the Grama Panchayats, Information Kerala Mission etc. The list of officers and other staff of the District Planning Office, who were engaged with the preparation of the study reports, is given in the annexure.

May I place on record my sincere gratitude to Shri. KM Chandrasekhar, Hon'ble Vice Chairman, State Planning Board and Dr.Alok Sheel IAS, Member Secretary, State Planning Board for their valuable guidance and advice for the study.

I hope the reports will be useful for all stakeholders concerned with decentralised planning in the State.

**(C P John)**

## CONTENTS

No	Title	Page
(1)	(2)	(3)
	Abbreviations and Acronyms	2
	List of Tables	3
	List of Figures	5
	Preface	6
	Message of the Member Secretary	8
	Message of the Vice Chairman	9
1	Introduction	10
2	Development Scenario Before Decentralized Planning	18
3	Planning Process	22
4	Implementation	39
5	Monitoring	57
6	Major Achievements and Constraints	58
7	Summary and Conclusion	63
	Appendix	69

## **ABBREVIATIONS AND ACRONYMS**

ADS	-	Area Development Society
ASHA	-	Accredited Social Health Activist
BC	-	Beneficiary Contribution
BLTC	-	Block Level Technical Committee
BP	-	Block Panchayat
CDS	-	Community Development Society
CSS	-	Centrally Sponsored Scheme
DP	-	District Panchayat
DPC	-	District Planning Committee
DPO	-	District Planning Office
DRP	-	District Resource Person
EAS	-	Externally Aided Scheme
EDS	-	Eco Development Society
FGD	-	Focus Group Discussion
GP	-	Grama Panchayat
IKM	-	Information Kerala Mission
ISM	-	Indian Systems of Medicine
KRP	-	Key Resource Person
LB	-	Local Body
LRP	-	Local Resource Person
LSG	-	Local Self Government
LSGD	-	Local Self Government Department
MPTA	-	Mother Parent and Teachers Association
NGO	-	Non-Governmental Organisation
PPP	-	Public Private Partnership
PTA	-	Parent and Teachers Association
SC	-	Scheduled Castes
SCP	-	Special Component Plan
SPB	-	State Planning Board
SSS	-	State Sponsored Scheme
ST	-	Scheduled Tribes
TAG	-	Technical Advisory Group
TSP	-	Tribal Sub Plan
VTC	-	Voluntary Technical Corps
VSS	-	Vana Samrakshna Samithi
WG	-	Working Group



## List of Tables

No	Title	Page
(1)	(2)	(3)
1.1	Demographic Profile of the District	12
1.2	Demographic Profile of AnchuthenguGramaPanchayat	14
1.3	General Information of the AnchuthenguGramaPanchayat(1996-97 and 2012-13)	15
3.1	Appraisal of Timely Completion of Activities Mandated Under Decentralised Planning	24
3.2	Details of GramaSabha Meeting	28
3.3	Participation Details of GramaSabha Meeting-Project Formulation (2011-12 & 2012-13)	29
3.4	Participation Details of GramaSabha Meeting-Beneficiary Selection(2011-12&2012-13)	29
3.5	Participation Details of GramaSabha Meeting -Monitoring (2011-12&2012-13)	30
3.6	Source Wise Resource Mobilisation and Expenditure (Annual Plan2011-12)	34
3.7	Source Wise Resource Mobilisation and Expenditure (Annual Plan2012-13)	35
3.8	Amount Received and Expended (2011-12 and 2012-13)	36
3.9	Difference in Resource Mobilisation (2011-12&2012-13)	38
4.1	Project Formulation and Expenditure by Development Sectors (Annual Plan 2011-12)	39
4.2	Project Formulation and Expenditure by Development Sectors (Annual Plan 2012-13)	40
4.3	Sector wise Expenditure under General and SCP (2011-12)	42
4.4	Sector wise Expenditure under General and SCP (2012-13)	43
4.5	Formulation and Expenditure for a Special Programmes ( 2011-12)	44
4.6	Formulation and expenditure for a special programmes ( 2012-13)	45
4.7	Deviations from Approved Outlay (2011-12)	47
4.8	Category wise and Sector wise Deviations from Approved Outlay (2011-12)	48
4.9	Sector wise deviations from approved outlay (2011-12)	48
4.10	Project wise Deviation in Plan Formulation and Implementation (2011-12)	50
4.11	Deviations from ApprovedOutlay (2012-13)	50
4.12	Category wise and Sector wise Deviations from Approved Outlay (2012-13)	51
4.13	Sector wise Deviations from Approved Outlay (2012-13)	52
4.14	Project wise Deviation in Plan Formulation & Implementation (2012-13)	53
4.15	Details Of Spill Over Projects (2011-12)	54
4.16	Details of spill over Projects (2012-13)	54
6.1	Progress under Agriculture and Allied Sectors	58
6.2	Watershed Resource Development and Watershed Management	59

6.3	Initiatives/Achievements in waste Management/Sanitation	59
6.4	Buildings Constructed	60
6.5	Achievement In Housing	60
6.6	Construction of Roads	60
6.7	Maintenance of Roads	61
6.8	Self Employment	61
6.9	Health Institutions	61
6.10	Number of Social and Cultural Institutions	62

## List of Figures

No	Title	Page
(1)	(2)	(3)
1.1	Map of AnchuthenguGramaPanchayat	14
3.1	Participation Details of GramaSabhaMeetings-Project Formulation (2011-12 and 2012-13)	29
3.2	Participation Details of GramaSabhaMeetings-Beneficiary Selection (2011-12 and 2012-13)	30
3.3	Participation Details of GramaSabha Meetings –Monitoring(2011-12 and 2012-13)	31
3.4	Outlay and Expenditure (2011-12 and 2012-13)	37
4.1	Sector wise Expenditure under General and SCP(2011-12)	42
4.2	Sector wise Expenditure under General and SCP(2012-13)	43
4.3	Formulation and Expenditure for Special Programmes (2011-12)	45
4.4	Project Formulation and Expenditure for Special Programmes (2012-13)	46
4.5	Sector wise Deviations From Approved Outlay (2011-12)	49
4.6	Sector wise Deviations from Approved Outlay (2012-13)	52

## **CHAPTER 1**

### **INTRODUCTION**

1.1 Decentralisation refers to the process of assigning the public functions and responsibilities of planning and implementation from state government to the sub district level in order to carry out specific tasks at the local level. Democratic decentralisation seeks to associate the people's participation in the decision making process at the grass root level.

1.2 The three-tier panchayat raj institutions were introduced by the Central Government following the Belwant Ray Mehta study team (1957) recommendations. But its progress was uneven and tardy. Later the report of the committee on Panchayat Raj Institutions (1978) also referred to as Ashok Mehta committee argued for democratic local government based on politics based elections. The 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments of 1992 paved the way for democratic decentralisation in the country. This amendment is an important landmark because the two-tier federation has vertically become a three tier federal polity, the latter with several sub systems. These amendments made five yearly elections, reservation for women and socially backward communities, provision for appointment of State Finance Commission etc as constitutionally mandatory.

1.3 Statement of the Problem

1.3.1 Kerala model of democratic decentralisation and people's plan campaign with devolution of process functions and resources of the local self government focusing on people's participation has been applauded and accepted worldwide and national and international organisations applauded the unique and remarkable achievement of Kerala in decentralised participatory planning and implementation.

1.3.2 Studies shows that there is a wide gap between income and expenditure in many panchayats explainable in terms of capacity gap ie, actual expenditure was considerable below the total funds available to the panchayat during the 9<sup>th</sup> plan. In spite of this the process

is faced with several problems like absence of the adequate creative participation of the people, delay in the formulation and implementation of annual plans, scarcity of adequate funds for financing the priority sectors/ projects of the local governments owing to their liability in funding mandatory projects under CSS and other state sponsored schemes, poor performance of the production sector and the ever increasing burden of service/ infrastructure sectors, operational and technical problems in executing projects involving works, need for further strengthening the DPC, absence of qualitative projects in certain sectors, problems in formulation and implementation of SCP,TSP and other vulnerable groups, problems in guidelines, inability of majority of local governments in mobilizing resources other than government funds etc. This emphasizes the need for appraising the performance of the local governments in decentralized planning, especially that of gramapanchayats, at least on a selective basis. In this context State Planning Board has decided to carry out an indepth study to assess the impact of decentralised planning in the state with focus on achievement in key sectors, planning process during the 11<sup>th</sup> plan period and in the light of the adoption of new guidelines during the 12<sup>th</sup> plan period. As such study of 152 gramapanchayats in each block panchayat of the state is proposed. AnchuthenguGramaPanchayat in Thiruvananthapuram District is one among them.

#### 1.4 Objectives

1.4.1 While the broad objective of the study is to assess the major changes in the development of the panchayat before and after implementation of decentralized planning, the specific objectives are:-

- a) to assess the process of plan preparation with focus on the role of grama sabha and peoples participation during 11<sup>th</sup> and 12<sup>th</sup> plan;
- b) to assess the process of project formulation and the relevance of guidelines;
- c) to understand the fund allocation and expenditure of annual plans during 11<sup>th</sup> and 12<sup>th</sup> plan;
- d) to assess the resource mobilisation from various sources;
- e) to identify the achievement in key sectors;
- f) to examine project formulation and implementation of SCP,TSP,Women, Children, Differently Abled; and
- g) to assess the need and applicability of guidelines

#### 1.5 Methodology

Anchuthengu Grama Panchayat in Thiruvananthapuram District is selected for the study on random basis from among the 152 gramapanchayats selected to carry out the study at the state level. It is one of the coastal gramapanchayats in the district.

## 1.6 General Profile of the District

1.6.1 Thiruvananthapuram, the capital of Kerala, was popularly known as Ananthapuri in ancient days, which means the abode of sacred snake god 'Ananthan'. The modern era begins with Marthanda Varma, the father of modern Travancore. Travancore was a great epoch of intellectual as well as cultural centres and it reached zenith during the era of Maharaja Swathi Thirunal (1829-1847 AD). The beginning of English education by opening an English school, observatory and charity hospital during the period of Swathi Thirunal is an epoch making in the history of the district. One of the significant contributions of Sri. Moolam Thirunal is the inauguration of the *Legislative Council* in 1888, the first Legislative Chamber in India. The District shares its boundaries with Kollam District in the North, Kanyakumari in the (Tamil Nadu) in the South, Thirunelveli (Tamil Nadu) in the south and Arabian Sea in the West.

1.6.2 The district stretches along the shores of Arabian Sea for a distance of 78 km. On geographical ground the district can be divided into three: highland, midland and lowland. Thiruvananthapuram, Chirayinkeezh and Varkalataluks lie in the midland and lowland regions. Nedumangad and Kattakadataluks lie in the midland and highland regions. Neyattinkarataluk stretches all the three regions.

1.6.3 According to the census 2001 the population of the district was 32.34 lakhs. This rose to 33.01 lakhs in the census 2011. Density of the population has rose from 1476 in 2001 to 1508 in 2011. The sex ratio is 1087 (2011). The literacy rate has been registered as 91.2 in 2011. The demographic details of the district are shown in table 1.1.

Table 1.1  
Demographic profile of the district

	Census 2001	Census 2011
Population	Total	Total
Persons	3234356	3,301,427
Males	1569917	1,581,678
Females	1664439	1719749
Density of Population	1476	1508

Sex Ratio	1060	1087
Adult Sex Ratio	1060	1,087
Child Sex Ratio	962	964
Literacy Rate	89.3	91.2

1.6.4 More than 50% of the workforce of the district is engaged in service sector. With the establishment of Technopark in 1995, Thiruvananthapuram has steadily grown into a competitive IT centre. There are 490 branches of 40 commercial banks and 70 branches of DCB in the district. The Indian Overseas Bank is the Lead Bank of the district.

1.6.5 The total geographical area of the district is 2.187 lakh ha. Agriculture is the primary occupation of the people of the district. More than 15% of the total population of the district depends on agriculture for their livelihood. Paddy is the most important crop cultivated in the wet lands. In garden lands coconut, rubber, banana and vegetables are the main crops. The fisheries sector has importance in the district due to the existence of 78 Km coastal line, reservoirs and inland water bodies.

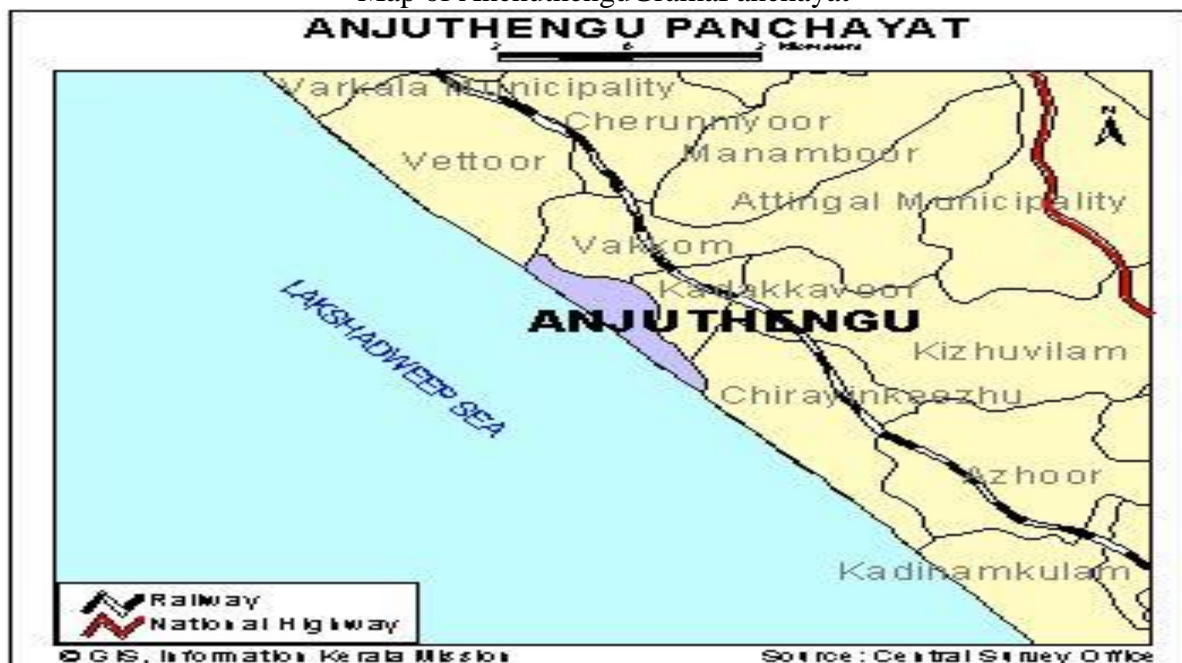
1.6.6 Thiruvananthapuram is an academic hub. The University of Kerala, the regional headquarters of Indira Gandhi National Open University, fifteen engineering colleges, three medical colleges, three ayurveda colleges, two homeopathy colleges, six other medical related colleges and two law colleges are located in the district.

1.6.7 Indian Institute of Science Education and Research, Vikram Sarabhai Space Centre (VSSC), Liquid Propulsion Systems Centre (LPSC), Thumba Equatorial Rocket Launching Station (TERLS), Indian Institute of Space Science and Technology (IIST), Rajiv Gandhi Centre for Biotechnology (RGCB), Jawaharlal Nehru Tropical Botanical Garden and Research Institute (JNTBGRI), ER&DC – CDAC, CSIR – National Institute of Interdisciplinary Science and Technology, Free Software Foundation of India (FSFI), Regional Cancer Centre (RCC), SreeChitraThirunal Institute of Medical Sciences and Technology (SCTIMST), Centre for Earth Science Studies (CESS), Central Tuber Crops Research Institute (CTCRI), Kerala Science and Technology Museum, Priyadarsini Planetarium, Kerala Highway Research Institute and Kerala Fisheries Research Institute are the major science and technology institutions in Thiruvananthapuram.

## 1.7 General Profile of Anchuthengu Grama Panchayat

1.7.1 Anchuthengu Grama Panchayat located in Chirayinkeezh Block Panchayat comes under Chirayinkeezhu Taluk. It is having an area of 3.36 sq. km and is laying parallel to the Arabian Sea. Out of the 14 wards in the panchayat one except 13 are low lands. Panchayat is situated in between the Arabian Sea in the west and Anchuthengu Lake in the east. Panchayat is having 5km sea shore. Regarding its economy one could not say that it is an agrarian one or not. Major cultivable crop is coconut. Large number of people in the panchayat is engaged in fishing.

Fig. 1.1  
Map of Anchuthengu Grama Panchayat



#### 1.7.2 General Profile

Name of the panchayat	:	Anchuthengu Grama Panchayat
Name of Block panchayat	:	Chirayinkeezh Block Panchayat
Name of District	:	Thiruvananthapuram
Geographical Area	:	3.36 sq. km
Name of Taluk	:	Chirayinkeezh
Panchayat born on	:	1952
Number of Wards	:	14
Legislative Assembly	:	Chirayinkeezh

#### 1.7.3 Demographic Profile



1.7.3.1 The population of the gama panchayat (2011) is 17396 consisting of 8545 males and 8851 females. The population of the grama panchayat constitutes 0.53 percentage of the total population of the district. The sex ratio of the grama panchayat is 1000:1036 which is lower than the sex ratio of the District. The literacy rate is registered as 84.01 percent, which is also lower than the district level. Details are given in table 1.2

Table 1.2  
Demographic profile of Anchuthengu Grama Panchayat

Population(as per 2011 census)		
	Male	8545
	Female	8851
	Total	17396
SC Population (as per 2011 census)		
	Male	441
	Female	534
	Total	975
ST Population(as per 2011 census)		
	Male	11
	Female	17
	Total	28
Density of population		-
Sex ratio		1036
Literacy rate		
	Male	84.43%
	Female	82.47%
	Total	84.01%

1.8.3.2 The number of households in the grama panchayat has increased from 2655 to 3795 between the period 1996-97 and 2012-13. On the contrary the number of houseless families, the number of houses without latrines, without drinking water, non electrified etc have decrease during the period 1996-97 and 2012-13. Details are given in table 1.3

Table 1.3  
General Information of the Anchuthengu Grama Panchayat(1996-97 and 2012-13)

	Reservation Wards	1996-97	2012-13
	a) SC	1	1
	b) ST	-	-
	c) Women	-	7
1.13	Total number of households	2655	3795
1.14	Number of households		
	a) lacking liveable houses	758	547
	b) lacking sanitary latrines	985	405
	c) lacking drinking water	1944	1450
	d) lacking electrification	1800	775

1.15	Number of landless families		
1.16	Number of educational institutions (Govt/Aided)		
	a) No of LP Schools	4	5
	b) No of UP Schools	1	1
	c) No of HS/HSS	2	2
	d) No of VHSC	-	-
	e) Arts and Science Colleges	-	-
	f) Engineering/ Medical Colleges	-	-
	g) ITI/Polytechnic	-	-
	h) Others( Teachers Training College)	1	1
1.17	No. of educational institutions (Un Aided)		
	a) No of LP Schools	1	1
	b) No of UP Schools	0	1
	c) No of HSS/HS	1	1
	d) Others (specify)		
1.18	Number of pre-primary schools		1
1.19	Number of continuing Education centres (Saksharatha programme)		1
1.20	Number of libraries	1	1
1.21	Number of cultural organisations	12	1
1.22	Anganwadies		
	a) No. of anganwadies	10	24
	b) No. with own pucca building		7
	c) No. of children		
1.23	Number of shrines/temples/churches	20	20
1.24	Number of health care institutions		
	a) PHC/Taluk/Dist. Level Hospitals/Govt.MCHs	1	1
	b) Ayurveda Hospital/dispensary	1	1
	c) Homoeo Dispensary/hospital	1	1
	d) Hospital/dispensaries of other systems	-	-
	e) Private clinics/ hospitals/ speciality hospitals/MCHs	-	1
1.25	Number of Banking and other financial Institutions		
	a) Nationalised/Scheduled bank	0	0
	b) Dist. Co-op/Service Co-Operative Banks	1	1
	c) Co-operative societies	11	5
	d) New Generation Banks	-	-
	e) NBFCs++	-	-
	f) Money Lenders	-	-
	g) Others (Specify)	-	1
1.26	List of transferred institutions functioning within the area of jurisdiction of the panchayat		
	a) a) KrishiBhavan		

	b) b) Veterinary Hospital
	c) c) Community Health Centre
	d) d) Govt. Ayurveda and Homoeo Dispensaries
	e) Matsyabhavan
	f) Anganwadis
	g) Schools
	h) VEO Office

## 1.8 Survey Technique

1.8.1 For conducting the study both primary and secondary data are collected. Secondary data are exclusively used for analysing the planning process, plan implementation etc .

1.8.2 PRA techniques, meeting with former resource persons, interview with president and members, community meeting, discussion with working group members and experts, interface with stakeholders are used for collecting primary data. In spite of this secondary data is collected from panchayat level statistics, PanchayatVikasanarekha, Sulekha Plan Monitoring System, Sulekhaweb, PanchayatAnnual Plans, Cattle Census etc

1.8.3 Simple statistical tools such as averages and percentages are used for analysing and interpreting the data and drawing out conclusions. Absence of a data base in the panchayat act as a serious limitation. The inherent limitations of primary and secondary data also constitute the limitation of the study.

1.9 The report is organised into seven chapters. First chapter is an introduction. Second chapter explains the development scenario of the grama panchayath before decentralised planning. Third chapter deals with planning process and the fourth chapter is on plan implementation. Fifth chapter tells about the monitoring system in decentralised plan process. Sixth chapter explains the major achievements and constraints and summary and conclusion are given in seventh chapter.



## CHAPTER 2

### DEVELOPMENT SCENERIO BEFORE DECENTRALISED PLANNING

2.1 Anchuthengu Panchayat situated in Chirayinkeezhu taluk and in the Attingal Parliamentary constituency of the Thiruvananthapuram District was under the rule of the Attingal Rani during the last quarter of the 17th century. (1684). For trade and commerce Portuguese and Dutch came there and the English East India Company established a trade centre in Anchuthengu with the consent of the then ruler Attingal Rani. The East India Company constructed a fort in Anchuthengu in 1695. The East India Company provided an annual rent of 75 Venetian coins for the fort and thereby established their right in 251 acres of land. This enabled the Britishers to develop in water transport mainly towards North. Anchuthengu was the most important weapon house of the Britishers next to Bombay in Western Coast. During 1667 native people attacked the fort but failed. In 1721 the native people organised and fight against the Britishers', which was considered as the first organised rebellion against the Britishers in India.

2.2 During 1809, Anchuthengu came under the control of the Travancore Residents. During the British reign itself, ie; from 1928 onwards Union Panchayats existed in Anchuthengu and in the election held in 1928 voting rights was accorded to those who paid tax. For two years from 1940 Anchuthengu panchayat was integrated into Kadakkavoor Panchayat. Then it was separated and reorganised with 4 wards in 1952. The Union panchayat Magistrate Court was functioned in the panchayat near the fort and its magistrate had the power of Tahsildar, Sub Registrar Muncif and Second Class Magistrate. It is believed that Angingal became Anchuthengu and also that the place got the name Anchuthengu as there were coconut trees (Thengu in Malayalam) with five branches and the place is well known for its natural beauty.

2.3 Major crop cultivated is coconut. Paddy has not been cultivated in the panchayat. Its agriculture depend on monsoon and in the high land area of the panchayat, water scarcity existed even in the monsoon season. As the panchayat lies adjacent to the Arabian sea, intercrops cultivation is not possible due to the lack of availability of clean water. Root wilt disease of coconut palms resulted in reduction in coconut production. In spite of this lack of coconut climbers, higher labour cost resulted in negligence of coconut palms by the people. This negligence is seen mainly from 1972 onwards ie, from the migration of native people towards gulf countries in search of job. Along with coconut, vegetables and banana

were cultivated in domestic yards. Flood occurring two times in the region in a year adversely affected its agriculture. Sub division and fragmentation of holdings resulted in retarded progress in agriculture. Even though coconut is the major crop there were no coconut procurement centres and fertiliser distribution centres in the panchayat. But an agriculture development centre (AsanSmarakaKeraVikasanaSamiti) is functioning in the panchayat. Panchayat had one Krishibhavan. There was no cultivable land in the 7 wards, as people are engaged in fishing.

2.4 Animal husbandry is carried out along with agriculture in the panchayat. Poultry rearing is common in majority of the households for domestic purpose. Even though cattle and goat rearing is carried out by the households in the panchayat, there were no milk co-operative societies and milk marketing societies. Panchayat had one veterinary centre which was started before the launch of decentralised planning.

2.5 Anchuthengu Panchayat is having 5km seashore and 4.5 km lakeshore. Majority of the people depend on fishing and fishing community is inhabited in the seashore. In the fishing sector there are existed two large societies 4 small societies and 6 co –operative societies.

2.6 Regarding industrial sector, major and minor industries are not existing in the area. Small industries based on coir, coconut processing and fish processing are working in the region.

2.7 In the panchayat, 90% of the people use electricity for domestic purpose and for agriculture. Panchayat had no electrified colonies and there were households in the panchayat without electric connection.

2.8 Out of the 16.60 km roads in the panchayat, only 7.35km roads constitute panchayat roads and these roads had no drain facilities. Out of the 7.5 km roads, pucca metalled roads is only 2km. There were areas without transportation facilities during 1996-97.

2.9 Anchuthengu panchayat is one of the highly densely populated panchayats in the district. Majority of the houses in the panchayat was huts and thatched ones. Out of the 4644 houses in the panchayat during 1996-97, only 956 are concrete buildings. Economic backwardness is the major reason. Under one lakh housing programme (1976) land was purchased and houses were constructed for 100 landless families in the 6 areas of the panchayat.

2.10 In terms of social conditions such as health, sanitation and drinking water, panchayat was lagging behind other panchayats in the district. Major health problems seen in the panchayat are nutritional deficiency and occurrence of communicable diseases. The use of drugs and alcohol is popular. Lack of adequate health care institutions constitutes another problem. Panchayat had one Community Health Centre. From 1992 onwards on average about 100 inpatients were treated and about 20,200 patients came for treatment in the OP in a month. But it lacked infrastructural facilities, namely; safe drinking water, transportation facilities etc. In spite of the CHC, panchayat had an ayurveda dispensary and a homoeo dispensary. Both these dispensaries were working in rented buildings and had not enough space for keeping the medicine. As the panchayat is having high density of population, communicable diseases are a common phenomenon. Majority of the people in the panchayat depend private medical institutions in the nearby panchayats for better medical care.

2.11 As the panchayat lies parallel to the Arabian Sea, majority of the people in the panchayat depend on public taps and public wells for drinking water. People in ward 8 and 9 use own wells for drinking water and these areas are faced with acute shortage of drinking water. It had 164 public taps and 10 public ponds during 1996-97. But water supply is irregular though public distribution system.

2.12 Sanitation facilities in the panchayat were poor prior to decentralisation. It had no proper drainage facilities. Major reason attributed to this is the high density of population in coastal area of the panchayat. The panchayat had one public market which itself is lacking basic infrastructural facilities. Unrecognised markets were functioning in some areas of the panchayat and it had no slaughter house.

2.13 Board Boys LPS was the first school established in the panchayat which was started by Thirunelveli District Board. The St. Joseph Convent School in the panchayat was started by the English East India Company. In the field of education, the Nedunganda HSS was opened by Sree Narayana Guru in 1924. During 1996-97, the panchayat had 10 Anganwadis, 4 LP schools, 1 UP school, 2 HS/HSS and one Teacher Education College.

2.14 The panchayat had a mixed culture from the very beginning itself. The original inhabitants of the panchayat were Arayas. People with different religions and castes lived here in harmony. Churches, Temples and Mosques are common in the panchayat. It is believed that Sree Narayana Guru laid the idol in Sree Jnaneswara Temple and Swamimadam Temple in Anchutengu. St. Peaters Church, (Anchuthengu) Punnathu Church, Holy Spirit

Church(Mampally) are the famous churches in the panchayat.MuslimJumaAt Mosque Nedunganda and Juma Mosque are the mosques of the panchayat.Above all the panchayat is the birth place of the famous Malayalam Poet MahakaviKumaranAsanandit is blessed with the foot prints and working of SreeNarayanaGuru. Asan Smarakam in Kaikkara is an important cultural centre of the panchayat. There are 12 arts and sports clubs. Continuing education centres were functioned in the panchayat in the name of Janavidhyakendrams.

2.15 The Anchuthengu Service Co-operative Society was formed in 1944. Co-operative sector had not achieved much progress during 1996-97. There were 6 co-operative societies in fisheriessector, 4 co-operative societies in coir industry,a co-operative bank and a housing society in the panchayat during 1996-97.



## **CHAPTER 3**

### **PLANNING PROCESS**

3.1 Planning has been the centre piece of Panchayat Raj as it evolved in Kerala in the post 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments. Campaign for people's planning was launched in 1996. The idea was that the decision for utilization of one third of the state Annual Plans which was devolved to local Government would be taking in to account the preferences of the local people. The plan campaign sought to enable the gramasabha to generate status papers on various development sectors and give interested citizens in the local government the space to articulate demand and to contribute to project ideas. Decentralised planning process in Kerala is named as "People's Plan". In order to achieve the true spirit of decentralisation process, functions and institutions were also transferred to the appropriate tiers of local governments. Later during the X<sup>th</sup> plan it was titled as Kerala Development Plan. It was again remand as people's plan in the 11<sup>th</sup> plan and revamped the entire process with focus on institutionalisation of decentralisation

3.2 Transition from campaign mode to institutional/permanent set up.

3.2.1 During 1996 it was decided to decentralise planning process in Kerala. It was resolved that 35 - 40 % of the plan outlay of the 9<sup>th</sup> plan should be earmarked for projects drawn up by various local bodies. Since the local bodies were handicapped by the inadequacy of staff, institutions, facilities and expertise to undertake a task of this magnitude, it was resolved to initiate people's campaign to empower the local bodies. This campaign process aims to make available to the local bodies, official and nonofficial experts, ensure support of the masses and facilitate comprehensive local planning. The broad plan of action was set out in an approach paper titled "Peoples Campaign for 9<sup>th</sup> plan" which called for a five phased programme.

3.2.2 The objective of the first phase of the campaign was to identify the local felt needs of the people in every locality. This has to be undertaken by the gramasabhas in the panchayats and also by conducting study tours (padanayatras). In order to ensure active participation as well as greater in depth analysis of the local problems, the grama sabhas after brief inaugural session, broke into small groups for discussions. There should be 12 such groups, one each for the major development sectors such as agriculture, animal husbandry, fisheries, industry, education, health, drinking water, culture, co-operation and resource mobilisation. Trained resource persons act as facilitators. At the end of the discussions, problems identified were

listed and solutions were sought for them. Thus at the end of the gramasabha every local body had a fairly comprehensive need list as identified by the people.

3.2.3 Second phase of the campaign was devoted to making an objective assessment of the natural and human resources of every locality, reviewing the past development experience and identifying the possibilities of development. On the basis of these a comprehensive development report was prepared for every local body. These reports formed the basic material for discussions at the development seminars organised by the local bodies. The representatives of gramasabhas participated in the seminars. The bureaucrats and development experts were also participants. The seminars concluded after forming 10 to 12 task forces at the rate of one for each of the major development sectors. Each taskforce consisted of officials of the related department non official experts and volunteers.

3.2.4 Third phase of the campaign started with the formation of task forces at the development seminars. The task forces were to draw up projects with quantifiable objectives, technical and financial details, organisational and monitoring details. The local plan was not to be a list of proposals but a shelf of projects with all the details finalised.

3.2.5 Fourth phase started when the plan allocation for each local body was announced in the budget. The local bodies were not confined themselves to the plan grant provided by the state government but could seek for other sources to finance their plan.

3.2.6 In the fifth phase, local bodies had to prepare a formal plan document stating their sources, development strategy, rationale for the selection of projects, gender and SC/ST concerns and monetary mechanism. The first instalment of the plan grant was to be released after the formal approval of DPC. Since District Planning Committee did not have official machinery or expertise to make an appraisal of large numbers of local plans with diversified projects a phase of project appraisal of the campaign was added. These phases of planning were followed in the panchayat in the beginning of decentralised planning.

3.2.7 To ensure greater participation of the people in the campaign, in line with the state wide awareness programmes arranged by SPB, GramaPanchayat also arranged awareness training programmes, circulated pamphlets and posters, conducted kalajadha, theruvunadakam, notice distribution, public announcements and also conducted dramas in the panchayat. This undoubtedly helped in attracting large number of people in the gramasabha meetings. Usually meetings were attended by at least one member in each family. This shows that the campaign succeeded in decentralising planning process in Kerala.

3.2.8 As the decentralised planning process gradually institutionalised and now got a permanent setup, decentralisation fails to attract more people in planning process mainly because of the following reasons:-

- Lack of effective leadership
- lack of adequate publicity for gramasabha meeting
- lack of strong political will to strengthen the peoples institutions etc.
- Lack of service of resource persons in plan formulation.
- Low expectation of people.

3.2.9 Participation rates in the gramasabha meetings are declining day by day. Gramasabha meetings and development seminars are now conducted without much propagation. Absence of the service of resource persons in the planning process is reflected in the quality of projects prepared by the gramapanchayats.

### 3.3 Role of Grama Sabha/Oorukuttom and the Working Group

3.3.1 Planning process is a set of activities which starts from the appointment of plan coordinator, the formation of working groups, preparation of status report/project proposals by the working groups, convening of gamasabha/oorukuttom, preparation of development plan/annual plan and projects, development seminar, approval of annual plan and development plan by panchayat committee and end up with the approval by the District Planning Committee. Usually the due date for completing these activities is scheduled in the guidelines. Table 3.1 show these activities are completed in Anchuthengu Panchayat and the working of each activity in general.

Table 3.1

#### Appraisal of Timely Completion of Activities Mandated Under Planning Process

Sl. No.	Activity	Responsible Body	Year 2011-12		Year 2012-13	
			Due date	Actual Date of completion	Due date	Actual Date of completion
1	2	3	4	5	6	7
1	Appointment of Plan Co-ordinator	Panchayat Committee	01.12.2010	-	25.06.2012	27.06.2012
2	Constitution of Working Groups	Implementing Officers, Standing Committees and Panchayat Committee	01.12.2010	21.01.2011	5.07.2012	17.07.2012
3	Preparation of Status Reports including Project	Standing Committees and Working Groups	06.12.2010	-	15.07.2012	17.07.2012

	Proposals					
4	Discussion with Banks	Standing Committees , Working Groups and Panchayat Committee	17.12.2010	-	20.07.2012	07.08.2012
5	Stakeholder Consultation	Standing Committees , Working Groups	17.12.2010	04.06.2011	20.07.2012	08.07.2012
6	Rapid Assessment	Standing Committees , Working Groups	17.12.2010	08.06.2011	-	-
7	Grama Sabha	Working Group, Facilitators, Panchayat Committee/Ward Member	05.01.2011	21.02.2011	30.07.2012	05.08.2012
8	Finalisation of Status Report and Project Proposals	Working Group and Standing Committee	15.01.2011	08.06.2011	04.08.2012	16.08.2012
9	Preparation of Development Document /Annual Plan Document	Working Group and Standing Committee on Development	-	10.06.2011	07.08.2012	16.08.2012
10	Preparation of Integrated Project Proposals	Working Group and Standing Committee	-	10.06.2011	12.08.2012	16.08.2012
11	Development Seminar	Development Standing Committee and Panchayat Committee	20.01.2011	06.07.2011	17.08.2012	05.09.2012
12	Approval of Development Document(5 year)**and Annual Plan document	Panchayat Committee	20.01.2011	20.07.2011	22.08.2012	28.09.2012
13	Finalisation of Annual Plan Outlay and Allocation of Funds to Projects	Finance Standing Committee and Panchayat Committee	-	29.07.2011	24.08.2012	28.09.2012
14	Preparation of Projects	Working Group	-	29.07.2011	30.08.2012	28.09.2012
15	Approval of Plan and Projects	Panchayat Committee	14.02.2011	29.07.2011	05.09.2012	22.12.2012
16	Approval of Budget	Panchayat Committee	24.03.2011	-	07.09.2012	-

3.3.2 The activities have not been completed in the panchayat on the due date prescribed in both the years under reference.

3.3.3 Brief description of each activities in planning process are:

(i) In order to co-ordinate the planning process in the local body and to prepare the plan documents in accordance with the guidelines stipulated and the schedule fixed, a plan co-ordinator is appointed by the local body for assisting the local body in preparing the development plan and annual plan. This is the first step in plan preparation under decentralised planning.

(ii) The second step is the formation of working groups. Working groups are to be formed for each development sector such as agriculture, animal husbandry, industry, education, health, drinking water etc. for each year by the local body. The functioning of the working groups are supervised and controlled by the panchayat administration and also the direct control by the concerned standing committee. For each major development sector sub working groups can be formed if necessary. The convenor of each working group will be the implementing officer of the projects.

3.3.4 The role of the working group are:

- a) Prepare the status report and draft project suggestions based on the available statistics and resources.
- b) Prepare the details regarding each sector in the local body for discussion in the gramasabha.
- c) Prepare quality projects as per norms.
- d) Monitor the project implementation after approval by DPC.
- e) Conduct discussions with the banks, stakeholders etc. for mobilising resources and discuss the draft project list prepared by the groups.

3.3.5 Functioning of working groups in the panchayat

- Altogether, 13 working groups were formed during 2011-12 and 2012-13 for major development sectors for plan formulation and implementation and these working groups functioned in accordance with the guidelines.
- The working groups conducted discussions with the banks for mobilising institutional credit. Eventhough the panchayat conducted discussions with the banks for mobilising institutional credit but could not mobilise funds during 2011-12
- Conducted meetings with the stake holders of different categories.
- Details regarding the attendance of nonofficial members of the working group were not available.

- In both the years under reference working groups were constituted after the due date prescribed.

### 3.3.6 Initiatives taken by the panchayat in linking Institutional Finance during 2011-12 and convening stake holder consultation

- The working groups conducted discussions with the banks for mobilising institutional credit and convened stake holder consultations
- Even though they had conducted discussions with the banks but could not mobilise institutional credit during 2011-12.
- During 2012-13, working groups conducted discussions with the banks for mobilising institutional credit and a bank linked project for giving financial aids to women fish sellers was approved.

## 3.4 Gramabhas

3.4.1 After preparing the status report and discussion with banks and state holders, gramasabha meeting should be conducted for discussing the projects and finalising them. Grama Sabha was bound to meet once in three months as per the KPRA Amendment in March 1999. The meeting will be chaired by the ward member. Ten percent of the voters of the ward constitute the quorum. The officials of the gramapanchayat and implementing department are required to attend the meeting. Identification of felt needs of the people in gramasabha is an important step in the decentralised planning exercise. The gramasabha will discuss the draft project suggestions prepared by the working groups after the consultation with the banks and state holders.

### 3.4.2 Major Powers functions and rights of gramasabha are:-

- a) To render assistance in collection and compilation of details required to formulate development plans of the panchayat.
- b) To formulate the proposals and fixing of priority of schemes and development programmes to be implemented in the area of the local body
- c) To prepare and submit to the local body a final list of eligible beneficiaries in the order of priority relating to the beneficiary oriented schemes on the basis of the criteria fixed.
- d) To render assistance to implement effectively the development schemes by providing facilities.
- e) To provide and mobilise voluntary service and contribution in cash or in kind necessary for the development plans.

- f) To suggest location of street lights, street or community watertaps, public wells, public sanitation units, irrigation facilities and such other public utility schemes.
- g) To formulate schemes to impart awareness on matters of public interest like cleanliness, environmental protection, pollution control and to give protection against social evils like corruption, illicit transactions etc.
- h) To collect information regarding the detailed estimates of works proposed to be executed in the area of gramasabha.
- i) To perform such other functions as may be assigned from time to time.

3.4.3 The ward wise details of gramasabha meetings in the Anchuhengu Grama Panchayat during 2011-12 and 2012-13 are given in table 3.2

Table 3.2  
Details of Grama Sabha Meetings convened in Anchutengu Grama Panchayat

Sl. No	Name of ward	No. of participants during 2011-12 (No. of meetings in brackets)			No. of participants during 2012-13 (No. of meetings in brackets)		
		Project Formulation	Beneficiary Selection	Monitoring	Project Formulation	Beneficiary Selection	Monitoring
1	2	3	4	5	6	7	8
1.	Kaikkara Asan Smarakam	93 (1)	104&144(2)	73 (1)	109 (1)	87(1)	66 (1)
2	Nedunkanda	134(1)	138&135(2)	144(1)	144 (1)	108(1)	108 (1)
3	Kaikkara	87 (1)	86&96(2)	79 (1)	80 (1)	100(1)	89 (1)
4	Kapaleeswaram	135(1)	106&132(2)	128(1)	111 (1)	146(1)	131 (1)
5	Mudippura	228(1)	101&98(2)	96 (1)	121 (1)	107(1)	104 (1)
6	Puthen nada	188(1)	176&194(2)	180(1)	180 (1)	179&93(2)	250 (1)
7	Valiyapalli	107(1)	95&123(2)	54 (1)	101 (1)	114&83(2)	115 (1)
8	Poothura	121(1)	131&129(2)	120(1)	111 (1)	114&110(2)	28 (1)
9	Convent	106(1)	59,64&124(3)	102(1)	105 (1)	103&28(2)	106 (1)
10	Panchayat Office	143(1)	116&125(2)	127(1)	118 (1)	118(1)	130 (1)
11	Anchuthengu Junction	131(1)	122&247(2)	116(1)	116 (1)	121(1)	100 (1)
12	Manakkulam	123(1)	67&61(2)	102(1)	102 (1)	172(1)	110(1)
13	Munduthura	70 (1)	83&100(2)	78 (1)	78 (1)	64(1)	110(1)
14	Mampally	123(1)	103 (1)	103(1)	103 (1)	104(1)	114(1)
	<b>Total</b>	1789	1487&1487&124	1502	1549	1637&314	1561

*Source: Information from panchayat authorities*

- In all the 14 wards gramasabha meetings were convened for project formulation, beneficiary selection and monitoring during 2011-12 and 2012-13
- During 2011-12 meetings were convened in two times for beneficiary selection in all the wards except in ward No.14 and in ward 9 where three meetings were convened.
- During 2011-12 and 2012-13 in all the wards gramasabha meetings were convened for monitoring.

- On average 127 voters attended the gramasabha meeting.

3.4.4 Attendance in the gramasabhas for project formulation during 2011-12 was 14.73 per cent of the total votes. This has reduced to 12.76 percent during 2012-13. Details are given in table 3.3

Table 3.3  
Participation Details of GramaSabha Meetings -Project formulation(2011-12 and 2012-13)

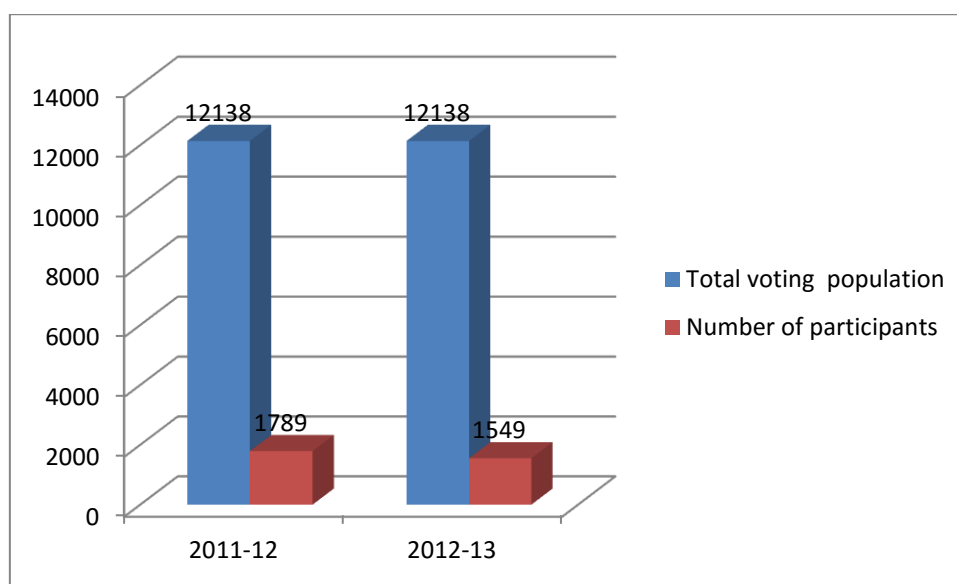
Year	2011-12	2012-13
Total voting population	12138	12138
Number of participants	1789	1549
Participation %	14.73	12.76

*source:-Panchayat records*

3.4.5 The participation details of project formulation gramasabha meeting are given in figure 3.1 (2011-12 and 2012-13)

Fig 3.1

The participation details of gramasabha meeting - project formulation(2011-12 and 2012-13)



*Source:-panchayatrecords*

3.4.6 As against the total voters of 12138 in the gramapanchayat, 1487 voters had participated in the gramasabha meetings convened for beneficiary selection held during 2011-12. The attendance has increased to 1637 voters in 2012-13. Details are given in table 3.4

Table 3.4  
Participation Details of Grama Sabha Meetings-Beneficiary selection(2011-12 and 2012-13)

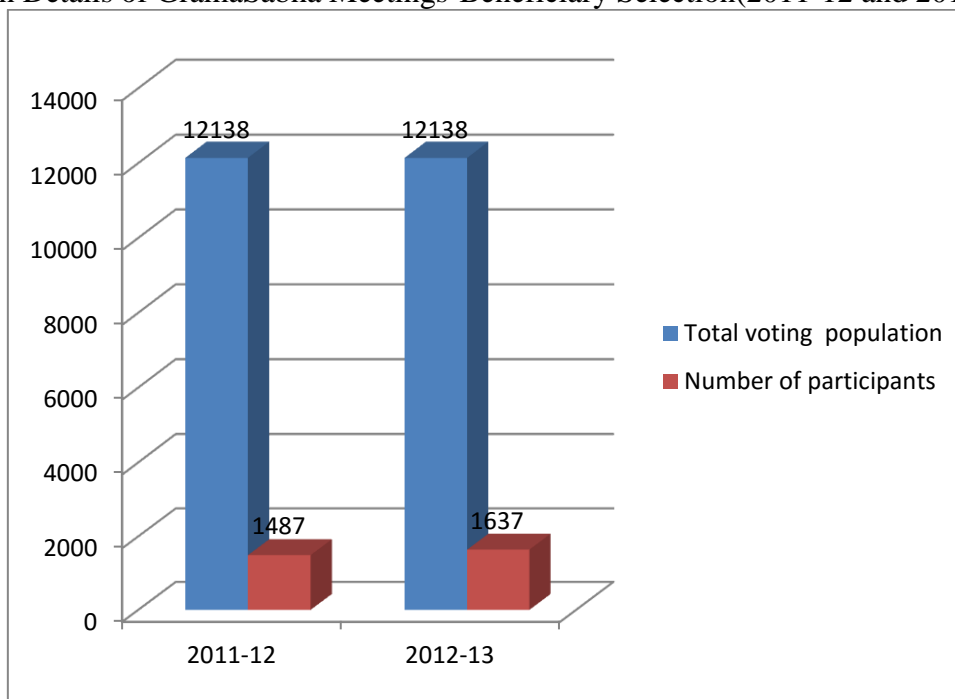
Year	2011-12	2012-13
Total voting population	12138	12138
Number of participants(meeting 1)	1487	1637
Participation(%)	12.25	13.48



3.4.7 Details of participation of voters in the gramasabha meeting held in 2012-13 for beneficiary selection are shown in Fig.3.2

Fig.3.2

Participation Details of GramaSabha Meetings-Beneficiary Selection(2011-12 and 2012-13)



Source:-panchayat authorities

3.4.8 The number of participants in the gramasabha meetings held in 2011-12 for project monitoring was 1502 voters. This has increased to 1561 during 2012-13, showing a slight increase. The details of participation of voters in the gramasabha meetings are shown in table 3.5

Table 3.5

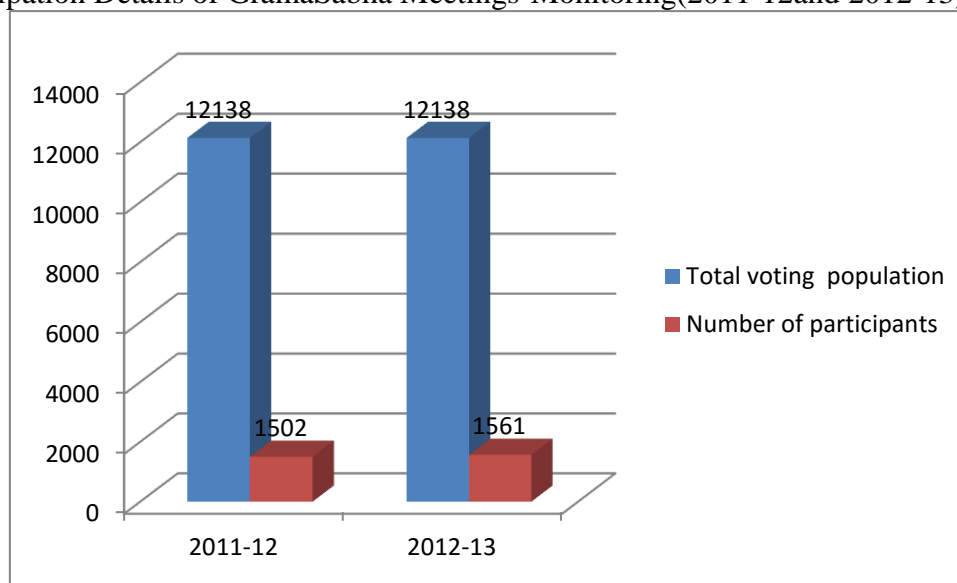
Participation Details of GramaSabha Meetings-Monitoring(2011-12 and 2012-13)

Year	2011-12	2012-13
Total voting population	12138	12138
Number of participants	1502	1561
% of participation	12.37	12.86

3.4.9 The participation details of voters in the gramasabha meetings for monitoring of implementation of project are shown in figure 3.3.

Fig 3.3.

Participation Details of GramaSabha Meetings-Monitoring(2011-12and 2012-13)



Source:-panchayat authorities

- Participation rate is higher in the gramasabha convened for project formulation during 2011-12.
- Participation rate of voters in gramasabha convened for beneficiary selection shows slight improvement during 2012-13.
- Participation rate of voters in gramasabha convened for monitoring shows slight improvement during 2012-13.

3.4.10 In general, participation of voters in gramasabha convened for beneficiary selection and monitoring shows an improvement compared to plan formulation. This shows lack of interest of people in plan formulation. Initially involvement of people was very high due to the high expectation. But now they realised that political bias dominate in the discussion for plan formulation and beneficiary selection.

3.4.11 Development plan (for the five years) reflects the development perspective of the local body and the development perspective of each development sector. This is prepared based on the draft project proposals submitted by the working groups and based on the status report. Based on the draft development plan, draft annual plans are formulated. This should contain the plan and the projects to be proposed for the next two years. The draft development plan and annual plan will be discussed in the development seminar of the local body.

#### Development Seminar

3.4.12 Based on the gramasabha recommendations (draft development plan and annual plan), one day development seminar would be held every year at the local body level to which

experts, elected members, representatives nominated by the gramapanchayat, officials of transferred institutions are invited to discuss the draft development plan and annual plan document by the local body and suggest the broad priorities of the development projects.

#### Initiatives taken by the panchayat in conducting Development Seminar

- Development seminars were conducted during annual plan 2011-12 and 2012-13.
- Experts were invited for conducting discussions.
- Provided draft project suggestions for discussion.
- Followed all the norms and conditions prescribed in the guidelines for conducting development seminar.
- During 2011-12 Development Seminar was held on 20.07.2011 and there were participants are 91.
- During 2012-13 Development Seminar was held on 25.09.2012 and 164 persons participated in the meeting.

#### Approval by Panchayat Committee

3.4.13 Based on the suggestions in the development seminar panchayat committee approves the Development plan and Annual Plans. Plan allocation and outlay are made in sectors and based on this projects are prepared by each working groups. The projects thus prepared will be approved by the panchayat committee.

#### Approval by District Planning Committee(DPC)

3.4.14 Projects thus formed will be submitted to the DPC, which would give formal approval to them. DPC should not have the power to alter the priorities fixed by the local bodies, but could only ensure that the guidelines are followed.

#### Technical problems associated with the vetting/appraisal

3.4.15 During the 11<sup>th</sup> FYP project vetting was made by the Technical Advisory Group. This caused delay in getting the projects verified and approved by the approving officer. During the 12<sup>th</sup> FYP, TAG mechanism has been discontinued. Now instead of vetting the project by TAG concerned it has been verified and certified by the implementing officer and furnish to the higher officer of the concerned implementing officer for appraisal and approval and the project vetting process is being carried out through the online system developed by the IKM. This avoided the delay in vetting the projects. But under TAG project is verified by group of experts in the concerned fields, but now it is made by the concerned higher officers. Sometimes it will adversely affect the verification process as reported by the panchayat

authorities. The user ID and password given to the vetting officers and implementing officers are usually transferred to the staffs in their offices. Vetting of infrastructural projects still lagged after the introduction of the new vetting mechanism adopted from the 12 Five Year Plan onwards.

### 3.5 Resource Allocation

3.5.1 The resources of the panchayat include plan fund, Finance Commission Awards, World Bank Assistance, maintenance grant(road and non-road), general purpose grant, loans, own fund, provisions for centrally sponsored schemes and state sponsored schemes, donations received, beneficiary contribution, external aids etc. The following paragraphs explain the details of mobilisation and use of these resources by Anchuthengupanchayat during 2011-2012 and 2012-2013.

#### 3.5.2 Source wise resource mobilisation and expenditure during Annual Plan 2011-12 and 2012-13

- During the Annual plan 2011-12 the total expenditure of the panchayat was 38.66% and the highest expenditure is attained in the category of own fund.
- During 2011-12 panchayat has not received any amount under state sponsored scheme.
- Panchayat has not mobilised voluntary contributions during 2011-12.
- Panchayat mobilised resources from financial institutions.
- During the beginning of decentralised planning, campaign was made to mobilise voluntary services and donations. Now efforts in mobilising voluntary resources are diminishing.
- Externally aided projects have not been undertaken by the panchayat.
- Expenditure of fund received under maintenance fund, road asset(18.02%) was much lower than the fund received under maintenance fund non road assets.
- Plan fund was the major source of fund.
- Attempts were not made to mobilise MLA fund and MP fund during annual plan 2011-12.
- Expenditure under plan fund was 85.15%.

3.5.3 Source wise mobilisation of resources and expenditure made by the panchayat during Annual Plan 2011-12 are given in Table 3.6

Table 3.6

Source wise resource mobilisation and Expenditure during (Annual Plan 2011-12)

Fund Source	2011-12		
	Approved Amount	Amount Expended	% of expenditure
Plan Fund	1,02,48,301	87,24,988	85.14
13 <sup>th</sup> Finance Commission Award	29,30,000	15,99,878	54.6
World Bank Assistance	12,65,000	4,67,392	36.95
Special Grant	15,00,000	5,58,339	37.22
Centrally Sponsored Scheme fund	4,02,754	63,000	15.64
State Sponsored Scheme fund	-	-	-
Own fund	5,98,679	5,87,740	98.17
Loans from financial institutions	9,73,117	8,78,000	90.23
Loans from co-operative institutions	92,04,315	-	-
Voluntary contributions/donations	-	-	-
Beneficiary contribution/donations (remitted to panchayat)	2,60,895	6,500	2.49
Beneficiary contribution (direct expenditure)	17,76,400	7,46,500	42.02
Receipts from other LSGs (gramapanchayat)	34,14,905	-	-
Receipts from other LSGs (block panchayat)	35,60,175	3,22,084	9.05
Receipts from other LSGs (district Panchayat)	-	-	-
Externally aided project	-	-	-
Maintenance fund –road Assets	22,70,883	4,09,110	18.02
Maintenance fund –non road assets	17,30,967	11,95,980	69.09
Re-imbursement of NABARD assistance	-	-	-
Amount received as Nirmal Puraskar	-	-	-
Amount received on selection as best panchayat	-	-	-
MLA Fund	-	-	-
MP Fund	-	-	-
Investment fund from bank	106,275	0	
<b>Total</b>	<b>4,02,42,666</b>	<b>1,55,59,511</b>	<b>38.66</b>

Source :IKM

3.5.4 Observations with respect to resource mobilisation and expenditure during 2012-13 are as follows:

- Total expenditure of the panchayat is 59.85 % and highest expenditure is attained in the category of fund received under special grant.
- Expenditure under World Bank assistance was only 10.15 %
- Mobilised funds from financial institutions but not mobilised from co-operative institutions.
- MLA Fund and MP Fund have not been envisaged in the plan.
- Mobilised beneficiary contributions through remittance to the panchayat. But expenditure was not incurred.
- Assistance from other local government have not been envisaged in the plan.
- Expenditure of plan fund was 73.03%.
- Plan fund was the major source of fund.
- No project was proposed under the category of externally aided project.

These observations reveal the fact that for planning process the panchayat depended heavily on development fund. Initiatives were not taken by the panchayat in mobilising other sources of fund for financing the plan. It is stipulated in the plan guidelines that panchayat should mobilise as much as fund it can from MLA fund and MP fund for the construction of hospital buildings, school building etc. Initiatives were not taken by the panchayat.

3.5.5 The details on outlay and expenditure under the Annual plan 2012-13 are given in Table 3.7.

Table 3.7  
Source wise resource mobilisation and expenditure (Annual Plan 2012-13)

Fund Source	2012-13		% of expenditure
	Approved Amount	Amount Expended	
Plan Fund	1,05,01,164	76,68,994	73.03
13 <sup>th</sup> Finance Commission Award	57,73,807	41,16,235	71.29
World Bank Assistance	33,62,608	3,41,250	10.15
Special grant	24,41,661	20,58,010	84.29
Centrally Sponsored Scheme fund	2,90,000	-	-
State Sponsored Scheme fund	1,25,000	-	-
Own fund	64,607	-	-
Loans from financial institutions	14,00,000	6,44,000	46
Loans from co-operative institutions	0	-	-
Voluntary contributions/donations	15,500	-	-
Beneficiary contribution/donations	17,48,032	-	-

(remitted to panchayat)			
Beneficiary contribution(direct expenditure)	64,60,000	53,15,000	82.28
Receipts from other LSGs (gramapanchayat)	-	-	-
Receipts from other LSGs (block panchayat)	-	-	-
Receipts from other LSGs (district panchayat)	-	-	-
Externally aided project	-	-	-
Maintenance fund –oad assets	36,97,773	21,49,736	58.14
Maintenance fund –non road assets	28,55,321	8,91,671	31.23
Re-imbursement of NABARD assistance	-	-	-
Amount received asNirmalPuraskar	-	-	-
Amount received on selection as best panchayat	-	-	-
MLA fund	-	-	-
MP fund	-	-	-
Investment fund from bank	-	-	-
<b>Total</b>	<b>3,87,35,473</b>	<b>2,31,84,896</b>	<b>59.85</b>

Source: IKM

3.5.6 A comparison of resource allocation and expenditure of Annual plan 2011-12 and 12-13 is as follows

- During 2011-12 total plan outlay of the panchayat was Rs. 402.43 lakhs. Out of this only an amount of Rs.155.60 lakhs was expended. ie. 38.66 % of the received fund was expended.
- During 2012-13, total plan outlay of the panchayat was fixed at Rs. 387.35 lakhs, of which an amount of Rs. 231.85 lakhs was expended. (59.85%)
- Expenditure in the beginning of the 12<sup>th</sup> plan is higher compared to the last year of the 11<sup>th</sup> plan.
- During 2012-13 plan outlay decreased whereas percentage of expenditure increased.

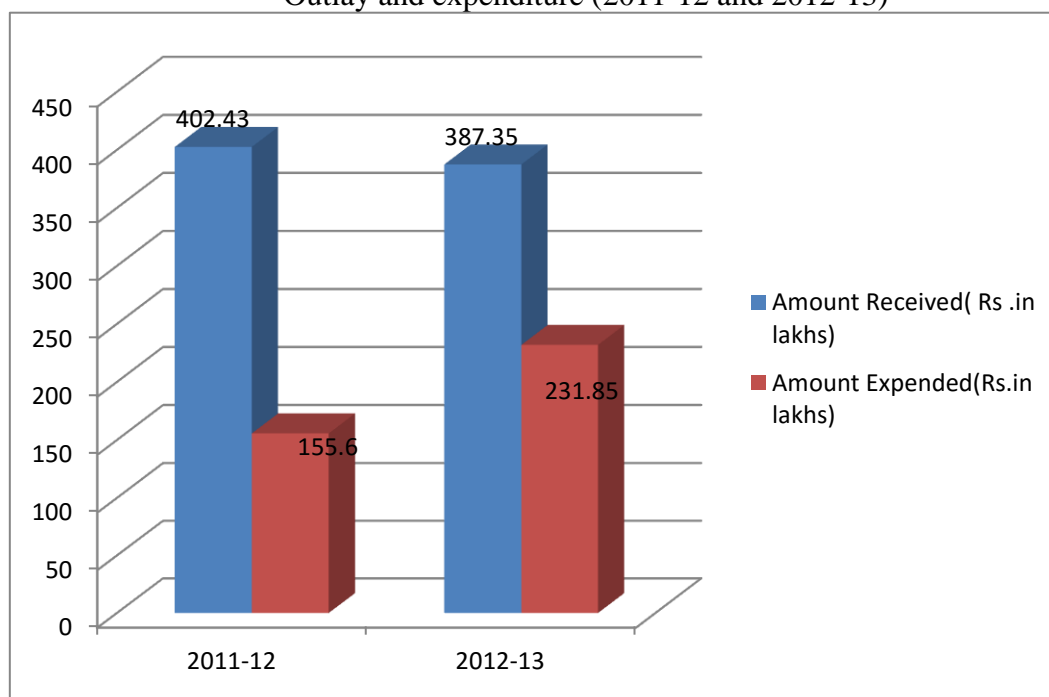
3.5.7 Details of outlay and expenditure in the Annual Plans 2011-12 and 2012-13 are given in Table 3.8 and figure 3.4.

Table 3.8  
Amount received and expended (2011-12 and 2012-13)  
(Rs. in lakhs)

Year	Amount Received	Amount Expended	% of Expenditure
2011-12	402.43	155.60	38.66
2012-13	387.35	231.85	59.85

Source:IKM

Fig.3.4  
Outlay and expenditure (2011-12 and 2012-13)



Difference in Resource mobilisation other than plan fund during 2011-12 and 2012-13

3.6.8 Difference in resource mobilisation by the panchayat other than plan fund during 2011-12 and 2012-13 are as follows

- During 2012-13, it received State Sponsored Scheme fund but did not receive the same during 2011-12.
- Mobilised resources from co-operative institutions during 2011-12 but not mobilised during 2012-13.
- Panchayat mobilised voluntary contributions during 2012-13 but failed to raise the fund during 2011-12.
- Received fund from other LSGS (gramapanchayat and block panchayat) during 2011-12 but did not receive during 2012-13.
- In both the years failed in utilising the fund mobilised from other LSGIs.
- Panchayat failed in mobilising MP Fund and MLA fund during these years.

3.5.9 The details in the difference of fund mobilisation through various sources are given in table 3.9.



Table 3.9  
Difference in resource mobilisation (2011-12 and 2012-13)

Fund Source	2011-12	2012-13
	Amount Received	Amount Received
StateSponsored Scheme fund	-	1,25,000
Loans from co-operative institutions	92,04,315	-
Voluntary contribution /donations	-	15,500
Receipt from other LSGs (gramapanchayat)	34,14,905	-
Receipt from other LSGs (block panchayat)	35,60,175	-
Investment fund from banks	1,06,275	-

*Source: IKM*

## CHAPTER 4 IMPLEMENTATION

4.1 Project implementation under decentralised plan begins only after getting approval of Annual Plan by the District Planning Committee. Before implementation, a time schedule should be prepared for implementing the approved projects, projects to be obtained technical sanction etc with the co-operation of the working groups. For implementing the projects approved by the DPC financial sanction from the panchayat committee is essential. Availability of funds should be ensured. During the course of implementation of SCP /TSP projects, the monitoring committee formed for the purpose will review the progress regularly.

4.2 Project formulation and expenditure by development sectors for Annual Plan 2011-12 and 2012-13

4.2.1 Allotment and Expenditure of Annual plans during 2011-12 and 2012-13 by development sectors are as follows

- During 2011-12 agriculture and allied sectors showed 67.39 % expenditure.
- Health sector showed 94.17% expenditure whereas mother and baby care witnessed only 44.75 % expenditure.
- Social welfare has an expenditure of 58%.
- Education, arts and culture registered an expenditure of 33.19% whereas general economic services had 61.54% of expenditure.
- Energy sector has not incurred expenditure.

Details of outlay and expenditure for different sectors during the annual plan 2011-12 are given in table 4.1

Table 4.1  
Project formulation and expenditure by development sectors (Annual Plan 2011-12)

Sector	Formulation Amount	Amount Expended	% of Expenditure
Agriculture and allied sectors	55,68,727	37,52,939	67.39
Industries	1,19,170	46,340	38.89
Education, arts, culture and sports	4,54,967	1,51,000	33.19
Health	48,64,602	45,80,771	94.17
Social welfare	28,67,558	16,63,063	58
Mother and baby care	5,65,872	2,53,200	44.75
General economic services	5,69,555	3,50,526	61.54
Energy	44,000	-	-

Transport	37,55,636	13,70,181	36.48
Public building	23,70,260	3,19,840	13.49
Not included in any sector	1,90,62,319	30,71,651	16.11

Source:IKM

#### 4.2.2

- During 2012-13 agriculture and allied sectors witnessed only an expenditure of 41.69% compared to 67.39 percentage in 2011-12
- Education sector attained 91.35% expenditure during 2012-13 which was much higher than the expenditure of 33.19% during 2011-12.
- Amount earmarked for industry and self employment sectors has not utilised.
- Mother and baby care showed an expenditure of 81.06% where as social welfare and a social security scheme has only an expenditure of 29.52%.
- Health sector showed an expenditure of 100% whereas drinking water has only an expenditure of 10.89%.

4.2.3 The details of project formulation and expenditure during 2012-13 are given in table-4.2

Table 4.2

Project formulation and expenditure by development sectors (Annual Plan 2012-13)

Sector	Formulation Amount	Amount Expended	% of Expenditure
Agriculture and allied sectors	57,57,207	24,00,349	41.69
Education/continuing education	12,15,538	11,10,392	91.35
Industry/self employment	7,00,000	0	0
Health	4,35,000	4,35,000	100
Drinking water	2,35,671	25,671	10.89
Sanitation and waste processing	36,60,000	3640,000	99.45
Housing and house electrification	1,08,79,525	8609,525	79.14
Social welfare/social security	8,05,192	2,37,679	29.52
Mother and baby care( nutrition and anganwadi)	15,33,354	12,43,000	81.06
Energy(street light and office	6,85,270	5,60,629	81.81

electrification)			
Transport	62,87,610	34,66,698	55.14
Public building not included in productive and other sectors	51,24,814	77,500	1.51
Plan formulation implementation and monitoring	1,63,065	161,700	99.16
Computerisation	6,03,227	5,66,753	93.95
Purchase of vehicles	6,50,000	6,50,000	100

*Source: IKM*

From the above tables it is clear that expenditure under agriculture and allied sector is declining.

#### 4.3 Category wise and sector wise allocation and expenditure (Annual Plan 2011-12 and 2012-13)

4.3.1 The salient features of sector wise allocation and expenditure during the annual plans 2011-12 and 2012-13 are discussed below

- Expenditure in the productive sector is low in 2012-13(41.61%) compared to 2011-12(66.8%) in the sector under general category. Expenditure under service sector and infrastructure sector are high during 2012-13 compared to 2011-12.
- Under SCP, allocation was not made for the productive sector during 2011-12 whereas in 2012-13 expenditure was zero though an allocation of Rs. 7 lakh was made.
- Under SCP expenditure in service sector was high (53.07%) in 2012-13 compared to 23.18% expenditure during 2011-12.
- In both the annual plans expenditure in infrastructure was zero under SCP though there were plan allocations.
- Service sector showed the highest expenditure in both the annual plan under general and SCP.
- It has been reflected that productive sector has been neglected by the gramapanchayath both under general and SCP categories.
- Expenditure in infrastructure sector under general category was very low in 2011-12 (28.98%) compared to 2012-13(40.73%).
- Allocation and expenditure of service and infrastructure sectors in both the annual plans show the ever increasing burden of local body plan.

4.3.2 Category wise and sector wise allocation and expenditure of Annual Plan 2011-12 of Anchuthengu Grama Panchayat are given in table 4.3 and figure 4.1

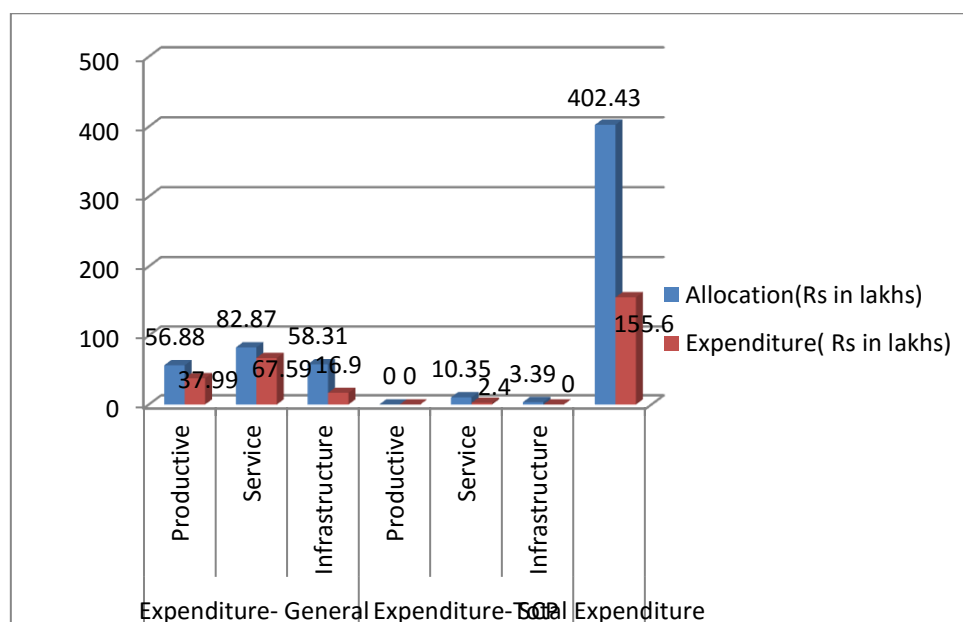
Table 4.3  
Sector wise expenditure under General and SCP (2011-12)

Category	2011-12			% of Expenditure
	Sector Type	Total Allocation	Total Expenditure	
General	Productive	56,87,897	37,99,279	66.8
	Service	82,87,154	67,58,560	81.55
	Infrastructure	58,31,271	16,90,021	28.98
	Not included in any sector	1,82,57,744	28,74,401	15.74
SCP	Productive	-	-	-
	Service	10,35,400	2,40,000	23.18
	Infrastructure	3,38,625	-	-
	Not included in any sector	8,04,575	1,97,250	24.52
<b>Total</b>		<b>4,02,42,666</b>	<b>1,55,59,511</b>	<b>38.66</b>

Source : IKM

Figure 4.1

Sector wise expenditure under General and SCP (2011-12)



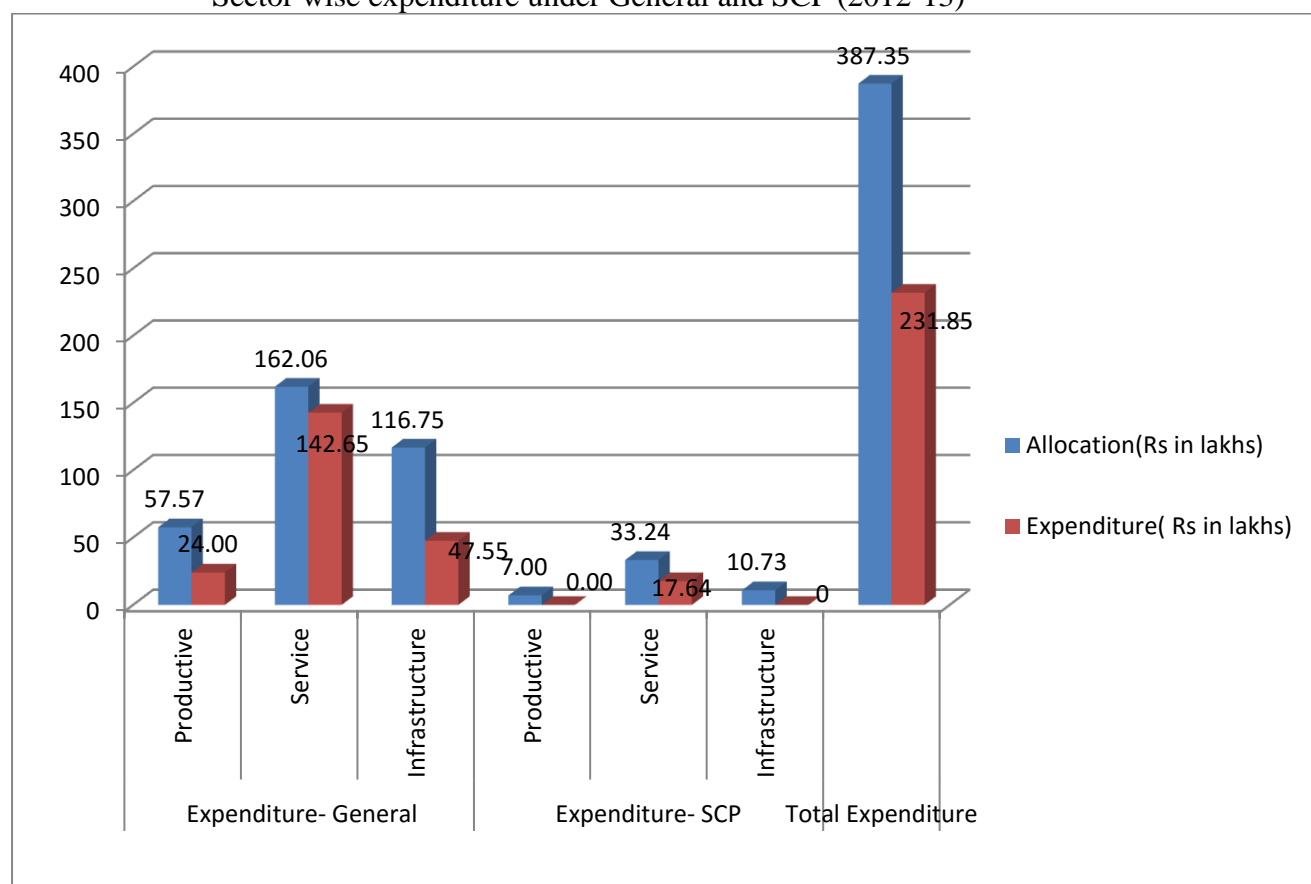
Source: IKM

4.3.3 The details on category wise and sector wise allocation and expenditure of Annual Plan 2012-13 of Anchuthengu Grama Panchayat are given in table 4.4 and figure 4.2

Table 4.4  
Sector wise expenditure under General and SCP (2012-13)

Category	2012-13			% of Expenditure
	Sector Type	Total Allocation	Total Expenditure	
General	Productive	57,57,207	24,00,349	41.61
	Service	1,62,06,322	1,42,65,470	88.02
	Infrastructure	1,16,74,780	47,54,827	40.73
	Not included in any sector	-	-	-
SCP	Productive	7,00,000	-	-
	Service	33,24,250	17,64,250	53.07
	Infrastructure	10,72,914	-	-
	Not included in any sector	-	-	-
<b>Total</b>		3,87,35,473	2,31,84,896	59.85

Fig. 4.2  
Sector wise expenditure under General and SCP (2012-13)



Source: IKM

#### 4.4 Project Formulation and Expenditure by Special Programmes during 2011-12 and 2012-13

4.4.1 Special programmes are intended to provide special protective measures to safeguard the interest of the category of people benefited by the programmes. It is mandated in decentralised planning that a certain minimum amount should be earmarked for Women Component Plan, special programmes for children, Old Age and Differently Abled, Ashraya Rehabilitation Programme etc. It is stipulated that 10% of the total plan fund will be provided for WCP. The 12<sup>th</sup> FYP guideline insists that a minimum of 5% of the plan fund will be utilised for special programmes for children, Old Aged, Differently Abled. The outlay and expenditure position of these special programmes during 2011-12 and 2012-13 in AnchuthenguGramaPanchayat are discussed below.

##### 4.4.2

- Women Component Plan showed better performance at the last year of 11<sup>th</sup> plan (83.52%) compared to the first year of 12th plan(54.56%).
- Special programmes for old aged attained 100% expenditure during 2012-13 whereas it was only 36.18% during 2011-12.
- Of all the special programmes, WCP showed the least performance during 2012-13whereas in 2011-12of all the programmes WCP showed the highest expenditure (83.52%).

Even though special programmes are intended for the upliftment of weaker sections in the society, it could not satisfy the desired objectives especially under WCP. Under WCP, construction of houses, construction of bus stands etc are usually undertaken by the local bodies.

4.4.3 Details on the outlay and expenditure under special programmes for the vulnerable groups in the AnchuthenguGramaPanchayat in the Annual plan 2011-12 are given in table 4.5 and figure 4.3

Table 4.5

##### Formulation and expenditure for Special Programmes (2011-12)

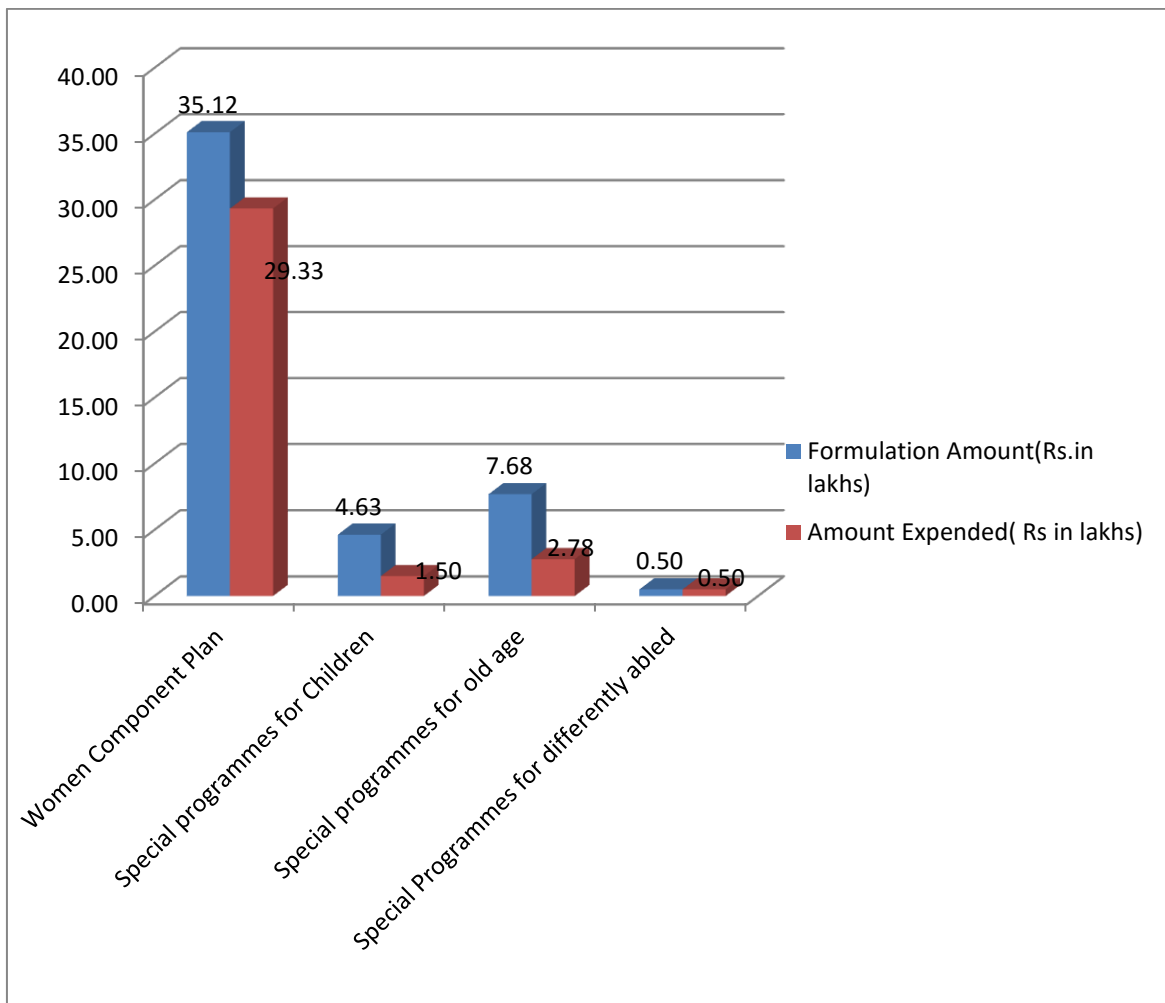
Special Programmes	Formulation Amount	Amount Expended	% of Expenditure
Women Component Plan	35,11,640	29,32,845	83.52
Special programmes for children	4,62,672	1,50,000	32.42

Special programmes for old age	7,68,000	2,77,862	36.18
Special programmes for differently abled	50,000	50,000	100

Source:IKM

Fig. 4.3

Formulation and Expenditure for Special Programmes (2011-12)



Source :IKM

4.4.4 Details on project formulation and expenditure for special programmes of Anchuthengu Grama Panchayat in the Annual Plan 2012-13 are shown in table 4.6 and figure 4.4

Table 4.6

Formulation and expenditure for Special Programmes (2012-13)

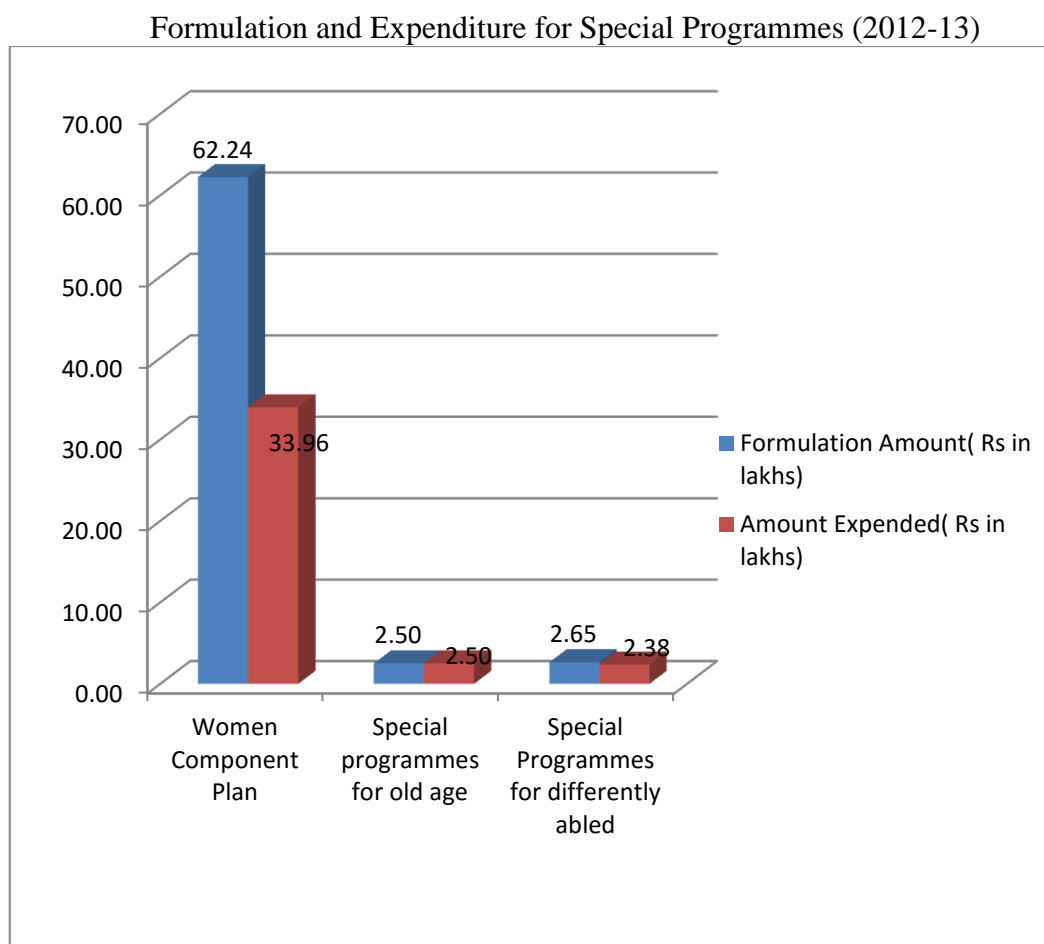
Special Programmes	Formulation Amount	Amount Expended	% of Expenditure
Women Component Plan	6,22,38,880	33,96,019	54.56



Special programmes for old age	2,50,000	2,50,000	100
Special Programmes for differently abled	2,65,192	2,37,679	89.63

Source :IKM

Fig. 4.4



Source :IKM

#### 4.5 Deviations in Project Implementation

4.5.1 On approval of projects by the panchayat committee, the plan is submitted for the approval of District Planning Committee, which will give formal approval and after that project implementation is started. At the end of the financial year there will be deviations from the approved projects due to many reasons, such as climatic changes, availability of other resources, political influences, technical problems, nature of the project, local demand etc. The major deviations with respect to Anchuthengu Grama Panchayat during 2011-12 and 2012-13 are discussed below.

- At the time of initial approval of the annual plan of 2011-12 by the DPC the total outlay was Rs.3,63,25,079 which increased to Rs.4,02,42,666 at the time of final approval. Number of projects also increased from 71 to 78.
- General category and the SCP showed the deviation. In general category the total outlay increased from Rs.3,41,56,879 to Rs.3,80,64,066., and the number of projects increased from 65 to 71. Under SCP total outlay increased from Rs. 21,68,200 to Rs.21,78,600. Number of projects also increased from 6 to 7.

4.5.2 The details are given in table 4.7

Table 4.7  
Deviations from approved outlay during 2011-12

Category	First Approval by DPC		Final Approval by DPC	
	No. of Projects	Approved Outlay	No. of projects	Approved Outlay
General	65	3,41,56,879	71	3,80,64,066
SCP	6	21,68,200	7	21,78,600
TSP	-	-	-	-
Total	71	3,63,25,079	78	4,02,42,666

Source: Data from IKM

4.5.3 At the time of initial approval of Annual Plan 2011-12 by DPC total amount allotted to the general category was Rs. 3,41,56,879 which increased to Rs. 3,80,64,066 during final approval.

- In the general category, the deviation is seen in all the sectors. Under productive and service sectors, the deviation was in such a way that its outlay increased from Rs. 36,21,936 to Rs. 56,87,897 in productive sector and from Rs. 53,15,999 to Rs.82,87,154 in service sector during 2011-12. Under infrastructure sector and projects not included in any sector, the outlays decreased from Rs.58,57,000 to Rs 58,31,271 and from Rs. 1,93,61,944 to Rs. 1,43,77,895 respectively. Deviation was much pronounced in the projects not included in any sector.
- Under SCP service sector and the projects not included in any sector showed the deviation. Total outlay in the service sector increased from Rs. 10,25,000/- in first approval to Rs.10,35,400 in the final approval. And the project not included in any sector, there is an increase of about Rs. 7,60,831 from first

approval and final approval. Sector wise details of deviations are given in table 4.8.

Table 4.8  
Category wise and Sector wise deviations from approved outlay (2011-12)

Category	Sector	Approved outlay(First approval)	Approved outlay(Final approval)	Deviation in outlay(in Rs)
1	2	3	4	5(4-3)
General	Productive	36,21,936	56,87,897	20,65,961
	Service	53,15,999	82,87,154	29,71,155
	Infrastructure	58,57,000	58,31,271	-25,729
	Not included in any sector	1,93,61,944	1,43,77,895	-49,84,049
	<b>Total</b>	<b>3,41,56,879</b>	<b>3,80,64,066</b>	<b>39,07,187</b>
SCP	Productive	-	-	-
	Service	10,25,000	10,35,400	10,400
	Infrastructure	3,38,625	3,38,625	-
	Not included in any sector	8,04,575	15,65,406	7,60,831
	<b>Total</b>	<b>21,68,200</b>	<b>21,78,600</b>	<b>10,400</b>
		<b>3,63,25,079</b>	<b>4,02,42,666</b>	<b>39,17,587</b>

➤ Source: Data from IKM

#### 4.5.4

- At the time of provisional approval of Annual Plan 2011-12 by DPC 9.97% of the total outlay was earmarked for productive sector. This increased to 14.13% on final approval. Share of service sector also increased from 14.46% from first approval to 23.17% during final approval.
- Share of infrastructure sector decreased from 17.06% to 15.33%.
- More than 55% of the total outlay was earmarked for projects not included in any sector at the time of first approval. However this declined to 39.62% at the time of final approval.
- While allocating resources least priority was accorded to the productive sector. The deviations in percentages are shown in Table 4.9 and figure 4.5

Table 4.9  
Sector wise deviations from approved outlay during 2011-12 (percentages)

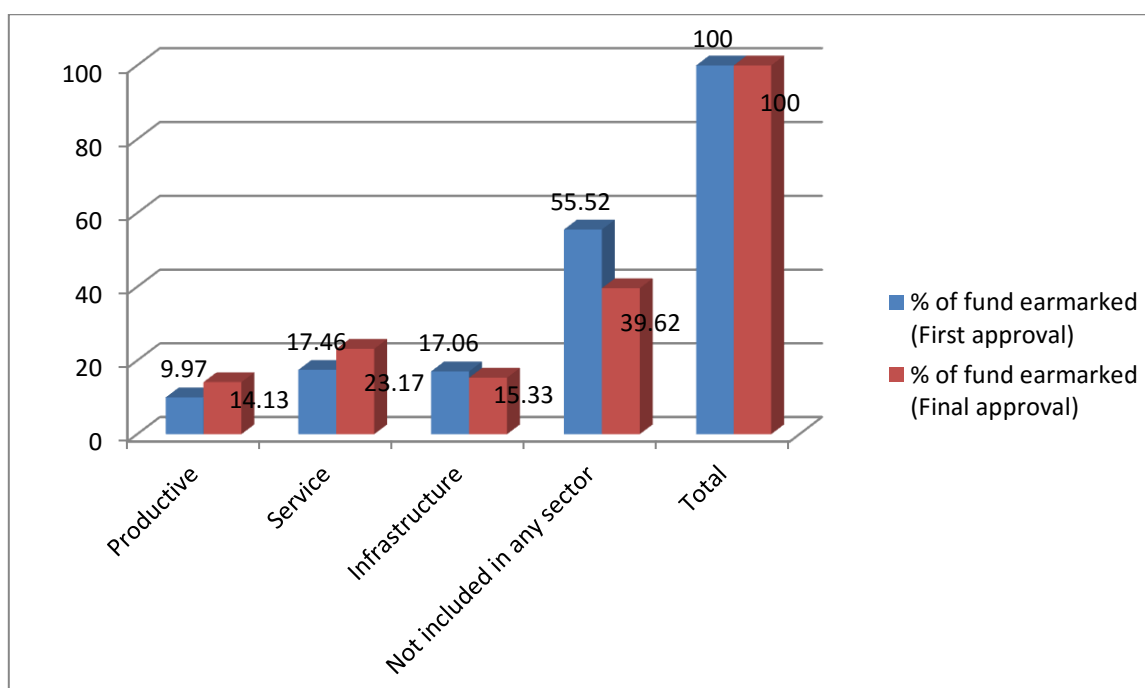
Sector	% of fund earmarked (First approval)	% of fund earmarked (Final approval)
Productive	9.97	14.13

Service	17.46	23.17
Infrastructure	17.06	15.33
Not included in any sector	55.52	39.62
<b>Total</b>	<b>100</b>	<b>100</b>

Source: Data from IKM

Fig. 4.5

Sector wise deviations from approved outlay during 2011-12 (percentage)



#### 4.5.5

- Major deviations in project implementation are seen in the general category.
- In the productive sector deviation has made in three projects due to the non availability of beneficiaries.
- In the service sector, major deviation is made in the project “improvement of houses (General)”. Its outlay at the time of first approval was Rs. 10,05,000 which declined to Rs. 5,75,000 at the time of final approval . This deviation may be due to the lack of beneficiaries as the amount provided under house maintenance (General) is inadequate. So the beneficiaries selected are not interested in receiving the benefits.
- Project named “Repayment of Housing Loan”, which is not included in any category, has major revision. Details are shown in table 4.10.

Table 4.10  
Project wise deviation in plan formulation and implementation (2011-12)

Sl. No	Category	Sector	Name of Project	Approved outlay(First approval)	Approved outlay(Final approval)	Expenditure
1	General	Productive	Net for fishermen	14,00,000	12,77,327	3,56,300
2			Integrated intercrops cultivation	7,88,000	7,71,589	4,31,282
4			Poultry rearing for kudumbasree women	2,88,395	2,74,940	94,045
5		Service	Improvement of houses (general)	10,05,000	5,75,000	5,75,000
6			Good governance	67,560	2,736	2,736
7			Plan implementation	1,00,000	97,790	97,790
8			Accident insurance for fishermen	4,00,000	3,56,370	3,56,300
9			Purchase of street light	3,63,000	3,52,958	3,52,958
10			Computer purchase for gramapanchayat	3,20,000	2,19,029	-
11		Infrastructure	Kitchen for MM LPS Kaikkara	3,30,000	1,31,020	-
12			Maintenance of BBLP School	2,65,000	1,50,840	1,50,840
14		Not included in any sector	Repayment of EMS housing loan	1,52,03,345	4,88,250	488250

#### 4.6 Deviations from project implementation ( 2012-13)

##### 4.6.1

- At the time of getting approval of the annual plan of 2012-13, total outlay was Rs.3,84,49,189. This increased to Rs.3,87,35,473 at the time of final approval. Number of projects have also increased from 75 to 76.
- General category and SCP showed the deviation. In General category total outlay decreased from Rs.3,37,12,025 to Rs.3,36,38,309., whereas number of projects increased from 67 to 68 In SCP total outlay increased from Rs. 47,37,164 to Rs.50,97,164.

The changes are indicated in table 4.11

Table 4.11  
Deviations from approved outlay during 2012-13

Category	First Approval by DPC		Final Approval by DPC	
	No.of Projects	Approved Outlay	No.of projects	Approved Outlay
General	67	3,37,12,025	68	3,36,38,309
SCP	8	47,37,164	8	50,97,164
TSP	-	-	-	-
<b>Total</b>	<b>75</b>	<b>3,84,49,189</b>	<b>76</b>	<b>3,87,35,473</b>

Source: Data from IKM

#### 4.6.2

- At the time of provisional approval of Annual plan 2012-13 by DPC total amount allotted to the General Category was Rs. 3,37,12,025 which declined to Rs. 3,36,38,309 during final approval.
- In the General Category, the deviation is reflected in productive, service and infrastructure sectors. The outlay for service sector decreased from Rs. 1,75,62,232 to Rs.1,62,06,322. Under infrastructure the amount decreased from Rs.1,19,27,066 to 1,16,74,780 during 2012-13. Deviation was much pronounced in service sector.
- Under SCP total outlay in the service sector increased from Rs. 29,64,250 in first approval to Rs.33,24,250 in the final approval. Allocations in the other two sectors remained without any change. The details on category wise deviations are given in table 4.12.

Table 4.12  
Category wise and Sector wise deviations from approved outlay (2012-13)

Category	Sector	Approved outlay(First approval)	Approved outlay(Final approval)	Deviation in outlay(in Rs)
1	2	3	4	5(4-3)
General	Productive	42,22,727	57,57,207	1534,480
	Service	1,75,62,232	1,62,06,322	(-)13,55,910
	Infrastructure	1,19,27,066	1,16,74,780	(-)2,52,286
	<b>Total</b>	<b>3,37,12,025</b>	<b>3,36,38,309</b>	<b>(-)73,716</b>
SCP	Productive	7,00,000	7,00,000	-
	Service	29,64,250	33,24,250	3,60,000
	Infrastructure	10,72,914	10,72,914	-
	<b>Total</b>	<b>47,37,164</b>	<b>50,97,164</b>	<b>3,60,000</b>
		<b>3,84,49,189</b>	<b>3,87,35,473</b>	<b>2,86,284</b>

Source: Data from IKM

#### 4.6.3

- At the time of first approval of Annual Plan 2012-13 by DPC 12.8% of the total outlay was earmarked for productive sector, whereas at the time of final approval its share increased to 16.67%

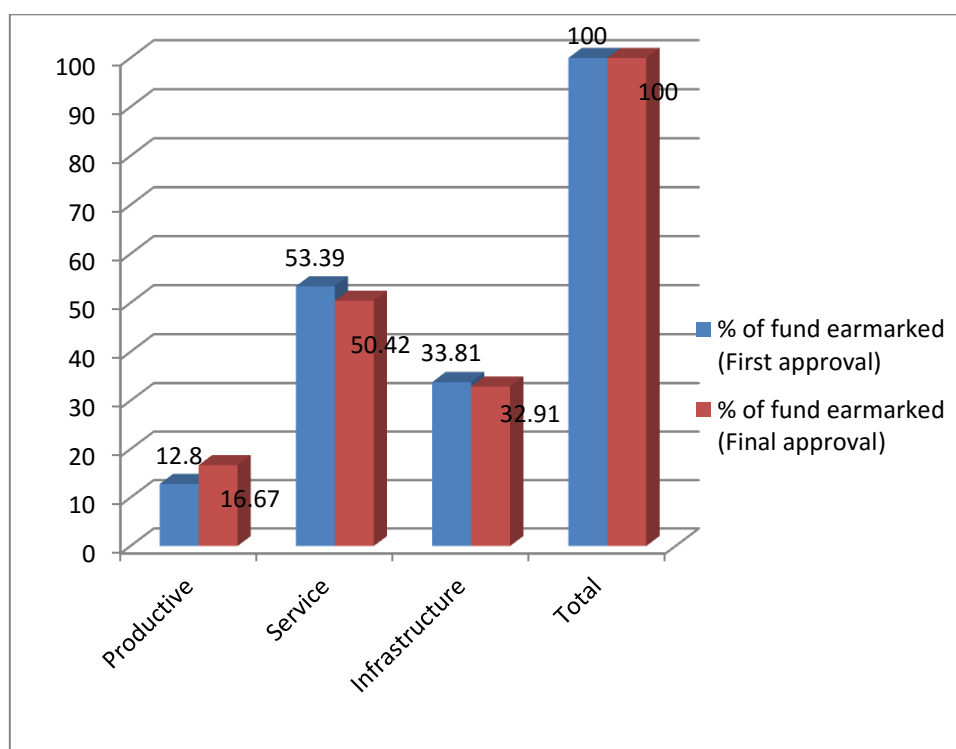
- Share of service sector decreased from 53.39% to 50.42%. Under infrastructure the change was from 33.81% to 32.91% during the time of first approval and final approval.
- Thus the productive sector is given due consideration through deviations. These changes are reflected in Table 4.13 and figure 4.6

Table 4.13  
Sector wise deviations from approved outlay 2012-13 (percentage)

Sector	% of fund earmarked (First approval)	% of fund earmarked (Final approval)
Productive	12.8	16.67
Service	53.39	50.42
Infrastructure	33.81	32.91
Total	100	100

Source: Data from IKM

Fig. 4.6  
Sector wise deviations from approved outlay during 2012-13 ( percentage)



Source: Data from IKM

#### 4.6.4

- While the project wise deviation is considered, it is seen that in the agriculture sector a project named “integrated land cultivation” has been revised from first

approval. This may be due to changes in climatic conditions or may be due to the lack of beneficiaries.

- Under the productive sector, project named net for fishermen has also changed and this may be due to the lack of beneficiaries
- In the service sector also one project deviated from actual approval which may be due to lack of beneficiaries.

Details on project wise deviations are given in table 4.14

Table 4.14

Project wise deviation in plan formulation and implementation (2012-13)

Sl. No	Category	Sector	Name of Project	Approved outlay(First approval)	Approved outlay(Fin al approval)	Expenditure
1	General	Productive	Integrated land cultivation	5,10,000	2,55,000	55,555
2			Poultry rearing	3,65,400	2,36,880	96019
			Net for fishermen	3,77,327	77,327	55,000
4		Service	Tri scooter for differently abled	4,20,000	2,30,192	2,18,179
5			Computer purchase for gramapanchayat	3,50,000	5,44,000	5,26,695
7		Infrastruct ure	Anganwadi maintenance ward No 14	1,50,000	1,24,329	-
	SCP	Service	Marriage grant for SCs	1,80,000	5,40,000	-

#### 4.7 Implementation of projects without DPC approval

4.7.1 In AnchuthenguGramaPanchayat all projects are implemented with the approval of DPC. Replacement of approved project without the consent of DPC is not found.

#### 4.8 Major Spill Over Projects

4.8.1 If an approved project , which has been started for implementation and could not be completed in time or if it has not started or it has completed and the payment could not be effected in that financial year , that project can be treated as spill over project for the next financial year with the approval of the panchayat committee. Major spill over projects in AnchuthenguGramaPanchayat during the annual plans 2011-12 and 2012-13 are as follows.

4.8.2 The reasons for spill over project are lack of eligible beneficiaries, lack of feasibility, delay in getting technical sanction, delay in tendering the work, transfer of funds from one head to other, frequent revision of projects, taking up new projects at the end of the financial



year, frequent transfer of officers, unrealistic targets set for the financial year etc. In Anchuthengupanchayat , Project implementation is going on in accordance with the guidelines. But in some cases it is delayed due to several reasons and resulted in spill over projects. The details of spill over projects in 2011-12 and 2012-13 are given in table 4.15 and 4.16 respectively.

Table 4.15  
Details of spill over projects (2011-12)

Sl. No.	Name of spill over project ( with category)	Sector/ Sub sector	Original approved outlay(Rs)	Actual expenditure (Rs)	Reason for spill over
1.	EMS housing Scheme( general)	Not included in any sector	1,52,03,345	-	Could not complete it in time
2	EMS housing Scheme – Land Purchase ( SCP)	Not included in any sector	6,07,325	-	Could not identify land
3	Driving – training( LMV) –( general)	Productive/i ndustries	69,170	46,340	Could not identify beneficiaries
4	Maintenance of police station road – third phase ( general)	Infrastructu re/transport	4,35,000	4,09,110	Could not complete in time
5.	Improvement of basic facilities of front office	Service/gen eral economic service	2,50,000	2,50,000	Could not complete in time

Table 4.16  
Details of spill over projects (2012-13)

Sl.No.	Name of spill over project ( with category)	Sector/ Sub sector	Original approved outlay(Rs)	Actual expenditur e (Rs)	Reason for spill over
1.	Purchase of Bench and desk for government LP school ( general )	Service/edu cation	2,00,000	2,00,000	Could not complete in time
2	Purchase of books and almirah for government LP school ( general )	Service/edu cation	1,03,967	-	Could not complete in time
3	Net for fishermen ( general)	Production/ fisheries	77,327	55,000	Lack of beneficiaries

#### 4.9 Reasons for delay in project implementation

4.9.1 Even though the projects of the local bodies are approved in the first quarter of the financial year, 40 - 50% of expenditure is incurred at the last quarter of the financial year. The reasons for the delay in project implementation are given below.

- It has been reported by the panchayat authorities that lack of beneficiaries in agriculture and veterinary related project resulted difficulty in implementing the project.
- Construction related activities in the panchayat require sanction from Coastal Regulation Zone .This adversely affects project implementation.
- Delay in convening and completing GramaSabhas for beneficiary selection resulted in delay in preparing the beneficiary list and implementing the project.
- Provisions for frequent revision of projects causes deviations from first approval of the project
- Delay in getting technical sanction adversely affect project implementation
- Government directions issued during the middle or end of the financial year resulted in revision of projects and also resulted in delay in implementation.
- Approval of new projects at the end of the financial year resulted difficulty in implementation.
- In most cases political interference adversely affect project implementation
- In some cases approved project could not be implemented due to the difficulty in getting loans from the financial institutions (credit linked projects) and also non-availability of land.
- Non feasibility acts as an obstacle in project implementation.

#### 4.10 Difficulties faced in Planning and Implementation

4.10.1 Decentralised Planning aims at assigning the public functions and responsibilities of planning and implementation. Difficulties faced in planning and implementations are:

##### (a) Planning

- Mobilising resources other than plan fund
- Preparation of quality and need based projects
- Ensuring higher participation of people in plan formulation
- Lack of the service of experts in the preparation and verification of projects.
- Lack of vision on the part of officials and elected representatives
- Lack of adequate and effective training offered to elected representatives and officials engaged in decentralised planning

##### (b) Implementation

- Directions of the government in the middle or end of the financial year regarding project implementation.
- Allotment of funds at the end of the financial year caused difficulty in choosing quality projects for implementation.
- Provision for frequent revision of projects.
- Delay in getting technical sanction
- Lack of beneficiaries in agriculture and veterinary related projects
- Getting approval from CRZ for construction related projects.
- In SCP projects lack of feasibility hinders project implementation.
- Delay in finalising beneficiary list.

## **CHAPTER 5**

### **MONITORING**

5.1 Monitoring is essential for each activity from the beginning to the end. Monitoring in plan implementation is required for ascertaining whether the fund allotted is utilised for the purpose and to ensure the output from the amount invested. After the launching of decentralised planning, working groups were functioned as monitoring committees. The committee prepare the report and submit to the panchayat committee and to the Implementing officer. Payments are released only after getting the reports from the monitoring committee.

5.2 During the 9<sup>th</sup> plan there existed a five member monitoring committee at the ward level with the chairmanship of the ward member. Besides panchayat committees also existed for monitoring purpose. It is stipulated in the 12<sup>th</sup> Five Year Plan guidelines that project monitoring should be done by the working groups and it should prepare monitoring report and submitted to the panchayat committee .In practice this monitoring committees submit report without site inspection. The 12<sup>th</sup> Five Year Plan guidelines stipulated that social audit system should be implemented for evaluating the plan implementation of local bodies. But the social audit in the panchayat is not carried out properly due to the absence of clear guidelines. Only Local Fund Audit is carried out in the local bodies. Besides this performance audit is also carried out.

5.3 In AnchuthenguGramaPanchayatGramaSabha meetings were convened for monitoring plan implementation during 2011-12 and 2012-13.

5.4 Monitoring by District Planning Committee

5.4.1 In spite of GramaSabha meetings for monitoring plan implementation, District Planning Committee also monitor the plan implementation through reviewing plan implementation progress. Meeting of the district level officers were also convened for reviewing the plan implementation progress and to find out the bottlenecks if any. Besides this block level review meetings were arranged for reviewing the physical and financial progress of plan implementation. Monitoring is not done from planning stage to implementation stage. Standing Committees and Steering Committees are not involved in plan implementation process. District Planning Committee review only the expenditure position. Physical progresses of schemes implemented are not monitored at any level. DPC should be strengthened for proper monitoring of the plan implementation in local bodies.

## CHAPTER 6

### MAJOR ACHIEVEMENTS AND CONSTRAINTS

6.1 The traditional concept of planning focussed on the expansion of production of goods and services and consequent growth in per capita income has been transformed to the enhancement of social and economic development. As plans for development are prepared and resources are allocated at locally under decentralised planning socio economic development can be attained by the local bodies in a better way than centralised planning . In this background the socio economic development of the panchayat under decentralised planning has to be analysed.

6.2 Information pertaining to key indicators of socio-economic development in the gramapanchayat from 1996-97

#### 6.6.2.1 Programmes under Agriculture and Allied Sectors

- There is no area under paddy cultivation in the panchayat as it is a coastal area
- No.of cattle population increased from 170 in 1996 to 230 in 2011-12 so also number of buffalos and goats increased from 70 to 150 and 52 to 135 respectively during the period.
- Number of veterinary centre remains the same during 1996-97 and 2011-12.

Consequent on the launching of decentralised planning number of cattle, buffalos and goat increased. This may be considered as an achievement of decentralised planning as there were projects for distribution of goats , cows , calves ,and cattle feeds in local body plan . The details on the physical achievements under animal husbandry sector are given in table 6.1

Table 6.1  
Physical Advisement under Animal Husbandry

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
	Area under paddy( in acres)	-	-	-	-
	Net area sown (in acres) ##	-	-	-	-
	No: of cattle **	170	190	200	230
	No. of buffalo	70	120	110	150
	No. of goats	52	85	75	135
	No. of veterinary sub centre/ hospital	1	1	1	1

*Source: Panchayat Level Statistics, Panchayat Authorities*

### 6.3. Watershed resource development and watershed management

- The no.ofpanchayat ponds remains the same whereas number of public wells declined from 10 in 1996-97 to 6 in 2011-12.
- Number of public taps increased from 164 to 251 during the period 1996-97 to 2011-12. There are 2200 houses with domestic connection as on 2011-12.

Details of availability of sources of water resources are given in table 6.2

Table 6.2  
Availability of water resources

Sector/Subsector		Year			
		1996-97	2001-02	2006-07	2011-12
1	No. of panchayat (ponds)	1	1	1	1
2	No.of irrigation tanks	-	-	-	-
3	No. of tube/bore wells	-	4	8	12
4	No. of public wells	10	9	6	6
5	No. of public taps – agency- wise	164	170	180	251
6	No. of houses with water connection	-	-	-	2200

Source: Panchayat level statistics, Panchayat authorities

### 6.4 Initiatives/achievements in waste management/sanitation

- There were no cattle farms in the panchayat during 1996-97but it had 4 cattle farms in 2011-12
- Number of poultry farms was one in 1996-97 which increased to 6 in 2011-12.
- There were no slaughter house during 1996-97but had one in 2011-12.

Details are given in table 6.3

Table 6.3  
Waste management and sanitations

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
1)	Cattle farm (No)	-	-	-	4
2)	Poultry farm (No)	1	2	3	6

### 6.5 Buildings Constructed

- Number of residential buildings constructed during 2011-12 was 55 whereas this was 69 during 2006-07.
- The construction of non residential buildings also declined during 2011-12 compared to 2006-07

Details are given in table 6.4

Table 6.4

## Construction of Buildings

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
1)	No. of residential building constructed	-	-	69	55
2)	No. of non- residential building constructed	-	-	15	3
3)	Ownership of buildings	-	-		-
	No. of private buildings	-	-	83	58
	No. of Govt. buildings	-		1	-

Source:-Data given by panchayat authorities

## 6.6 . Achievement in Housing

- Seven houses were provided under IAY Scheme during 1996-97. This has increased to 16 in 2011-12
- Twenty four houses were provided under EMS Housing during 2011-12 Details are given in table 6.5

Table 6.5  
Construction of Houses

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
	Number of Houseless families provided with housing				
	a) Housing of Panchayat				
	b) IAY	7	10	12	16
	c) EMS Housing	-	-	-	24

Source:-Panchayat authorities

## 6.7 Construction of Roads

- During 1996-97, 4 km roads were constructed by the panchayat. This has increased to 12.8km. during the year 2011-12 Details are given in table 6.6

Table 6.6  
Construction of Roads

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
1)	Length of village roads constructed(km)	4	7	7.4	8.5

## 6.8. Maintenance of Roads

Table 6.7  
Maintenance of Roads

Sector/Subsector			Reference Year			
			1996-97	2001-02	2006-07	2011-12
	1)	Maintenance of village roads (km)	0.4	0.2	0.32	0.4
	2)	Other type of roads (km)	-	-	-	-

## 6.9. Self Employment

- Number of SHGs in the panchayat increased from 5 to 15 from 1996-97 to 2011-12
- Thrift mobilisation increased from Rs.2 crores in 1996-97 to Rs. 3.25 crores in 2011-12
- Number of micro enterprises increased from 5 in 1996-97 to 18 in 2011-12

Table 6.8  
Self-Employment

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
1)	No. of self-employment/kudumbasree units		78	125	198
2)	No. of NHGs	5	10	12	15
3)	No. of members	-	1170	1875	2970
4)	No. of micro enterprises	-	5	16	18

## 6.10. Health

- Under health sector, number of CHCs, Ayurveda and Homoeo dispensaries remains the same during 1996-97 and 2011-12.

Table 6.9 shows the number of health institutions

Table 6.9  
Health Institutions

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
1)	No. of PHCs	-	-	-	-
2)	No. of ayurveda dispensaries	1	1	1	1
3)	No. of homoeo dispensaries	1	1	1	1
4)	Others (CHC)	1	1	1	1

## 6.10 Social and cultural institutions



Number of anganwadis in the gramapanchayat were 10 during 1996-97. This has increased to 24 during 2011-12 witnessing an abnormal growth during the period. This phenomenon is mainly due to the launching of decentralised planning. The number of community hall has also increased from one in 1996-07 to 4 during 2011-12. The details of social and cultural institutions are given in table 6.10

Table 6.10  
Number of social and cultural institutions

Sector/Subsector		Reference Year			
		1996-97	2001-02	2006-07	2011-12
	No. of social & cultural institutions				
1)	Anganwadies	10	11	18	24
2)	LP Schools	4	5	5	5
3)	HS/HSS	2	2	2	2
4)	Libraries	1	-	-	-
5)	Community halls	1	2	4	4

Source :Panchayat Level Statistics 1996, 2001, 2006 & 2011 of Dept. Of Ecos& Statistics, Kerala

## **CHAPTER 7**

### **SUMMARY AND CONCLUSION**

#### **1. Major shift in the development of the panchayat**

- (1) As a result of the introduction of decentralised planning in the panchayat in the field of animal husbandry the number of buffalos and goats increased considerably. This may be the result of the projects undertaken by the panchayat during decentralised planning viz distribution of goats and calves, distribution of cattle feed etc. Before the launching of decentralised planning animal husbandry was carried out along with agriculture. As agriculture is negligible in the panchayat animal husbandry was also neglected. Along with decentralised plan, state plan schemes are also carried out in the panchayat by Animal Husbandry Department. This also tends to increase the number of cattle population.
- (2) Regarding drinking water, even though number of public wells decreased after the launch of decentralised planning in the panchayat, number of public taps increased from 164 to 251. 2200 houses in the panchayat were provided with water connection. The increase in the number is due to execution of departmental programmes along with decentralised planning.
- (3) The panchayat had no slaughter house during 1996-97 but now it has a slaughter house.
- (4) Under health sector the condition before and after the launching of decentralised plan are the same. Number of transferred institutions such as CHCs, ayurveda and homoeo dispensaries remain the same. But the service delivery in these institutions has been improved due to decentralised planning.
- (5) Under education, number of anganwadis increased from 10 in 1996-97 to 24 in 2011-12. This is a major achievement of decentralised planning. It is mandatory that every local body should earmark fund for social security and mother and baby care, anganwadi, nutrition, construction of anganwadi building, construction of baby friendly toilets etc. Number of LP/UP and HSS remain the same in the panchayat before and after the launch of decentralised planning.

#### **7.2 Role of Grama Sabha**

In the beginning of decentralised planning gramasabhas played an important role in formulating the plan proposals, fixing priority of schemes and development programmes,

selection of beneficiaries and above all for monitoring of plan implementation. As years passed the role of gramasabhas are diminishing.

- (1) In the panchayat, gramasabhas are convened for plan formulation, beneficiary selection and monitoring.
- (2) Attendance shows that number of participants in the gramasabhas convened for beneficiary selection is higher compared to gramasabha for plan formulation. This shows that people are not much interested in plan formulation.
- (3) Development seminar is conducted only for adhering the guidelines.
- (4) One of the functions of decentralisation was to provide and mobilise voluntary service and contribution in cash or kind necessary for development plans. But now the efforts in mobilising resources are decreasing.

### 7.3 Process of project formulation and relevance of guidelines

7.3.1 Guidelines are necessary and essential in the process of preparation and formulation of plan. If the plan formulation is not based on any guidelines there will not be any uniformity in sectoral allocations, allocation for special programmes, mandatory projects etc. Other salient features are discussed below.

- (1) Project formulation and approval are made by the officers concerned. Project vetting is not satisfactory. At some times User ID and pass word issued to the vetting officers are transferred to other staffs in the office or in the panchayat. Experts are not involved in project vetting.
- (2) Gramapanchayat followed all the norms and conditions prescribed in the guidelines for conducting development seminar during 2011-12 and 2012-13.
- (3) The discontinuation of TAG mechanism for vetting the projects sometimes adversely affected the verification process.
- (4) Vetting of projects under infrastructural sector still lagged after the introduction of the new vetting mechanism adopted from the 12<sup>th</sup> plan.

### 7.4 Allocation and Expenditure of Annual Plan during 2011-12 and 2012-13

- (1) Total plan expenditure of the panchayat during 2011-12 was 38.66% which rose to 59.85% during 2012-13.
- (2) For financing the annual plan, panchayat heavily depended on plan funds and it failed in mobilising resources at the local level

- (3) Regarding distribution of expenditure by sector type across category, service sector in both General and SCP category shows highest expenditure during 2011-12 and 2012-13.
- (4) One of the notable features is that expenditure under infrastructure sector under SCP category is zero in both the years under reference.
- (5) In the productive sector under SCP category, fund was not allotted during 2011-12 and expenditure is not incurred during 2012-13.
- (6) Plan allocation and expenditure in both the years shows the ever increasing burden of service and infrastructure sectors.
- (7) Project formulation and expenditure by development sectors reveals that percentage of allocation and expenditure in agriculture and allied sector is decreasing year by year.
- (8) Sectoral deviations are common phenomenon under decentralised planning
- (9) In planning process major deviations are seen in productive sector.
- (10) As the sectoral limit of productive sector is given up during the 12<sup>th</sup> plan, local bodies accord least priority to the productive sector and highest priority is accorded to service sector.
- (11) Allocation and expenditure in the productive sector is decreasing year by year. The major share of allocation in productive sector is being earmarked for construction of veterinary centres, krishibhavans, purchase of furniture for these offices etc.
- (12) Allocation in service and infrastructure sectors is going up without much allocation and expenditure in productive sector.

#### 7.5. Resource mobilisation from various sources

- (1) For financing the annual plan, panchayat heavily depended on plan funds and it failed in mobilising resources at the local level
- (2) It is stipulated in the plan guidelines that local bodies should mobilise as much as fund it can from MLA fund and MP fund for construction of hospital buildings, school buildings etc .But no such initiatives were taken by the Anchuthengugramapanchayat. But they succeeded in mobilising beneficiary contribution (direct expenditure).All these shows the lack of interest from the part of the panchayat authorities for mobilising funds for financing their schemes.

- (3) Panchayat failed in mobilising beneficiary contribution especially in the form of direct expenditure.
- (4) Panchayat failed in mobilising adequate funds from financial institutions even though they had conducted discussions with banks and other financial institutions during plan formulation.
- (5) Voluntary contributions/donations under resource mobilisation are negligible.

#### 7.6. Project formulation and implementation of SCP/TSP, Women, Children and Differently Abled.

- (1) Project formulation and expenditure under special programmes during 2011-12 and 2012-13 reveals that percentage of expenditure under WCP is less in 2012-13 (54.56%) compared to 2011-12 (83.52%)
- (2) As the special programmes are mandatory in plan formulation, local bodies allocate only the minimum amount prescribed in the guidelines.
- (3) During the years under reference, of all the special programmes only WCP showed the least performance.
- (4) Special programmes for old aged showed 100% expenditure during 2012-13 whereas in 2011-12 it was only 36.18%.
- (5) Women Component Plan aimed the economic empowerment of women but it did not achieve its objectives.
- (6) Projects for special programmes especially differently abled and old age were moderate in quality.

#### 7.7. Need and applicability of guidelines

- (1) Guidelines are essential for planning process. If there is no guidelines, there will not be any uniformity in sectoral allocations.
- (2) Allocations are made for special programmes as they are mandatory as per guidelines. Otherwise local bodies will not accord any priority to them.

#### 7.8 Suggestions

- (1) Plan allocation should be made on performance basis.
- (2) Allocation of funds should be made /announced in the beginning of the financial year.
- (3) Provision for revision of projects should be allowed only once preferably in the second quarter of the financial year.
- (4) Financing of spill over projects should be made from own funds.

- (5) As allocation for productive sector is being decreased year by year. Therefore minimum allocation should be fixed for the productive sector
- (6) Monitoring should be made effective for that DPC should be strengthened
- (7) Project sustainability should be ensured
- (8) In order to ensure peoples participation in gramasabha meeting, adequate publicity should be made along with awareness.
- (9) Adequate training should be given to the staffs of local bodies and its transferred Institutions regarding plan formulation.
- (10) Local bodies should prepare a comprehensive data base including its resources, physical and financial achievements of projects and schemes implemented under annual plans, socio economic indicators etc for future planning.
- (11) Ward wise division of funds should be avoided. Plan should be prepared for the panchayat as a whole
- (12) Beneficiary selection should be made transparent
- (13) Resource mobilisation from other sources should be made mandatory
- (14) A register containing physical achievement of the projects implemented should be made mandatory in every local body
- (15) Sectoral deviations in plan implementation should be minimised.
- (16) Audit system should be made more strict.
- (17) Sectoral ceiling should be fixed for the productive sector.
- (18) Uniform subsidy norms should be fixed for local body schemes, state sponsored schemes and CSS.
- (19) Undertaking housing projects under WCP should be discouraged.
- (20) Steps should be taken to strengthen the gramasabha. The participation of government employees in the gramasabhas should be made mandatory.

## 7.9 Conclusion

7.9.1 Decentralised planning gave power and fund to local bodies to identify local needs and address them through people's participation. It can address local needs to a certain extent. Before the launch of decentralised planning local bodies had not enough funds to take up developmental activities. Most of the schemes were directly implemented by the departments. Undoubtedly, decentralisation of power and functions opened the path for development. Decentralisation can achieve notable progress in various development sectors, especially in housing, health, drinking water and sanitation, infrastructure etc. Special

programmes under decentralised plan succeeded a lot in addressing the felt needs of women, old aged, differently abled. Yet it is not free from criticisms. Excessive political influence in preparation of projects and selection of beneficiaries lessens peoples participation in plan formulation leading to low participation in gramasabhas and lack of monitoring adversely affected plan implementation by local bodies.

**Study Team – District Planning Office, Thiruvananthapuram**

Name & Designation of Technical Officer	Name of Grama Panchayat
Smt. Sarojini P( DPO)	
Smt. Santhi TE (DPO)	
Sri. Shaji P(Dy DPO)	
Kum. Swapna P (RO)	Elakamon
	Anchuthengu
Kum. Beena M ( RO)	Kilimannoor
	Kallara
	Andoorkonam
Mr.Anil Kumar.R ( RA)	Thirupuram
	Vengannoor
	Maranalloor
Kum. Manjusha .S.Nair (RA)	Aruvikkara
	Kallikkadu
	Vellanadu