



**Diffusion of Best Practices in the Local Governments of Kerala in
Selected Service Delivery Functions a Study of Three Village Panchayats**

Submitted to

**Decentralisation Analysis Cell
Kerala Local Government Service Delivery Project
Gulati Institute of Finance and Taxation (GIFT)
Thiruvananthapuram**

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Dr. J Chathukulam

Director

Centre for Rural Management (CRM)

Executive Summary

Context of the Study

The 73rd and 74th Constitutional amendments 1993 and the enactment of the Conformity Act (KPR Act) 1994 set the stage for decentralized governance in Kerala. The decentralization efforts carried out by the state government brought about revolutionary changes on democracy and development. Decentralized planning and governance system have been used in the state as a tool for improving the delivery of public services at the local level. Delivery of services by local governments has been considered as a key parameter to measure the success of decentralization.

The local governments have a wide range of services to perform. The services are to be delivered to the people in time at reasonable standard and quality and in a people friendly manner. The experience of decentralized planning and governance over the last two decades has been encouraging. Systematization of procedures and computerized processing has been adopted in several services, showing visible improvements in standard and quality. A good number of local governments have performed extremely well in certain areas of service delivery. Others should be exposed to such best practices in delivery of services that have happened in several local governments across the state.

Kerala Local Government Service Delivery Project (KLGSDP), a world bank aided project, intended, among other things to enhance and strengthen the capacity of local government system in Kerala to deliver services more effectively, initiated research studies on various topics related to local governance systems and procedures. Decentralization Analysis Cell (DAC) of Gulati Institute of Finance & Taxation (GIFT) has been appointed as the nodal agency to undertake the studies. The research study titled “Diffusion of Best Practices in the Local Governments of Kerala in Selected Service Delivery Functions” has been outsourced and entrusted with Centre for Rural Management, Kottayam, an accredited Non- Governmental Organisation headed by Dr. Jos Chathukulam.

Objectives of the Study

The study has been an attempt to identify best practices in service delivery sector in selected local governments, analyse the factors and processes that created the impact in the quality of services, assess the extent to which diffusion of the information happened for the benefit of other local bodies and to make out suggestions for dissemination of the best practices.

Panchayats Selected & Criteria for Selection

Marangattupilly Village Panchayat in Kottayam District, Nadapuram Gram Panchayat in Kozhikode District and Kaviyoor Gram Panchayat in Pathanamthitta District have been selected for the study. These Panchayats have been bagging ‘Swarj Trophy’ and other awards consistently for their outstanding performance. They have been selected from the state under Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) instituted by Ministry of Panchayat Raj (MoPR), Government of India for the year 2014-2015

Methodology of the Study

The case study method has been adopted. Data collection has been done with reference to Panchayat records and documents, which led to the identification of the best practices of the Panchayats. Key stakeholders such as President, Standing Committee Chairpersons, Panchayat officials, heads of institutions and offices under the Panchayat, community based organizations (CBOs) neighbourhood groups (NHGs) self help groups (SHGs) etc. have been interviewed to elicit information. Field visits including visits to development sites, facilities and institutions have been conducted extensively. Focus Group Discussions with beneficiaries and the public have also been held in the three Panchayats. Photographs depicting the nature of the best practices have also been taken during the visits. Attempts have also been made to assess whether the best practices identified have been diffused to and adopted in other local governments.

Content of the Case Studies

The following best practices have been identified and subjected to detailed study and analysis.

Marangattupilly Village Panchayat

- Open Well Recharge
- Palliation Care Programme
- Paddy Challenge Fallow Land Farming

Nadapuram Village Panchayat

- Green Panchayat –Clean Panchayat
- Integrated Solid Waste Treatment Plant
- Indoor Stadium of International Standards

Kaviyoor Village Panchayat

- Eviction of Encroachments of River Puramboke
- Village Tourism Initiatives

The reports have been prepared on a format mode. A descriptive and analytical account of the Panchayat is given in the first part. Thereafter the best practices are presented in the format, narrating in simple language the background, nature, pre-good practice scenario, process of adoption, planning, implementation, uniqueness, challenges faced, lessons learnt, benefits and sustainability. Tables, diagrams and photographs are inserted at appropriate places.

Way Ahead

The research study has vindicated that there are lots of positive impacts on the service delivery system of local governments. However, there is scope for further improvement. Recognizing the fact that providing quality service to the people is the ultimate goal of governance, the local governments have to set out necessary conditions for good governance. It is hoped that the best practices highlighted here will help to achieve the goal. However, diffusions of the best practices implemented by the best performing local governments is a grey area. It is true that the recognitions and awards bestowed to the best performing panchayats and the resultant publicity through media have helped in disseminating certain aspects of the best practices. A conscious and multipronged strategy has to be evolved for the identification documentation, and diffusion of the best practices. Expert group for identification of best practices at the district level exposure visits, training modules, telecasts, regular columns in governments publications, yearly compilation and publishing etc. are some of the suggestions for wider diffusion of best practices.

Major Findings

Decentralization is often acclaimed for its unique potentiality for improving the delivery of public services at the local level. Kerala has used two decades of decentralized governance for delivering basic services to the common man at reasonable standard and quality. The study has elicited many important aspects of the scope and relevance of decentralization. The major findings are enumerated below:-

1. The three village panchayats taken up for the study has brought out outstanding models in different sectors of service delivery. They have been the trend-setters. There are many more local bodies, almost one third of the total in the state, which have performed excellently in the discharge of the functions assigned to them and in the delivery of public services.
2. The achievements have been made possible due to many factors and circumstances that have been developed in these institutions such as:-
 - (a) Genuine and massive participation of the people in planning, implementation and monitoring of the programmes initiated by the panchayats.
 - (b) Convergence of resources, both financial and human, for the projects envisaged.
 - (c) Creation of network of support systems, which worked in partnership and provided the synergy for participation and democratization.
 - (d) Charismatic leadership of the executive head and the collective wisdom of the elected members.
 - (e) Smooth and cordial interface with the bureaucracy, especially professionals at the cutting edge level and full-fledged staff strength of committed and non-corrupt persons.
 - (f) A pro-poor, compassionate and caring attitude at levels of governance.
 - (g) A sound and reliable data base and record keeping system.
 - (h) Efficient and widely used e-governance systems
3. Unique processes and systems have been developed in the panchayats to provide maximum benefits to the people and to ensure sustainability.
4. The challenges faced during the course of implementation of the best practices have been effectively addressed by the Panchayats with the active support of the stakeholders, including the officials.

5. The Panchayats are sometimes prevented from implementing service delivery projects due to resource constraints imposed by government, lack of personnel at the cutting edge level and limited administrative control over the institutions and staff under them.
6. There is a tendency to routinise systems and procedures developed over the years. Gram Sabhas, working groups, developments seminars etc. have been undermined.
7. The process of diffusion of the best practices is not deliberately followed at present. The awards and recognitions instituted by government serve the purpose only to a limited extent.
8. A multi-pronged diffusion strategy has to be evolved to scale up the 'best practices' to massive programmes across all local governments in the state.
9. The Service Delivery Policy outlining the principles, processes and procedures relating to improvement of public services at the local level needs to be implemented more vigourously.

1. Introduction

The grass root level democratic institutions that came into existence as a result of the 73rd and 74th constitutional amendments two decades ago have emerged themselves as institutions of local self governance. They are discharging a wide range of responsibilities. They are providing the citizens many services. The civic role of local governments is now coupled with administrative and development roles. The onus of local economic development ensuring social justice and well being of the people are now vested with the local governments.

Thanks to the bold and innovative steps taken by several local governments in local level planning and implementation many successful models have emerged in different sectors. There have been many best practices in health, water supply, education, housing, agriculture, poverty alleviation etc. There are also success stories of resource mobilization, community management, peoples' participation and transparency. It has been proved that participatory local development is possible and that with the unleashing of creativity, potential and synergy of the people wonderful things happen. These initiatives have to be institutionalized, and scaled up to other local governments. For this it is necessary to document the best practices, analyse the various factors that made them possible and reengineer the present approaches and strategies.

Accordingly, a research study has been envisaged to identify best practices in delivery of services in the local governments in the state, document them and diffuse to local government functionaries, as part of the attempts of the state government to enhance the standard and quality of services rendered by local governments to the citizens. The research study titled "Diffusion of Best Practices in the Local Governments of Kerala in Selected Service Delivery Functions" has been outsourced to Centre for Rural Management, Kottayam under the supervision and guidance of Decentralizations Analysis Cells (DAC) of Gulati Institute of Finance and Taxation (GIFT), Thiruvananthapuram.

The study has been confined to three best performing Panchayats spread over different geographical regions in the State. The criteria for selection of the Panchayats has been based on their winning awards and recognitions like Swarj Trophy of the state government and PEAIS award of the central government. The Gram Panchayats which fulfilled the above criteria were

(i)Marangattupilly in Kottayam District, (ii) Nadapuram in Kozhikode District, (iii) Kaviyoor in Pathanamthitta District. Demographic features of the Panchayats are given below

Gram Panchayat	No of Wards	Population	No of Households	Sex Ratio	Literacy
Marangattupilly	14	20116	4249	1004	95.74
Nadapuram	22	40230	8455	1151	80.00
Kaviyoor	14	18582	4324	1033	96.35

The best practices identified in the Panchayats are given here under

Marangattupilly Village Panchayat

- Open Well Recharge
- Palliation Care Programme
- Paddy Challenge Fallow Land Farming

Nadapuram Village Panchayat

- Green Panchayat –Clean Panchayat
- Integrated Solid Waste Treatment Plant
- Indoor Stadium of International Standards

Kaviyoor Village Panchayat

- Eviction of Encroachments of River Puramboke
- Village Tourism Initiatives

Objectives of the Study

The specific objectives of the study have been :-

- Identify good practices in service delivery sector
- Assess the impact in the quality of services
- Analyse the factors & processes that created the impact
- Document the factors & processes contributing the best practices
- Review the extent to which the best practices have been diffused and suggest strategies for better diffusion.

Methodology

The case study method has been adopted. Secondary data have been collected and analysed, verifying the records and documents of the three Panchayats and the institutions and facilities under the Panchayats to get an in depth understanding of the nature of the services delivered to the people. Development reports, plan documents, annual financial statements, registers etc. have been used as secondary sources of information. Focus Group Discussions and interviews have been held with the Village Panchayat President, ward members, beneficiary committees, Self Help Groups (SHGs), Kudumbashree members, officials and technical staff to get a first hand knowledge of the vision and strategy of the Panchayats, the pre-good practice scenario, the implementation process, the benefits derived and the issues and challenges confronted during the course of implementation of the best practices. Visits to development sites, institutions and facilities have also been arranged extensively, which enabled the researcher to meet the stakeholders and document various aspects of the best practices. Literature review to assess the diffusion strategy followed has also been conducted thoroughly.

Report Content

The study report is organized as below:-

1. Brief profile of the Panchayat
2. Detailed case studies on the best practices of service delivery functions of the Panchayat
3. Diffusion Strategy
4. Concluding observations and suggestions



2. Best Practices – Marangattupilly Village Panchayat

1. Background of the Panchayat

1.1. Setting. The Panchayat, initially named as ‘Elakkad’ was formed on 15th August 1953 and renamed as ‘Marangattupilly’ in 1983. It is comprised in Meenachil Taluk of Kottayam District, spread out in Kurichithanam, Elakkad (part) and Monippilly (part) villages, Uzhavoor, Mutholy, Kadaplamattom, Karoor, Kuravilangadu and Njeezhoor Gram Panchayats form the boundaries of Marangattupilly. The geographical area is given as 37.58 sq kms.

The Panchayat is situated at an MSL of 150 meters. The terrain is undulating with rocky hills and sloppy meadows. The soil is fertile and the climate is conducive. The major crops are paddy, coconut, rubber, arecanut, plantain, vegetables, coco, tapioca, pineapple etc. Mixed cropping is adopted extensively in the Panchayat. Rubber is the single largest crop covering an area of 2360.87 ha .of the utilized area of 3049.00 ha.

Marangattupilly is a water deficient Panchayat. Most of the wells and water bodies dry up by the beginning of summer. Due to the sloppy nature of the topography and the plantation of cash crops like rubber, the rain water flows down to the rivers unchecked. Soil erosion is also a common phenomenon. Several streams and water sources of the Panchayat are reported to be non-existent now.

Table No.1: The demographic particulars of the Panchayat

Particulars	Number
Population	20116
Male	9987
Female	10129
SC Population	787
ST population	21
Sex ratio	1004
Density of population	866
No of households	4249
Literacy rate	95.74
Total main workers	6401
Male	5030
Female	1371
Domestic animals	3583
Birds	21147 (including broiler chicken)

Source: Development Report, Marangattupilly Gram Panchayat, Kottayam

The population is mainly shared by Hindus and Christians. There are a few Muslim families also. There are 231 SC families and 5 ST families. The people live in peace and harmony.

The economy of the Panchayat is centered around agriculture and foreign remittances. As already mentioned three fourth of the arable land in the Panchayat is under rubber cultivation. With the economic growth, the younger generation opted for higher education, especially in professional courses like nursing and engineering and many of them obtained overseas employment, which in turn brought heavy remittances to their homes.

The agricultural programmes implemented in the Panchayat during the last couple of years, such as cultivation of organic vegetables, fallow land cultivation, agri-fest, watershed management etc. have taken the Panchayat a long way to food security and economic well- being. The animal husbandry and livestock development programmes initiated by the Panchayat have also yielded good results in economic development.

Many eminent personalities have come up from Marangattupilly. Former President of India, Sri. K R Narayanan was a distinguished son of the Panchayat. Sri. K M Mani present Finance Minister, who has held the portfolio for 13 terms and who has been member of the Legislative Assembly consecutively for the last 50 years belongs to the Panchayat. Ms. Bindu Peter, who has won gold medal in the Special Olympics held at Athens also belongs to Marangattupilly. So also, Master Akhil Babu who was in the relay team of Kerala which won the gold medal in the National Games 2015, is a proud prodigy of Marangattupilly. Sri. Babu Namboothiri, Cine Actor, Sri. Kalamandalam Janardhanan Nair and Sr. M.S.T. Namboothiri, eminent scientist, have also been born and brought up in the Panchayat.

1.2. Governance

The Panchayat has developed a people friendly, compassionate, transparent and responsive governance system over the years. collective wisdom and commitment of the Panchayat Committee is omnipresent.

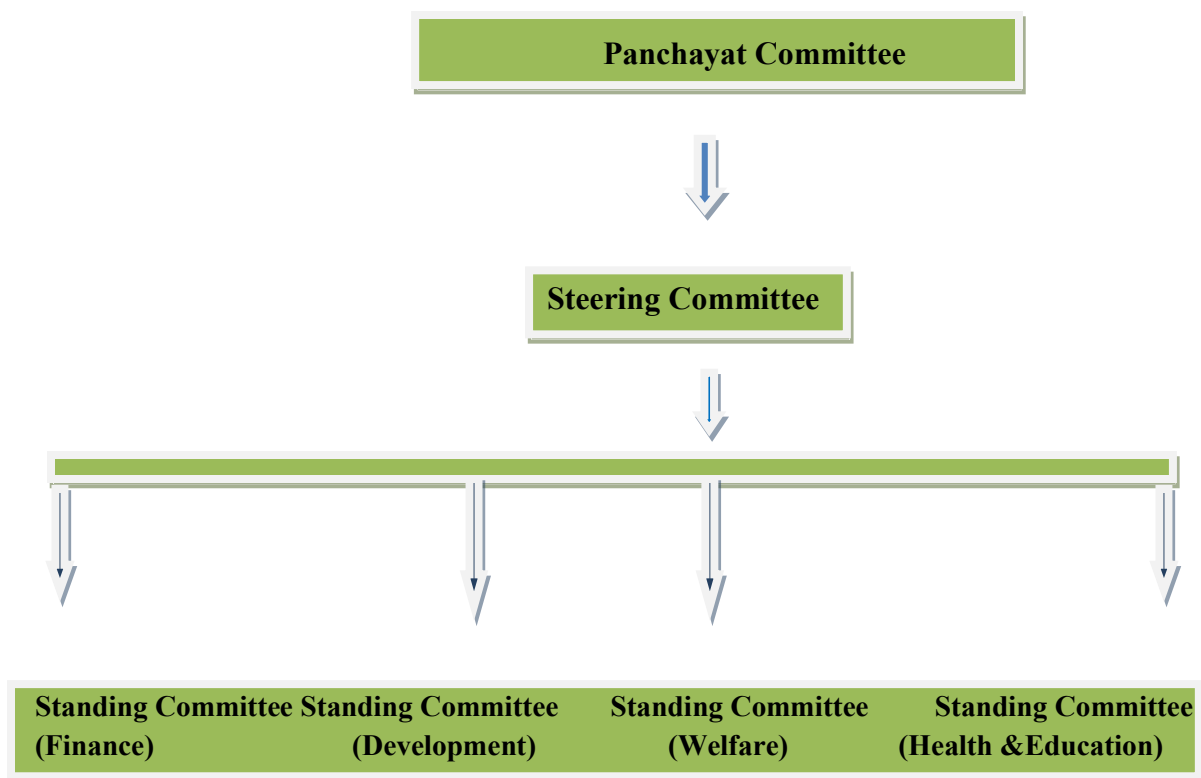


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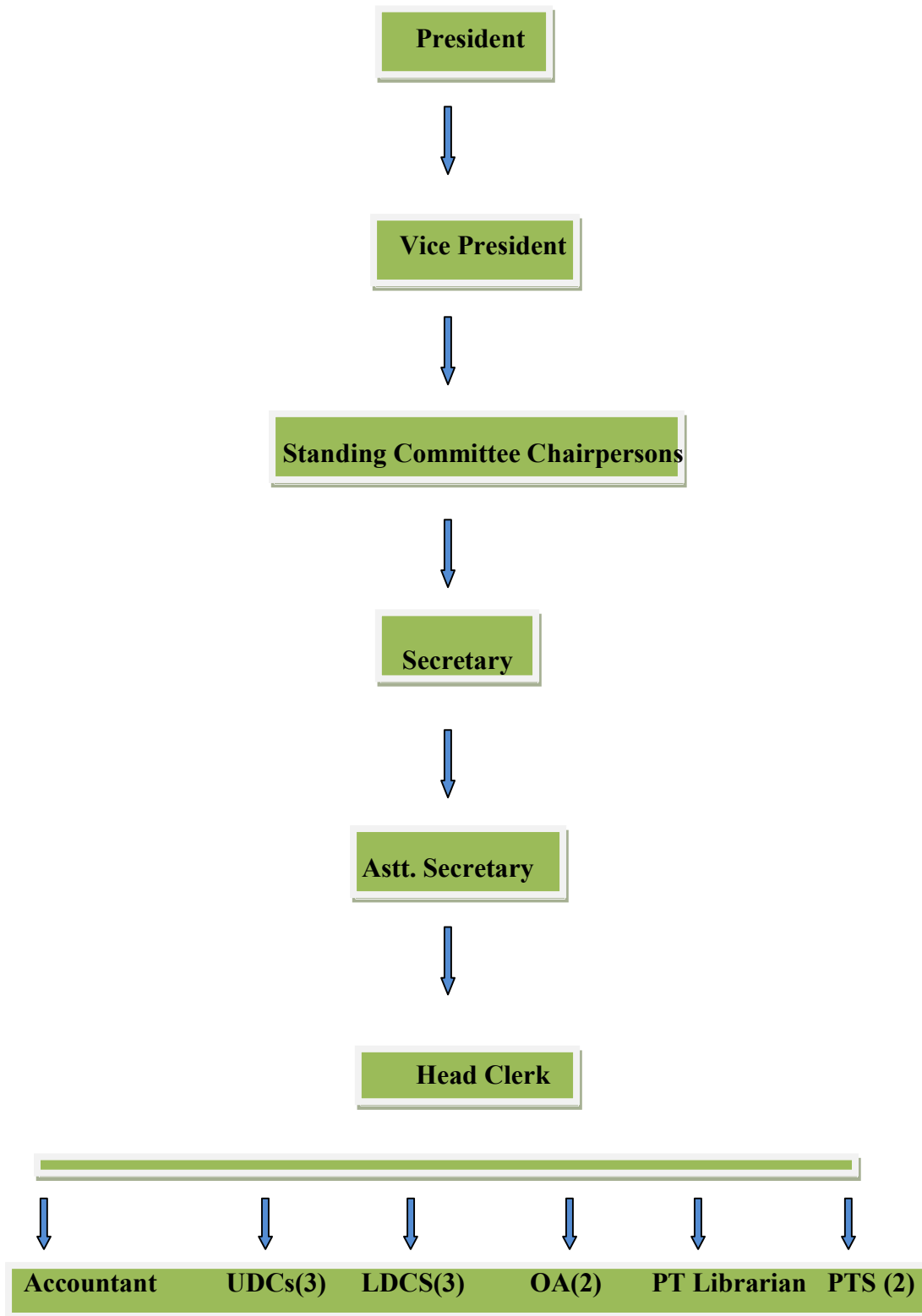
Transparency in Transactions

There are 14 wards in the Panchayat, each represented by an elected member, 7 of them women and one belonging to SC community. Gram Seva Kendras have been set up in every ward.

1.2.1 Organogram of the Panchayat



1.2.2 Administrative Structure



The Panchayat office is computerized and the prescribed softwares are installed. Internet connectivity is also available in the Panchayat. Front office has been set up systematically for the public. Boards and wall paints of citizens' charter and details of staff are exhibited.



Front Office Set up

Table No.2: Institutions functioning under the direct control of the Panchayat

Type of Institution	Number
Anganwadi	19 Nos
Nursery Schools	3
L P School	5
Continuing Education Centres	3
PHC	1
Palliative Care Centre (attached to PHC)	1
Family welfare centre	1
Homeo Dispensary	2
Ayurveda Dispensary	1
Krishi Bhavan	1
Veterinary Hospital	1
Veterinary Dispensary	1

Source: Development Report, Maranagattupilly Gram Panchayat, Kottayam

Besides, one High School and two Higher Secondary schools are functioning in the Panchayat area. Moreover, a renowned public school by name Labour India is also there. There is one V.F.P.C.K for procurement and marketing of vegetables produced in the Panchayat. One Dairy Farm Instructor and two Dairy Farms (private) and 5 Milk Marketing Societies are catering to the dairy development needs of the Panchayat. There are 2 rubber producers societies (RPS), 9 ration shops, 5 post offices, 2 commercial banks and one service cooperative bank in the Panchayat.

An engineering wing with an Assistant Engineer two Overseers and one Office Clerk is functioning in the Panchayat.

The Kudumbashree Community Development Society (CDS) office is also functioning in the Panchayat building. 'Jalanidhi' has been allotted a portion of the office premises to function. The Supporting Organization of Jalanidhi Project has a separate office nearby. There is a Village Extension Officer (VEO) under the Panchayat. One SC promoter is appointed in the Panchayat to look after the affairs of the SC population. There are 4 literacy workers (Preraks) under the Panchayat. One ICDS supervisor is functioning exclusively for the Panchayat. Asha workers numbering 14, one for each ward, are in position to carry out the health extension activities of the Panchayat through the PHC. There is a burial ground for SCs under the Panchayat. The Panchayat is also running 2 Day Centres (Pakal Veedu) for senior citizens.

The Panchayat has undertaken many innovative and exemplary tasks for the benefit of the people during the last 4 years. The Panchayat has provided IHHL to all families. Public toilets / comfort stations are functioning in 2 places. The interventions of the Panchayat to help the people in distress are remarkable. One instance is the launching of a massive money collection taken up by the Panchayat for gathering the money required for the kidney transplantation of a poor lady by name Lissy John. They collected Rs.15.45 lakhs in one day and the life of the lady was saved. Another campaign to collect the amount required for the surgery of Smt. Lisamma Orathel at Christian Medical College, Velloor has also been conducted successfully on 24 May 2015. The Panchayat extended a helping hand to a nurse who was funded from Iran without any earning. The family living in the Puramboke land was allotted 5 cents of land and a house under IAY. Houses were provided to Mr. Akhil Babu and Ms. Bindu Peter, who won gold medals. Marangattupilly has been declared a Total Pension Panchayat.

Table No.3: The Details of Pensioners in the Panchayat

Sl No	Type of pension	No of beneficiaries
1	Old Age	265
2	Widow	399
3	Differentially abled	135
4	Un married women above 50	24
5	Agricultural labourers	242

Source: Pension Register, Marangattupilly Gram Panchayat, Kottayam

1.4. Planning Process

The resource potential of Panchayats has been drastically improved after the democratic decentralization consequent on the 73rd constitutional amendment with 35-40 percent of the plan funds of the State being devolved to the 3 tier Panchayats. The funds are to be utilized as per a plan prepared through a process of participatory planning for which a methodology has been developed.

Ever since the introduction of the peoples' planning campaign, Marangattupilly has been in the forefront in the formulation and implementation of the Programme in letter and spirit. The participatory planning process is still vibrant in the Panchayat, Smt. Preetha Paul Agriculture Officer, Krishi Bhavan is nominated as the plan co-ordinator. The following working groups have been constituted with an elected member as Chairman, an expert as Vice Chairman and the sectoral officer as Convenor for each working group for the XII plan period.

Table No.4: Sectoral Working Groups in the Gram Panchayat

Sl No	Name of work group
1	Good Governance
2	Agriculture & Allied Sectors
3	Animal Husbandry & Dairy Development
4	Small scale Industries
5	Public Works (including Energy & Electricity)
6	Poverty Alleviation including Housing
7	Social Welfare
8	Scheduled Caste Development
9	Development of Women & Children
10	Health
11	Drinking Water and Sanitation including Waste Management
12	Education, Culture, Arts & Sports, Youth Welfare

Source: 12th Five Year Plan Document, Marangattupilly Gram Panchayat, Kottayam

Plan documents are prepared as per guidelines. The implementation strategy ensures transparency and accountability. The working groups function as monitoring committees effectively.

1.5. Gram Sabhas

There are 14 ward based Gram Sabhas in Marangattupilly Panchayat. As the forum for direct democracy for the citizens in the Panchayat, Gram Sabhas are considered as the venue for meaningful discussion on the various aspects of the life and well being of the people. Gram Sabhas are vested with the powers for planning, implementing and monitoring of the projects. The best practices in the Panchayat are the results of the active involvement of Gram Sabas.

The Gram Sabhas in the Panchayat are convened regularly and systematically. The Gram Seva Kendra in every ward is the centre of activity for conducting the Gram Sabha. Wide publicity is given by various means of communication on Gram Sabha meetings. Special Gram Sabha sessions are held as and when required. There has been no case of postponing the Gram Sabha for want of quorum. Gram Sabha minutes are maintained ward wise. The following table gives the details of Gram sabha held in 2013-2014.

Table No.5: Gram Sabha Participation in the Panchayat

Ward	No of GS meetings	Total participation	Average participation	%
1	5	589	118	10.58
2	6	599	100	11.33
3	6	815	136	13.44
4	6	869	145	13.05
5	6	829	138	12.12
6	6	755	126	12.54
7	6	778	130	11.33
8	6	811	135	12.96
9	6	679	113	12.09
10	5	730	122	11.80
11	6	651	109	12.73
12	6	749	125	12.21
14	6	745	124	12.53
Total	82	10156	124	12.23

Source: Gram Sabha Minutes Book, Maranagattupilly Gram Panchayat, Kottayam

The participation level has slightly improved from 11.95 percent in 2012-2013 to 12.23 percent in 2013-2014

1.6. Financial Management

The systems and practices envisaged for proper financial management of the Panchayat activities is being followed in the Panchayat. The Finance Standing Committee under the Vice-Chairperson is responsible for preparation of budgets and maintenance of accounts. The accounts are furnished online to the authorities on the softwares prescribed.

Table No.6: Statement showing the flow of funds to the Panchayat during XII Plan

Sl No	Item	Amount (Rs. in lakhs)			
		2012-2013	2013-2014	2014-2015	2015-2016 (projected)
1	Development fund				
	(a)General	36.08	68.47	72.27	73.27
	(b)SCP	11.32	12.24	13.82	13.85
	(c)TSP	0.00	0.43	0.50	0.50
	Total	47.40	81.14	86.62	87.62
2	13 th FC Award	29.85	35.10	53.96	37.27
3	World Bank Assistance	17.23	18.84		
4	Maintenance fund				
	(a) Non-road	8.17	18.64	40.39	40.39
	(b) Road	21.22	34.54	21.80	21.80
	Total	29.39	53.18	62.19	62.19
5	Beneficiary contribution	1.29	39.72	0.09	8.00
6	Tax collection	11.91	3.90	39.39	21.20

Source: Annual Plan Documents, Maranagattupilly Gram Panchayat, Kottayam

It can be seen that there is a steady increase in the flow of funds to the Panchayat. The utilization of the funds are also on a satisfactory level and far above the state averages.

1.7. Kudumbashree

The innovative poverty reduction programme through women empowerment, Kudumbashree, is actively functioning in the Panchayat. The Community Development Society office is situated in a portion of the Panchayat building. The CDS consists of Chairperson, Vice Chairperson, Member Secretary (Asth. Secretary of the Panchayat) Accountant and 14 Executive Members nominated by the ward level Area Development Societies. There are 107 NHGs of which 4 are exclusively of SC women. There are 17 joint liability groups (JLGs) engaged in lease land

farming, availing bank loans. All the NHGs are engaged in thrift collection and inter lending. The total savings of the groups in banks will be around Rs.150 lakhs. Five units have received revolving fund from District Kudumbashree Mission. Linkage loan to the tune of Rs.25.00 lakhs has been sanctioned to 20 units from BCDC Kottayam and the repayments are prompt. A production unit of Amrutham Nutrimix is functioning in the Panchayat under Kudumbashree. The unit is supplying nutrimix to the anganwadis in the block and 9 members are given regular employment. There are two 'Sinkarimelam' troupes who have been provided with musical instruments by the Panchayat. They are busy with programmes, even outside the state. There is also a catering unit, running successfully.

The Panchayat is supporting the activities of Kudumbashree to the full extent. Monthly meetings are regularly conducted and there is a strong rapport between Kudumbashree workers and the elected representatives of the Panchayat.

1.8. Awards and Recognitions

Marangattupilly Panchayat has won many awards and recognitions over the years. Some of them are:-

1. Best Gram Panchayat in Kottayam District 2012-2013
2. Second Best Panchayat in Kottayam District 2013-2014
3. Swaraj Trophy of the State Govt. – 2013-2014
4. Aroghya Keralam Award – 2013-2014
5. Rajiv Gandhi Foundation Award for Best President (Sri. Belji Emmanuel)- 2013-2014
6. Michael's Award for Best Secretary 2013-2014 (Sri. TD Joseph)
7. PEAIS award of the Ministry of Panchayat Raj, New Delhi for 2013-2014
8. Best Agriculture Officer 2014-2015 (Smt. Preetha Paul)

1.9. Best Practices.

The Panchayat has managed to realize many good practices which have brought visible improvement in the quality of services rendered to the people. They have been achieved with the concerted efforts of the Panchayat through proper planning, pooling of resources and manpower, ensuring of people's participation and efficient monitoring. Three such practices have been subjected to detailed study and analysis and are described below.

CASE STUDY NO.1- OPEN WELL RECHARGE

1. Nature of Good Practice

As already mentioned, Marangattupilly is a water deficient Panchayat. The Panchayat experiences water scarcity during the post monsoon period. The wells and water sources dry up by December-January every year. This is mainly due to the sloppy topography and the planting of perennial crops, particularly rubber. The decrease in the paddy cultivated area and the filling of paddy fields in certain areas also added to the intensity of the problem. Population growth and the increase in the usage of water as part of modern life are other factors. The existing water supply schemes were not capable of meeting the water requirement of the households in the Panchayat. This situation made the Panchayat committee to adopt ‘Jalanidhi’ projects in the Panchayat.

‘Jalanidhi’ under Kerala Rural Water Supply & Sanitation Agency funded by World Bank is intended to assist the Government of Kerala in improving the quality of rural water supply service delivery to achieve sustainability of investments. The project has a demand- driven approach and is implemented based on the needs of the people. The project cost is shared in the following ratio.

Table No.1: Funding Pattern of Project Cost

Beneficiary Group	15%
Gram Panchayat	10%
Government	75%

Source: Jalanidhi, Maranagattupilly Gram Panchayat, Kottayam

The project is operationalised through the Gram Panchayats and the beneficiary groups thereby acknowledging and strengthening the democratic decentralization process in Kerala. Ground water recharge is one of the project components.

On a scientific assessment of the water requirement and water availability of the Panchayat, the only feasible method has been found to be the optimum use and preservation of rain water. Accordingly, the Panchayat Committee approached KRWSA with the project concept of

recharging all the existing open wells in the Panchayat, utilizing the roofs of the houses. In the first phase, 800 wells have been identified and the recharging works are in good progress.

2. Pre-good practice scenario

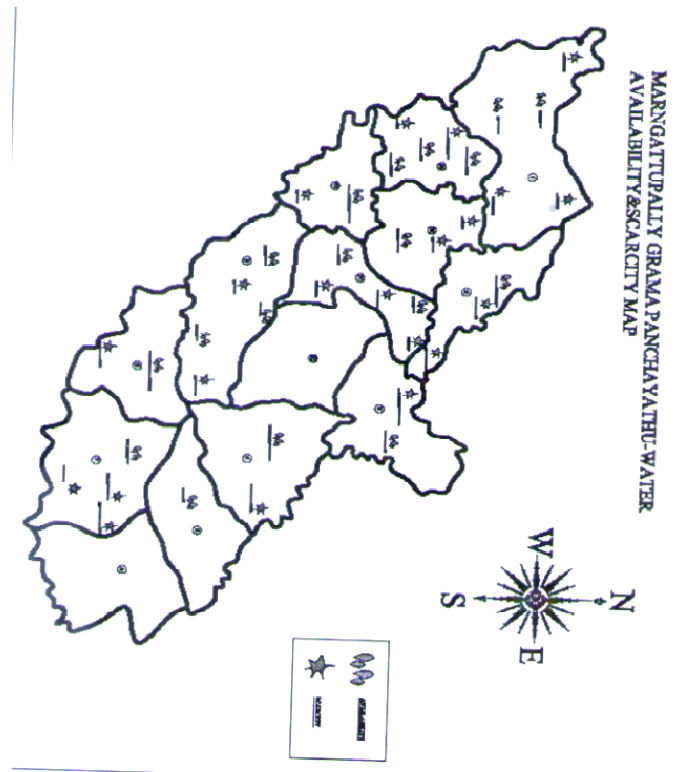
A household survey has been conducted in the Panchayat as part of the situation analysis exercise. It was found that out of the 4249 families 2864 families were experiencing water scarcity. Drinking water scarcity is felt by 58% of the total families. It has also been found that 1784 families have own wells. There are 2042 families taking water from the neighbours' wells. The number of families drawing water from public wells are 119 and 304 families are collecting water from public taps. The following table shows the family wise data on the distance to the water sources

Table No.2: Distance to Water Sources in the Panchayat

Ward	Zero distance	Up to 100 mtr	101 to 200	201 to 300	301 to 400	401 to 500	501 to 1500	Above 1500	Total
01	167	15	30	12	21	25	20	12	302
02	128	142	8	2	1	8	19	2	310
03	200	112	10	5	3	1	1	1	333
04	26	169	11	16	16	0	23	45	306
05	130	115	11	23	20	14	23	1	337
06	143	99	14	2	9	2	7	4	280
07	171	118	6	1	4	3	2	1	306
08	131	104	16	12	5	2	0	1	271
09	81	171	26	12	2	5	1	1	299
10	160	93	32	6	2	4	7	1	305
11	118	158	15	5	1	8	10	4	319
12	150	69	5	1	1	3	0	2	231
13	88	197	23	9	7	3	3	2	332
14	114	195	4	4	0	1	0	0	318
G. Total	1807	1757	211	110	92	79	116	77	4249

Source: Jalandi, Maranagattupilly Gram Panchayat, Kottayam

Map Showing Water Availability and Scarcity of the Panchayat (Map)



There are two water supply schemes of Kerala Water Authority in the Panchayat. But water is supplied only for 9 months under the schemes. There are 28 mini water supply schemes implemented by the Panchayat, distributing water from OH tanks, after pumping from wells. But by the beginning of summer the sources dry up.

3. Process of Adoption of Good Practice

The Panchayat submitted a proposal to KRWSA to take up the project of recharging the open wells which dry up during summer. The project was accepted in principle. Kottayam Social Service Society (KSSS), the support organization for the implementation of Jalanidhi 2nd phase was entrusted with the preparation of the project report. The organisation conducted a quick survey to assess the water situation in the Panchayat. It has been found that there existed 1784 open wells in the Panchayat and that 3826 families are depending on the wells for drinking water. All the families were experiencing acute water scarcity for 3 months every year.

The Panchayat Committee has been convinced that ground water recharging is the only sustainable solution to the problem. A project for collecting pure drinking water in the wells at

low cost and simple technology without recurring expenses has been envisaged. It is estimated that 60000 litres of rainwater will be collected annually on a roof of 200 sq ft area. The water can be brought down to a filter tank through pipes and channels for purification. The purified water can be either brought down to the well or used directly or collected in ground level tanks. Two types of estimates have been prepared for the work, the first for flat roofs at a cost of Rs.5000/- and the second for slopped roofs at a cost of Rs.6000/-

The Panchayat committee decided to convene special Gram Sabhas to discuss the projects. The participants of Gram Sabhas were made aware of the advantages and sustainability of the projects using audio – visual aids, leaflets, notices etc. Volunteers numbering 10 from each ward were selected and a one day orientation workshop was conducted for them. Then the volunteers were sent out to canvass applications from the owners of the wells. The applicants were to remit Rs.1000/- as contribution to be included in the select list of beneficiaries.

Initially 800 applications have been submitted. The applications have been sorted out and categorized.

Table No.3: Category of Wells

Flat roof	560 Nos
Slopped roof	240 Nos

Source: Jalanidhi, Maranagattupilly Gram Panchayat, Kottayam

Table No.4: Total Projects Cost of Open Well Recharge Programme

Govt Share	Rs. 33.92 lakhs
Gram Panchayat contribution	Rs. 0.48 lakhs
Beneficiary contribution	Rs.8.00 lakhs
Total	Rs.42.40 lakhs

Source: Jalanidhi, Maranagattupilly Gram Panchayat, Kottayam

The Panchayat invited tenders from competent firms. M/s Unique Trading Co. Kuravilangadu being the lowest bidder was entrusted with the work. They have deployed 3 teams to execute the work.

4. Planning of the Good Practice

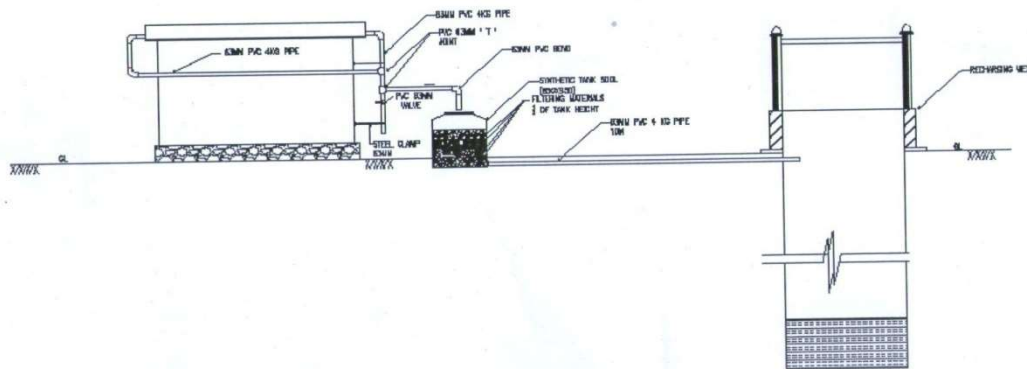
Due to the hilly nature of the topography of the Panchayat and the overexploitation of traditional water sources, the water absorption capacity of the soil has decreased and the ground water level is going down rapidly. Environmental degradation and climatic changes have worsened the situation. Water pollution is another serious problem. Safe drinking water has become a precious commodity.

The only viable and sustainable solution has been recognized as the implementation of comprehensive water management policy for preservation and maintenance of existing water sources through rain water harvesting and recharging of wells.

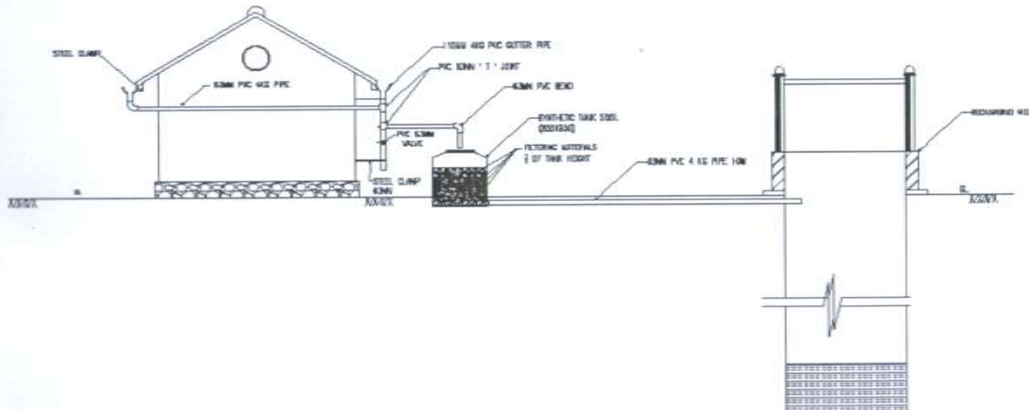
This vision has been developed in Marangattupilly Panchayat and a concept note has been prepared with the help of experts from KSSS, the supporting organization of Jalanidhi Project. KRWSA approved the vision document. The Panchayat committee set the objective of recharging of all the open wells in the Panchayat area, with people's participation.

A cost effective and simple methodology has been developed. Rainwater falling on the roof in an area of 200 sq.ft, which will come to 60000 litres per year, will be diverted and passed through a filter tank filled with natural substances like gravel, charcoal, sand etc. for purification. The purified water will be stored in the well. Even if 10000 litres of rainwater is collected in one well 178,40,000 litres of water would be available in 1784 open wells. Sketches of the recharging devices are reproduced.

WELL RECHARGING FOR FLAT ROOF



WELL RECHARGING FOR SLOPED ROOF



Two estimates, one costing Rs.5000/- for flat roof houses and the other costing Rs.6000/- for slopped roof houses have been prepared, after detailed study and consultations. Prior to this a household survey has been conducted to identify the wells. Abstract of the estimates are furnished

Table No.5: Abstract Estimate for Well Recharging Flat Roof

Sl No	Description	Unit	Rate	Quantity	Amount	Remark
1	Clearing grass and other over growth of vegetation	M²	1.88	1	1.88	
2	Synthetic tank 300L	no.s	2000	1	2000	
3	Supplying GI clamp	no.s	12	7	84	
4	Supplying 63mm PVC 4 KG pipe	m	62	10	620	
5	Supplying 63mm PVC Bend	no.s	39	4	156	
6	Supplying 63mm PVC Elbow	no.s	34	1	34	
7	Supplying 63mm steel Clamp	no.s	5	10	50	
8	Supplying 63mm PVC Coupling	no.s	19	3	57	
9	Supplying pvc 63mm T joint	no.s		1	36	
10	Supplying pvc 63mm valve	no.s	200	1	200	
11	Filtering materials				1000	
12	Labour charge				750	
13	Unforeseen expenses				11.12	
Total					5000	

Source: Jalanidhi, Maranagattupilly Gram Panchayat, Kottayam

Table No.6: Abstract Estimate for Well Recharging Sloped Roof

Sl No	Description	Unit	Rate	Quantity	Amount	Remark
1.	Clearing grass and other over growth of vegetation	m ²	1.88	1	1.88	
2.	Synthetic tank 300L	no.s	2000	1	2000	
3.	Supplying of gutter pipe with 110mm 4kg/cm ² (1/2cut)	m	90	10	900	
4.	Supplying 110mm dia PVC end cap	no.s	34	1	34	
5.	Supplying GI clamp	no.s	12	7	84	
6.	Supplying 63mm PVC4 KG pipe	m	62	10	620	
7.	Supplying 63mm PVC Bend	no.s	39	4	156	
8.	Supplying 63mm PVC Elbow	no.s	34	1	34	
9.	Supplying 63mm steel Clamp	no.s	5	10	50	
10.	Supplying 63mm PVC Coupling	no.s	19	3	57	
11.	Supplying pvc 63mm T joint	no.s		1	36	
12.	Supplying pvc 63mm valve	no.s	200	1	200	
13.	Filtering materials	LS			1000	
14.	Labour charge				750	
15.	Unforeseen expenses				77.12	
Total					6000	

Source: Jalanidhi, Maranagattupilly Gram Panchayat, Kottayam

Special Gram Sabhas were conducted to propagate the project. Groups of 10 volunteers from each ward were selected and a one day workshop was arranged for them, in which experts from Jalanidhi, Ground Water Dept. and similar organizations attended. The volunteers were entrusted

with the task of canvassing applications. By way of beneficiary contribution Rs.1000/- per family was decided to be collected along with the application. The response has been beyond expectations. 800 applications have been submitted from various wards of the Panchayat.

16. Implementation

On getting approval of KRWSA, the Panchayat invited tenders for execution of the work from competent firms/ agencies. M/s Unique Trading Co. Kuravilangadu has been entrusted with the work, after observing all the formalities. The Agency has deployed 3 teams of workers in the field.

Table No.7 : Physical Target

No of flat roofs	560
No of slopped roofs	240
Total	800

Table No.8 : Costing of the Project

Total project cost	Rs.42.40 lakhs
Govt. share (KRWSA)	Rs.33.92 lakhs
GP contribution	Rs.0.48 lakhs
Beneficiary contribution	Rs.8.00 lakhs
Total	Rs.42.40 lakhs

Source: Jalanidhi, Maranagattupilly Gram Panchayat, Kottayam

The government share is released in 3 instalments. The first instalment (40%) has already been released by the Regional Project Director, Thodupuzha. The funds are deposited in a separate banks account of the GPLAC.

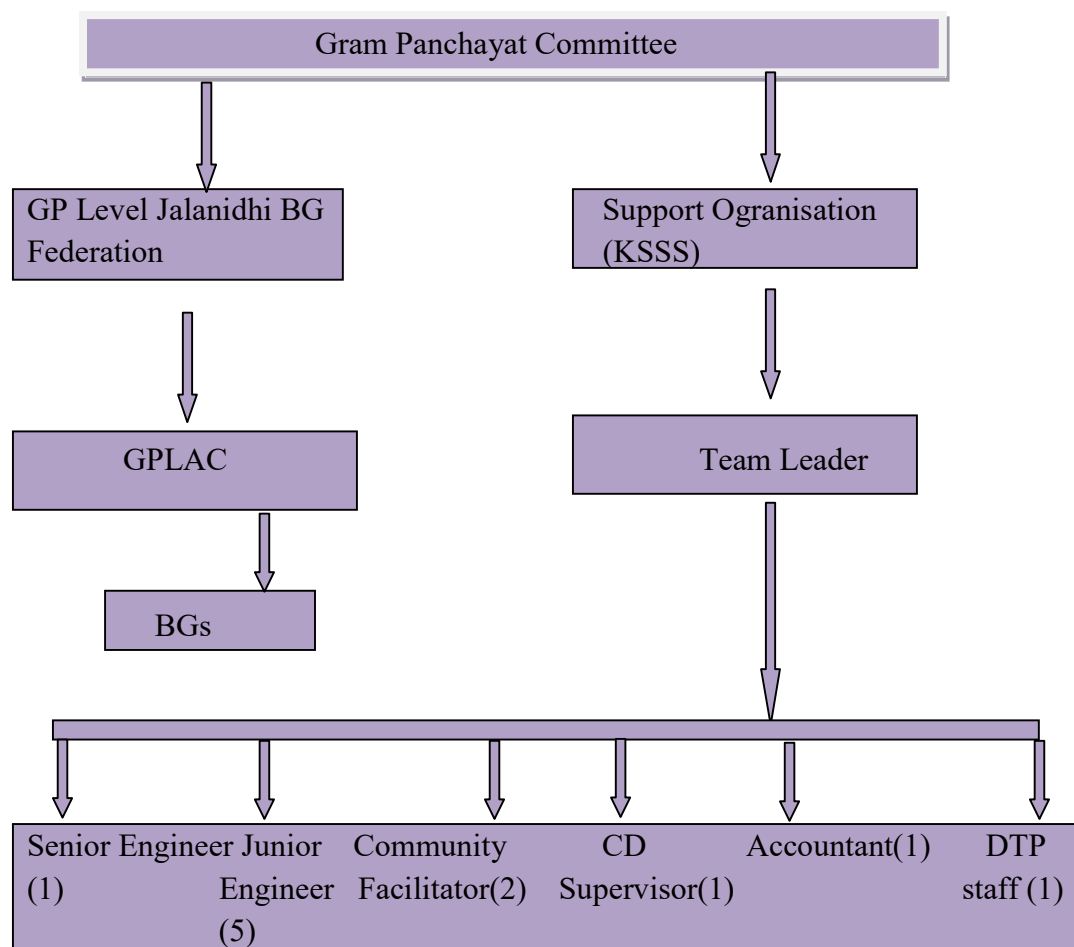
17. Uniqueness of the Project

Marangattupilly is the pioneer of the well recharging project in Kottayam District. Proactive Panchayat Committee, dedicated Support Organization and vibrant Gram Sabhas are the major factors which made the project happen. It is a rare gesture that such a large number of applicants came forward and raised beneficiary contribution at the rate of Rs.1000/- in cash and that too in advance. It shows the credibility of the Panchayat over the people. The Researcher came across many more people ready to join the project in the 2nd phase.

It has also been observed that the water level in the wells erected with the recharging device has considerably increased with the summer rains. The families are happy and content with the project.

The Panchayat could implement the project as a result of the co-ordinated efforts of many stakeholders. The Support Organization works 24×7. The Panchayat level Jalanidhi beneficiary group federation is providing all support to the organization. Review meetings are held twice in a month and the progress is closely monitored. It is reported that 180 works have been completed and 300 works are nearing completion as on 31st May 2015.

The administrative structure for the implementation of the project



The Support Organization is functioning in a rented building near the Panchayat office

18. Challenges Faced and Lessons Learnt

The project has had its own challenges and bottlenecks to face.

- i. The Ground Water Dept hesitated to issue feasibility certificate on the wells taken up for recharge. The formalities were too cumbersome to be sorted out. The Regional Project Director, Jalanidhi solved the problem by issuing necessary documents to the Panchayat.
- ii. As per estimates, the maximum distance provided between the house and well has been 10 meters. But in many cases, the distance was more. The implementing agency has to bear the additional cost for extra length of pipe. In such cases a consensus is arrived between the agency and beneficiary at the intervention of the ward member or beneficiary groups.
- iii. Due to the low estimate wood charcoal is filled in the filter tank instead of coconut shell charcoal which affects the water taste. This too is attended on a case by case manner.

Several lessons have been learnt on the course of implementation of the project.

- (i) It is the political will and collective leadership of the Panchayat committee that worked behind the success of the project.
- (ii) The confidence winning efforts of the Panchayat, such as massive campaign, media coverage, special Gram Sabha, orientation workshop etc. paved the way for the launching of the projects.
- (iii) It has been proved that co-ordinated efforts can work out wonders in local development activities.
- (iv) Any programme will succeed if people's participation is sought is another lesson learnt from the project.
- (v) The project has utilized simple and eco-friendly technology

19. Role of External Factors

Several external factors played their roles in realizing the project such as:-

- i) The demand driven and flexible approach envisaged in the Jalanidhi Project of KRWSA
- ii) The technical advice rendered by Ground Water Dept.
- iii) The models set up by organizations like Mazhapolima, Thrissur, PASS, Pathanamthitta etc.

- iv) The success story of well recharging efforts of Smt. Indira Bai Thampuratty (Retd.Teacher) in ward III of the Panchayat.
- v) The proactive attitude of the Projects Director and staff of Regional Project Office of Jalanidhi
- vi) The support and encouragement of the MLA.
- vii) The hard working and committed team of KSSS.

20. Benefits & Sustainability

On completion of the project, drinking water will be available in the wells throughout the year. Since the rainwater harvesting structure is permanently erected and there are no recurring charges, the system is sustainable.

When the 1784 wells are recharged, Marangattupilly Panchayat will achieve self-sufficiency in drinking water.

Since the project is cost-effective and sustainable, this can be replicated in other Panchayat.

The project has brought water literacy into the Panchayat. The people are now aware of the importance of water conservation and preservation of the eco-system and environment.

21. Interviews –Responses.

The researcher conducted field visits along with the technical staff of the Support Organization and interviewed 3 beneficiaries of the project.

1. Sri. Joy Joseph, Churathil, House No.254/VII is the head of the family of 7 members. His well used to dry up in summer for 2 months. The family depends on public taps and tanker lorries during the period. With the installation of the recharging device the water from the summer rains has been collected in the well. According to him the water is clean, pure and suitable for drinking purposes.



Open Well Recharge Structure

2. Sri. Nicholas, Kuttantharapel, House No.259/VII is a permanent resident of the Panchayat. There are 4 members in the family. The well dries up usually in December. With the erection of the water recharging structure there is plenty of water in the well.

Sri. Harikumar, H No.286/VIII, Erathuruthy Illam

and his family members (wife and 2 children) are very happy with the project. Their well usually dry up completely by March every year. They purchase drinking water in tanker lorry and collect in the well during the drought period. Now there is no need. The well is half filled with water. According to him the water is pure and suitable for drinking purposes. He arranged coconut shell charcoal to be filled in the filter tank on his own, to ensure the quality of water.



The Rainwater Purification Process



A happy and content beneficiary

CASE STUDY NO.2- PALLIATIVE CARE PROGRAMME

1. Introduction

Kerala remains well on top in terms of health indicators when compared with other Indian States. This achievement, often quoted as the Kerala Model of Development was made possible by low cost health care and its universal accessibility and availability, even to the poorer sections of the society. This achievement can largely be attributed to the universal availability and efficient functioning of the government health care delivery system.

However, the situation has undergone dramatic changes in the recent years. Only 30-40 percent of even low income group seek medical help from government health care institutions, including PHCs. Only 15 percent of rural inpatients get free treatment. The poor spend almost 40 percent of their income on health care. The overwhelming reason is lack of support facilities in the government health care institutions.

Democratic decentralization provided an opportunity to reverse the trend. Public Health Centres (PHCs) have been brought under the control of Gram Panchayats, following the principle of subsidiarity. There is every possibility that the influence, enthusiasm and support of the Panchayats will steer the PHCs towards improved performance.

True to the spirit of decentralization, Marangattupilly Panchayat has been following the path of care, compassion and concern for the people. The Panchayat always extended a helping hand to those suffering from serious diseases. The massive fund collection of Rs.15.00 lakhs for the kidney transplantation of Smt. Lissy John is a classic case.

The Panchayat provided many additional facilities in the PHC such as:-

- (i) Ramp for physically challenged persons
- (ii) Baby feeding room
- (iii) Chairs for waiting persons
- (iv) Rest room with TV for patients
- (v) Wheel chairs
- (vi) Ambulance services

Unlike other PHCs, facilities have been arranged for in-patient treatment in the PHC, Marangattupilly. There are 26 beds now. In the evening food is supplied to the in-patients by a voluntary organization

The PHC has full complement of staff. There are 4 medical officers, 13 para medical staff and other subordinate staff. There is one Health Inspector, one Lady Health Inspector, 4 JHIs and 4 JPHNs attached to the PHC for field work. The Asha Workers , one for each ward, are also working directly under the control of the PHC.

2. Nature of the good practice

The palliative care programme was started in the Panchayat during 2009. Palliative care is a total health care package for patients who are chronically ill and cannot be cured with medical treatment. The palliative care programme was started in the Panchayat in December 2009 under the auspices of NRHM. A training programme for the field staff, Kudumabashree members, volunteers and others was conducted in the Panchayat. A survey was organized to identify bed ridden patients in the wards. A total no of 312 patients have been registered under the programme, of which 180 have expired in course of time. Home care service was started in February 2010. Along with this, special OP clinic was started for palliative patients in the PHC.

At present there are 138 patients registered in the Palliative OP. The number of patients given home care is 55. The Palliative OP functions on every Monday. Visits to the home care patients are conducted every Tuesday and Friday Routine visits are once in 22 days. However, in the cases of critical patients the visits are arranged more frequently.

The home care visits are conducted by a team consisting of Palliative Care Nurse, JPHN/JHI, Asha Worker and the Ward Member. The Kudumbashree members also join sometimes.

A vehicle is arranged for the travel of the team. They take the equipments and medical kits with them. The visits start at 10.00 a.m from the PHC and ends by 4.30 pm. During the visit the team conducts routine checkups, cleans up the patient, changes their bandages change catheter tubes, administer medicines prescribed by the medical officer and issue necessary instructions to the relatives. The case diary maintained for the patient is updated with notings for follow up. The relative helpers of the palliative patients go to the Palliative OP every Monday and collect medicines and report the conditions of the patients to the palliative care nurse. If and when a

patient requires medical attention, the medical officers visit him/her at home and give necessary treatment.

3. Pre-good practice scenario

Before the introduction of the Palliative Care Programme, the bed ridden patients and their relatives were put to great hardships. Most of them were depending on private hospitals nearby, paying heavy charges. The transportation of the patients was also a big problem. The poor families approached government hospitals where they were not properly treated for various reasons.

The palliative patients were a real burden for the whole family. In many cases, the patients were not given proper treatment, food or care. The patients suffered severe mental agony in the conviction that they have no body to look after them.

In the PHC also there was no provision for the special treatment of palliative patients. They received only routine care and attention, which was far from satisfactory.

4. Process of adoption of good practice

The palliative care programme was started in Marangattuppilly Panchayat in December 2009 under the supervision and guidance of District Coordinator, District palliative Care Programme under NRHM, Kottayam. A training class has been arranged for all persons involved in the programme. A Project Management Committee under the chairmanship of the Gram Panchayat President has been constituted to review and monitor the programme, A project for meeting the various expenses of the programme has been prepared as part of the annual plan and got approved by the District Planning Committee. The NRHM fund available with the PHC has also been decided to be utilized for the programme. A ward level base line survey was conducted to identify the patients in need of palliative care. The patients identified have been registered under the palliative care programme. During 2009-2010, 100 patients have been registered of which 32 were bed ridden and unable to move on their own. The management committee decided to provide 'Home Care' to such patients. A palliative care nurse has been appointed by the Panchayat. She underwent a training for 3 months in palliative care. The home care activities started in June 2011.

The funds required for conducting the palliative care activities are sanctioned by the DPC every year based on the project proposals and the funds are placed at the disposal of the Medical Officer, PHC. Payment of remuneration to the palliative care nurse, procurement of medicines and equipments required for the palliative care patients, hire charges of vehicle etc. are met from the funds. The equipments include wheel chairs water beds, airbeds, comod chair, bed pan, urinal, creechs, walker, tubes etc. The patients are assisted through sponsorship also. Financial support to the patients and their families are arranged thorough convergence of other welfare programmes of the Panchayat and government agencies.

A special OP session is conducted in the PHC every Monday for registered palliative care patients. Medicines are supplied to an average of 10 patients from the OP clinic every Monday. The patients who are prescribed costly medicines continuously are provided such medicines free of cost from the pharmacy. These medicines are purchased from the funds allotted by the Panchayat.

The home care visits are scheduled on Tuesday and Friday every week. The visiting team consists of Palliative Care Nurse, JPHN & JHI, Asha Worker and in some cases the Ward Member. The local Kudumbashree workers and volunteers join the team. A vehicle is hired for the home care visits. The team starts at 10.00 a.m from the PHC and returns by 4.30 in the evening. The Medical officers of the PHC visit the patients separately as and when required. The routine visits are once in 22 days. But in the cases of critical patients who require more frequent visits, the team arrange the visits on other days of the week. The team attends 8-9 cases on a home care day

There are 55 home care patients now

Table No1: Category of Home Care Patients

Sl No	Category	Number
1	Cancer patients (secondary stage)	4
2	Damages to spinal cord	5
3	Paralysis	25
4	Diabetic patients with wounds	2
5	Completely bed ridden due to age	19
	Total	55

Source: PHC, Maranagattupilly Gram Panchayat, Kottayam

Out of them, 19 patients are fitted with tubes for urination (catheter) and 2 patients are fitted with Ryles tube.

On reaching the home the team removes and replaces the tubes, conducts the routine checkup of BP, diabetes etc. mops the body of the patient and dress the wounds. I.V. fluids are given to completely bed-ridden patients as per prescription of the medical officer. Mouth washing, combing of hair, cutting of nails etc. are also under taken by the team.

The observations readings and instructions of the team are recorded in the case diary of the patient in detail. This diary is taken to the medical officer and pharmacy for follow up treatment and medicines.

The second part of the visit is interaction with the patient and the family members. Of course, most of the patients are in a state of seclusion and loneliness. They may not be getting adequate care and affection from the family. The palliative care team, especially the nurse talk to the patients affectionately and sympathetically, which relieves them of their mental agonies and ill-feelings. Hence they eagerly wait for the visiting day of palliative care team. The team establishes a close relation with the family and is aware of their hardships. The family members also consider them as their well wisher and treat them cordially and share their difficulties and problems with the team. The team reports the grievances of the families to the Panchayat. The Panchayat readily takes up the issues and finds solutions. A few such cases attended at the intervention of the home care team are narrated below:-

- (i) Disability certificates for differentially abled persons as a pre-requisite for disability pension.
- (ii) Financial assistance to 2 paraplegia patients in the mass contact programme of the Hon'ble Chief Minister.
- (iii) Financial assistance to bystanders of palliative patients under 'Ashakiran' programme
- (iv) Monthly contribution of a fixed amount for the family of a mental patient to procure provisions, vegetables etc. by the GP president from his pocket.
- (v) Inclusion of the destitute families under 'Asraya' scheme of the Panchayat.
- (vi) Supply of essential furniture by way of contribution from the public.
- (vii) Monthly sponsorship of Rs.1000/- to a destitute family in ward VII

- (viii) Education expenses of the son of a man who is lying paralyzed in ward X sponsored by an individual in the Panchayat
- (ix) Various welfare pensions to eligible persons in the families
- (x) The family members are trained in removing and replacing the catheter, mouth care, wound care etc of the patients.

5. Planning of Good Practices

The Palliative care programme has been started in the Panchayat after proper planning and ground work. At the outset, a training programme has been arranged to all concerned in the Panchayat. Thereafter a baseline survey has been conducted for identification of the patients. The patients identified have been registered. A nurse has been appointed exclusively for the programme. In the selection of the nurse, care has been taken that she belongs to the Panchayat and is sufficiently qualified and experienced. The nurse was sent to attend palliative care nursing course arranged by Kudumbashree Mission, before her assuming duty.

Palliative Care Management Committee has been constituted with the GP President as chairman and the Medical Officer, PHC as member secretary. Monthly review meetings are held regularly in which all the ward members, field staff under PHC, Asha workers and Kudumbashree representatives invariably attend. The medical officers of the Ayurveda and Homeo Dispensaries in the Panchayat are also participated in the monthly meetings. Reports are presented by the Medical Officer, PHC and the Palliative Care Nurse on the activities undertaken in the previous month and the issues relating to the patients and families to be addressed by the Panchayat. Decisions are taken in the meeting and responsibilities for implementation of the decisions given to the persons concerned. The reason behind the success of the programme is really the systematic review meetings.

The funds required for the programme are sanctioned from the development fund allocated to the Panchayat by Government every year. The project is included in the annual plan and got approved by the DPC.

Table No.2: Funds Earmarked for Palliative Care Programme

Year	Amount
2012-2013	Rs.1.50 lakhs
2013-2014	Rs.3.00 lakhs
2014-2015	Rs.3.00 lakhs
2015-2016	Rs.3.00 lakhs

Source: PHC, Maranagattupilly Gram Panchayat, Kottayam

Many of the activities related to the Palliative Care Programme are being undertaken through convergence with other schemes and co-ordination with other sectors.

6. Implementation

The palliative care programme in Marangattupilly Panchayat is being implemented by the PHC under the management and supervision of the gram panchayat. It has two components:-

1. Special OP for palliative patients
2. Home care for bed ridden patients

The registered patients are provided free medical care. The medicines are supplied from the pharmacy of the PHC. Costly medicines which are not issued from government medical stores are purchased from the open market utilizing the funds allotted by the Panchayat under the scheme. The medical equipments and accessories required for the patients are also supplied through the PHC free of cost. The special OP function on every Monday.

The palliative care unit is stationed in the PHC. A palliative care nurse is appointed and work full time under the PHC.

Home care services are regularly provided to bed ridden patients. Tuesdays and Fridays are home care days. A team with the Nurse, JPHN/JHI, Asha Worker, Ward Member and local Kudumbashree Workers and Volunteers visits the houses on prefixed days and attend the patients. A diary is maintained on the procedures undertaken and the follow up required for each patient. Interactive sessions with the family members are also held and problems if any will be brought to the notice of the Panchayat.

Medical officers of the PHC conduct random visits of the patients. The doctors attend the patients on call also. The services of the medical officers of Ayurveda and Homeo Dispensaries are also made available to the patients according preferences and nature of their ailments.

The Palliative Care Management Committee with the GP President as chairperson and the MO, PHC as member secretary closely monitor the implementation of the programme. Monthly review meetings are held regularly.

The expenditure on the programme is met from the funds allocated by the Panchayat to the PHC for which a project under annual plan is prepared every year.

There are 138 registered patients at present of which 55 are provided home care.

7. Uniqueness of the Programme

The programme is unique in many respects. The spirit of care and compassion for the poor and suffering is the motivating force. The Panchayat committee irrespective of political affiliations is determined to help the people in all possible manner. This has motivated the officials and staff. They are fully committed and dedicated to the programme. The palliative care nurse deserves special mention. Smt. Reena Cherian, a diploma holder in nursing & midwifery is a native of the Panchayat. She has 10 years of previous experience in the profession. She joined the palliative care unit of the Panchayat in 2011 after undergoing a 3 months pain and palliative care training. She is being paid a monthly remuneration of Rs.10,000 from the Panchayat with no other fringe benefits. She works with a missionary zeal. She not only attends the patients completely, cleaning them washing them, dressing their wounds, taking their readings, enquiring about their diet etc. but also counsel them and make them happy and give them hope that they will be healed and become normal persons again. The families of the patients treat her as one among them and they are overjoyed at the visits. The Researcher accompanied her to some of the patients and got the opportunity to watch her in action.

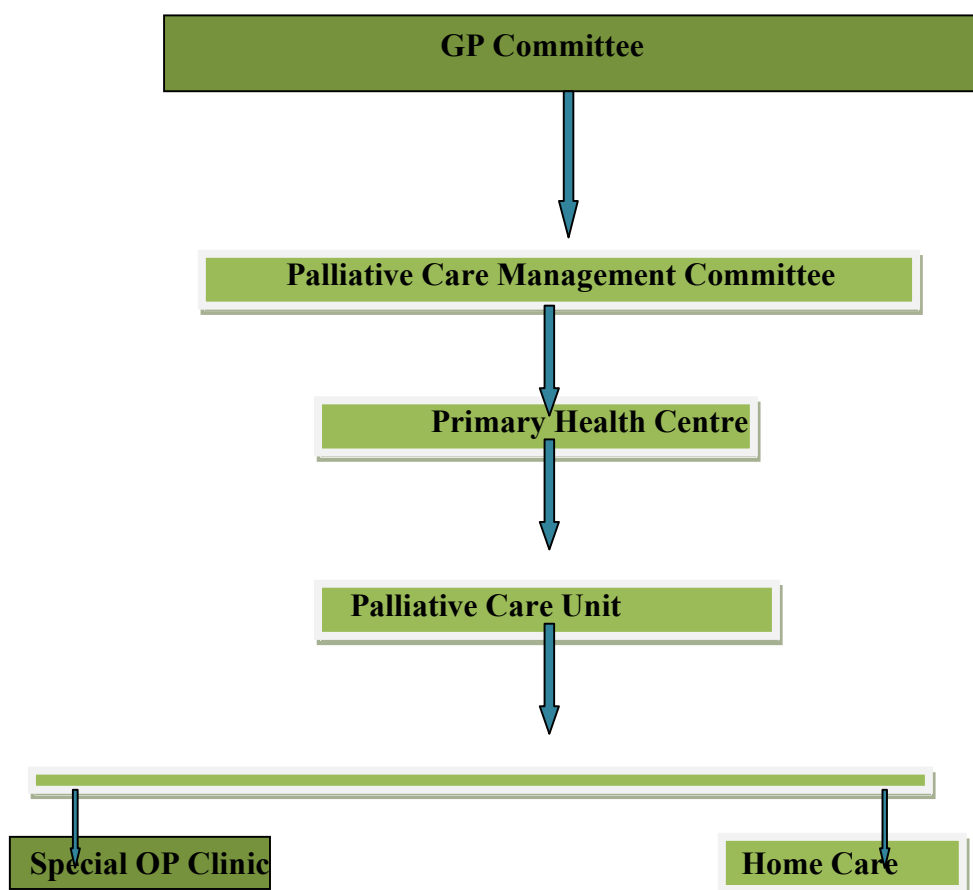
The Researcher held interaction with the medical officers of the PHC. They are also fully committed to the programme and ready to go to any extent in the treatment and well-being of the patients.

Another unique feature of the program is the support and assistance provided to the patients and their family members by the Panchayat. Every genuine need of the families are fulfilled through various means. Welfare schemes, donations, sponsorships, individual helps etc. are channelized for them. It is a real model of coordination with a human touch

8. Governance

The palliative care programme is administered jointly by the Gram Panchayat and the Health Services Department (NRHM).

The Governance Structure of Palliative Care Programme



A staff nurse is appointed exclusively for the programme. The funds are provided by the Panchayat under their annual plans. The services of the PHC staff are utilized for the programme. There are Asha workers and Kudumbashree volunteers to assist the PHC staff and nurse. The elected members co-ordinate the activities in their ward. Support of the District Palliative Care Unit organized under NRHM is also available. The other components of the

programme are arranged through convergence of government programmes and the interventions of the Panchayat.

9. Challenges faced and lessons learnt

With the number of palliative patients and the demand for palliative care, especially home care on the increase the present set up is struggling to cope-up with the situation. The frequency of the regular home visits is now once in three weeks. It is true that critical patients are attended more frequently. Still it would be better if the home care visits are made more frequent say once in 10 days. For this another palliative care nurse has to be appointed and another team organized.

According to the palliative care nurse the lesson they have learnt is that real nursing care is palliative nursing care. What has been taught is practiced. The holistic approach for nursing the palliative patients under home care is the real thing. Nursing in health care institutions is only touching the tip of the iceberg.

Another lesson from the success of the programme is that if the political masters are genuine and committed to the cause of the people, officials and citizens will rally behind them. Nothing is impossible in such a situation.

10. Benefits and sustainability of the programme.

No only the patients but also the family members are benefitted by the implementation of the programme in several ways. The burden of transporting the patients to hospitals occasionally, the heavy expenses of their medical treatment and the manpower for attending the patients are reduced to a great extent.

The programme is sustainable since it is institutionalized. The people are eagerly supporting the programme. Moreover, palliative care is becoming a priority area on a national level.

11. Interviews & Responses

The Researcher visited the PHC and had detailed discussion with the medical officers and the palliative care nurse. He also visited the following patients.

1. Smt. Devaki Amma, Valampanayil, Kurianad
(ward II)

She is 85 years old and a widow. She is admitted in the PHC for fever and urinary infection. She has 5 children and is staying with the youngest son. She had been bed ridden for the last 5 years. A stray dog had bitten her and given antirabies injections. Following this she got partly paralyzed. On treatment she recovered. A few months back she had a stroke and one side of her body got paralyzed. Now she is bed ridden and fed orally.



Patient Admitted in the PHC

2. Devaki Kunjamma, Kizhakkeppunnathanthu ,
Andoor (ward IV)

She is 89 years old and a widow. She has 4 children and staying with the youngest son. She has been bed-ridden for the last 7 years. She is a severe diabetic patient. She has undergone treatment in RCC Trivandrum. She used to be taken to a hospital is



At Home with the Patient

Kottayam every month. With the home care team started visiting her, there has been no need to take her to the hospital for the last 8 months. The nurse changes the catheter (tube) during the visits once in 22 days. There was a wound on her foot which was not healing and the hospital advised amputation. With the regular cleaning and dressing of the wound by the home care team the wound is completely healed.

3. Smt. Kamalakshy – 83 Varadiyeil, Andoor (ward VI) she has
been deaf and dumb by birth and a spinster. There is a mild
mental disorder also. She is looked after by the daughter of
her brother. The team makes routine checks up, cleaning
works and spends time with her. She is found happy and
content.



The Palliative Care Nurse in Action

4. Subramanya Marar, Karottuparambil, Palakkattumala (Ward VII).

He is a retired teacher aged 84 years and unmarried. He developed an allergy on his leg following the application of an ointment. One of his feet is amputated. He was under treatment for 12 years in a private hospital at Ernakulam. When the palliative care team started visiting him he stopped going to the hospital. Now his diabetes and BP are under control and he has just started moving around inside the house.



Waiting for the Palliative Care Team

CASE STUDY NO. 3- PADDY CHALLENGE – FALLOW LAND FARMING

1. Introduction

Marangattupilly Gram Panchayat spread over an area of 37.58 sq kms has been a predominant agricultural village, inhabited by small and marginal farmers and agricultural labourers. Paddy has been the major crop. Out of the total arable land of 3027.00 hectares 351.20 hectares have been under paddy cultivation. Now paddy is cultivated only in an extent of 20.73 hectares and that too only single crop. The downward trend in paddy cultivation is attributed to:-

- Shortage of laboures
- Escalation in cultivation expenses.
- Non-maintenance of protection walls, check dams, bunds and irrigation canals
- Multiplication of leeches.

Vast extents of paddy lands have been left fallow. Some areas have been diverted for other purposes.

2. Nature of the Good Practice

The Panchayat committee which assumed charge in 2011 decided to address the issue and decided to turn Marangattupilly into a zero fallow land Panchayat. Cluster meetings of farmers and fallow land owners have been convened in the month of June-July 2012. A comprehensive action plan with the following objectives have been prepared accordingly.

- (i) In order to cultivate all the fallow lands in the Panchayat area, the ward members and agriculture officials shall negotiate with the farmers and land owners and enter into a lease agreement.
- (ii) To propagate scientific and modern methods of cultivation, pre-season training programmes and demonstrations shall be arranged.
- (iii) The paddy lands left fallow due to the leech menace may be brought under mechanized cultivation using tractor, tiller, conoweeder, transplanter, harvester etc .
- (iv) Encourage organic farming methods
- (v) Increase the productivity of the crops
- (vi) Arrange soft loans from the service co-operative bank in the Panchayat for the farming activities

- (vii) Arrange marketing of the paddy and other crops through Kerala State Civil Supplies Corporation, VFPCCK etc to ensure better prices

The Krishi Bhavan functioned as the nodal agency for launching the programme. The Agricultural Officer entered into agreements with the land owners for leasing out the fallow lands under their possession. Almost 75 percent of the lands were given free.

3. Pre-good Practice Scenario

As already mentioned, major portion of the paddy fields have been lying fallow for the last 15-20 years. The total extent from which paddy cultivation was withdrawn came to around 330.00 hectares. Major portion of this has been covered with other crops like rubber, coconut, cocoa, vegetables and other mixed crops. The Panchayat identified an extent of about 50.00 hectares suitable for paddy cultivation. These lands have been lying fallow for 10-15 years, covered with bushes and leeches. The protection walls, check dams, irrigation canals and bunds have been in dilapidated condition.

4. Process of Adoption of Good Practices

The Krishibhwan identified 30.00 acres of fallow land suitable for paddy cultivation and entered into agreement with the land owners. The Panchayat offered free supply of seeds for which an amount of Rs.76680/- has been sanctioned from own funds. Fallow land subsidy @Rs.11500/- per hectare under RKVY has been made available.



Land Preparation in Progress

Rs.3000/- per hectare was sanctioned under Sustainable Development Programme of the Agriculture Department. Under ATMA, farm school programmes such as training to farmers demonstration of cultivation activities from sowing to harvesting etc. have been organized at an expenditure of Rs34454/-. In addition, pre-season training and special demonstration programmes have been conducted for the farmers in the Panchayat. The Service Cooperative Bank sanctioned interest free loan of Rs 3000/- per acre.

The maintenance work of the protection walls, check dams, irrigation canals and bunds have been taken up and completed under MGNREGS and other schemes of the Irrigation Department.

The State Agricultural Farm at Kozha conducted a soil testing campaign in the Panchayat.

The Panchayat decided to purchase a harvesting machine at a cost of Rs.83000/..The programme was given the caption “Paddy Challenge”. A stretch of 12 acres of paddy field lying adjacent to the Panchayat office has been taken up first. After the bush clearing and tilling works executed under the leadership of the President and members, the sowing of the paddy seeds has been inaugurated by Sri K.M Mani, Finance Minister of Kerala and a native of Marangattupilly. Drawing inspiration from the mass movement several organizations came forward to take up paddy cultivation in fallow lands



Finance Minister, GP President & others for Inauauration of Paddv Challenae Proaramme

Table No.1: Details of Organisations which joined the Paddy Challenge Programme

KCYM	2.5 acres
SNDP	4.5 acres
Janamaithri Police	5.00 acres

Source: Krishi Bhavan, Maranagattupilly Gram Panchayat, Kottayam

Several farmers also ventured to cultivate their lands kept fallow for several years. The total land brought under paddy cultivation as part of the “Paddy Chalenge programme” is estimated as 30.00acres. Dry land cultivation of vegetables, banana, tapioca etc were also undertaken during the period on a massive scale in fallow lands. Kitchen gardens were grown in 2000 households. Terrace cultivation in grow bags was also taken up.

The Krishi Bhavan under the supervision of Panchayat Committee closely monitored the cultivation activities and rendered all support to the cultivators. Efforts were made for the biological control of insects and pests. Only mild pesticides and organic manures have been applied.

The harvesting has been organized as a peoples’ movement. Elected representatives, officials and the public joined hands and a festival mood have been created.

Table No 2: Quantity produced and the income fetched through Paddy Challenge Programme

SL.No	Item	Quantity	Income (Rs.in lakhs)
1	Paddy	22mt	3,74,000
2	Hay	5.53ha	2,90,000
3	Banana	64mt	1,60,0000
4	Vegetables	40mt	7,20,000
5	Tapioca	30mt	4,00,000
6	Yam	2mt	30,000
Total			34,14,000

Source: Krishi Bhavan, Maranagattupilly Gram Panchayat, Kottayam

5. Planning Process

The “paddy challenge programme” has been planned well. Peoples’ participation has been ensured in identifying the fallow lands and determining the methodology. A comprehensive action plan was chalked out. Convergence of state and central government schemes has been realized. All the activities have been meticulously planned and an activity calendar prepared as below. .



Sensitizing the Farmers

Table No 3: Activity Calender

Sl. No	Activity	June	July	August	September	October	November	December	January
1	Farmers meeting	✓	✓						
2	Infrastructure			✓	✓				
3	Trainings		✓	✓					
4	Sowing				✓	✓			
5	Harvesting storing, marketing							✓	✓
6	Subsidy payments						✓	✓	✓
7	Monitoring			✓		✓		✓	✓

Source: Krishi Bhavan, Maranagattupilly Gram Panchayat, Kottayam

6. Implementation.

The implementation of the programme has been envisaged as a movement of the people. The Krishi Bhawan acted as the Nodal Agency. The Panchayat Committee played the management role. Several agencies contributed to the programme. The Agricultural Department extended financial assistance; the State Farm Kozha conducted the soil testing exercise. Training and demonstrations were provided under ATMA. The SC Bank extended interest free loan.



Farmers in Attention

The social organizations like KCYM and SNDP and the *Janamaitri* Police and Student Cadet Police joined the programme. Mechanized cultivation and harvesting was adopted. The income fetched has been far above the investment.

7. Uniqueness of the Programme

The special features of the programme are :-

- a. People's participation
- b. Grass root level planning
- c. Involvement of CBOs
- d. Convergence with Central and State Government programmes.
- e. Upkeep and maintenance of infrastructure
- f. Agricultural mechanization
- g. Procurement of fixed assets like harvester.
- h. Land mobilization
- i. Co-ordination between the Panchayat and Krishi Bhavan and other government and non-government agencies.



***Elected Authorities Turned Farmers
President Operating the Tiller***

8. Governance

A smooth and conducive governance system has been developed for the programme. The Panchayat Committee and Krishi Bhavan worked shoulder to shoulder. Both the institutions are functioning in a transparent and farmer friendly manner. The Agricultural Officer, Smt, Preetha Paul, is fully committed to her profession and her first priority is always serving the farmers. IEC activities to promote agriculture are effectively used. There are two Agricultural Assistants also in the Krishi Bhavan. There is one Padasekhara Samiti (paddy cluster committee) one pepper development committee and 5 vegetable clusters registered in the Krishi Bhavan. Two outlets of VFPC are functioning in the Panchayat for marketing the agricultural products.

9. Challenges and Lessons

- a. The paddy challenge programme could not be converged with MGNREGS, even after earnest attempts
- b. The assistance provided under RKVY (Rs 11500/- per hectare) is not sufficient for fallow land cultivation. Land preparation is highly expensive.
- c. Shortage of labourers to work in the fields.
- d. The menace of leeches made it hazardous to work in the field. The problem has been overcome through mechanization of the activities.
- e. The combined harvester procured by the Panchayat could not reach small fields.
- F. Even though the cultivation activities were started in 30 acres, harvesting could be done only in 10.53 hectares (26.35 acres)

Table No.4: Actual Extent of Land Cultivated

Item	Extent
Paddy	5.53 ha
Banana	2.00 ha
Vegetables	2.00 ha
Tapioca	1.00 ha

Source: Krishi Bhavan, Maranagattupilly Gram Panchayat, Kottayam

“Paddy Challenge” has succeeded in mobilizing the people and sensitized them of the scope and possibilities in the agriculture sector. It has been proved that through proper training and IEC activities, people can be rallied behind a cause. It has also been shown that the local governments are capable of restoring the lost glory of agriculture and food security in the villages through their interventions. It has also been learnt that resources for such massive programmes can be pooled from various sources.

10. Role of External Factors.

Many external factors helped in the implementation of “paddy challenge”. Of course, the Panchayat has been the motivating force. The Agriculture Department rendered financial and technical support to the programme. The Service Co-operative Bank extended interest free loan for the cultivation activities. Supplies Corporation procured paddy harvested at best prices. The print and electronic media covered the programme at various stages giving wide publicity, which motivated individual farmers to take up farming operations in their lands. Several CBOs joined the programmes and cultivated the lands on lease basis.

11. Benefits and Sustainability.

The programme has boosted the agriculture sector of the Panchayat considerably 22MT paddy, 64MT banana, 40MT vegetables, 30MT tapioca and 2MT yam have been additionally produced through the programme. The gross income has been to the tune of Rs 34.14 lakhs.



The Panchayat organized a grand Agri-Fest’

Agri-Fest- August 2014

up of the

programme.

Since the fallow lands have been converted into paddy fields again and the structures like protection walls, canals, and bunds have been rebuilt, paddy cultivation will be continued by the individual farmers themselves with the support and guidance of Krishi Bhavan . It can be concluded that the programme has paved the way for the farmers to undertake paddy and vegetable cultivation as a sustainable source of income and a step forward in achieving food security.



3.Best Practices – Nadapuram Village Panchayat

1. Background

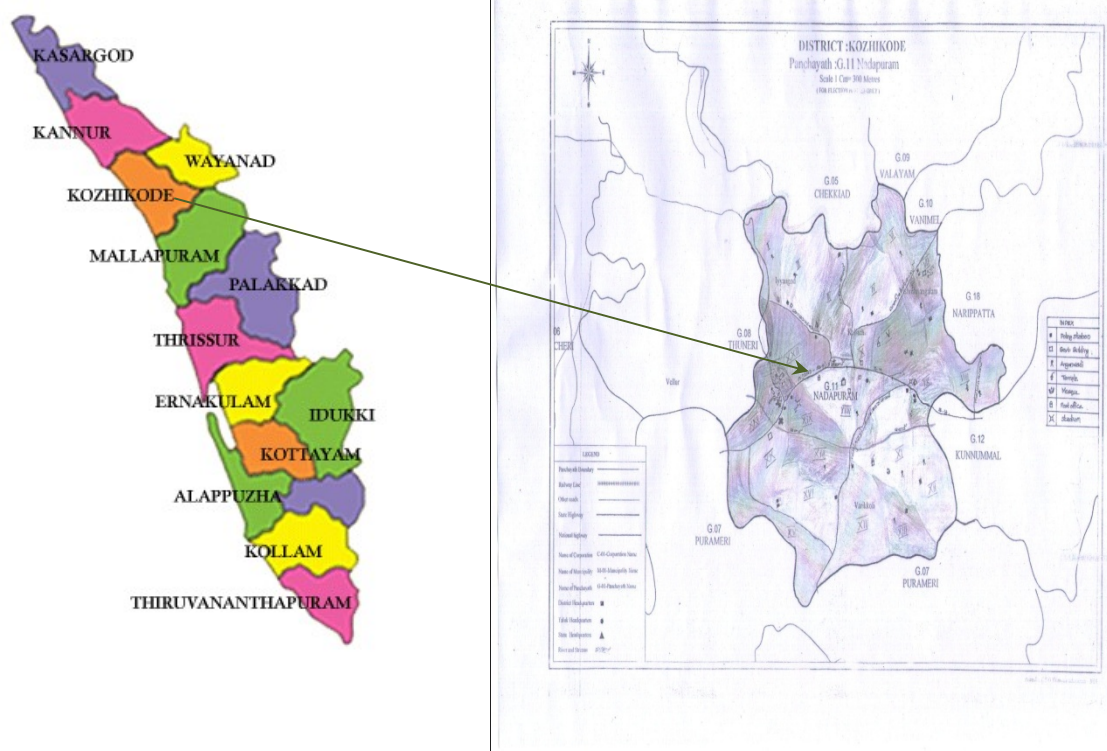
1.1.Setting

Nadapuram is one of the oldest Village Panchayats in Malabar region, established in 1941. The Panchayat has been re-organized in 1954. The geographical details are furnished below:-

Village	Nadapuram
Block	Thuner
Taluk	Vadakara
District	Kozhikode
LA Constituency	Nadapuram
LS Constituency	Vadakara
Area	20.44 sq kms
Wards	22

Source: Development Report, Nadapuram Village Panchayat

Map of Nadapuram Gram Panchayat



The terrain of the Panchayat is undulating. There are hilly areas, sloppy areas, meadows and low lying plains. The Panchayat gets rainfall above the state average every year. Vanimel River flows along the border of the Panchayat. There are 6 rivulets and more than 100 ponds as surface water sources of the Panchayat.

The total extent of land comes to 1566.75 hectares, of which 1552 hectares are agricultural land. Coconut palms with intercrops are found in an extent of 1538 hectares. The paddy fields have shrunk to 22.00 hectares, most of which are now kept fallow.

As per 2011 Census the total population of the Panchayat is 40230, consisting of 18700 men and 21530 women. The total number of households comes to 8455. The SC population is 572 in 147 households of which 297 are men and 275 are women. There are no S/Ts in the Panchayat. Muslims constitute 46 percent of the population. There are a few Christian families. The remaining population belong to Hindu communities. .

Nadapuram occupies a unique position in the history of Kerala. In 1869, Dr. Herman Gundert made a mention of Nadapuram in his Book. It has been the land of ancient martial arts and the famous Palace of Kadathanattu Dynasty is situated in the Panchayat. Unniarcha, the heroine of 'Vadakkan Pattu' had fought and defeated her opponents at Nadapuram. Tippu Sulthan passed through Nadapuram during his exodus. Several learned Sufis came and stayed here to propagate Islam and 750 year old monuments are still found in the Panchayat.

Majority of the population in the Panchayat has been small and marginal farmers and they were engaged in agriculture and allied occupations. Now the situation has changed dramatically. With the opening up of employment avenues in the Middle East, most of the men-folk went abroad. Their remittances lifted the socio-economic situation of the area substantially and urbanization process took place in the area rapidly. The density of population increased several fold. The agricultural lands have been fragmented as house plots. There has been a boom in the construction sector. Trade and commercial activities flourished. Now Nadapuram has become a semi-urban Panchayat, with shops and establishments everywhere.

The literacy rate is given as 80 percent, which is lower than the State average. The reason is attributed to the low literacy of muslim community especially women. However, with the

starting of T.I.M Girls High School in 1977, the muslim girls started going to school and thereafter for higher studies. Now they have come up with others in educational status.

All the families in the Panchayat are living in pucca houses owing to the efforts of the Panchayat to provide houses to all houseless families. So also individual household latrines have also been provided to all. The Panchayat has also addressed the drinking water problem in the Panchayat effectively. In the health sector also the situation is satisfactory. Pain & Palliative Care Programme is functioning effectively.

Nadapuram is the first ISO 9001-8000 certified Panchayat in Kozhikode District. It has been declared a Total Pension Panchayat in 2013. The details of welfare pensioners in the Panchayat are given below.

Table No.1: Welfare Pensions

Sl No	Type of Pension	No of Beneficiaries
1	Agriculture labour	791
2	Widow	1281
3	Old age	1484
4	Handicapped	408
5	Unmarried women above 50	50
Total		4014

Source: Pension Register, Nadapuram Village Panchayat

It is claimed the Panchayat has been delivering all services to the citizens earlier than the time limit prescribed by Government. The researcher has verified the veracity of the claim with reference to files and records and satisfied.

Nadapuram stands as the first Panchayat in the district, which took up works under MGNREGS using the material component. They have constructed ‘Rajiv Ghar’ during 2013-2014.

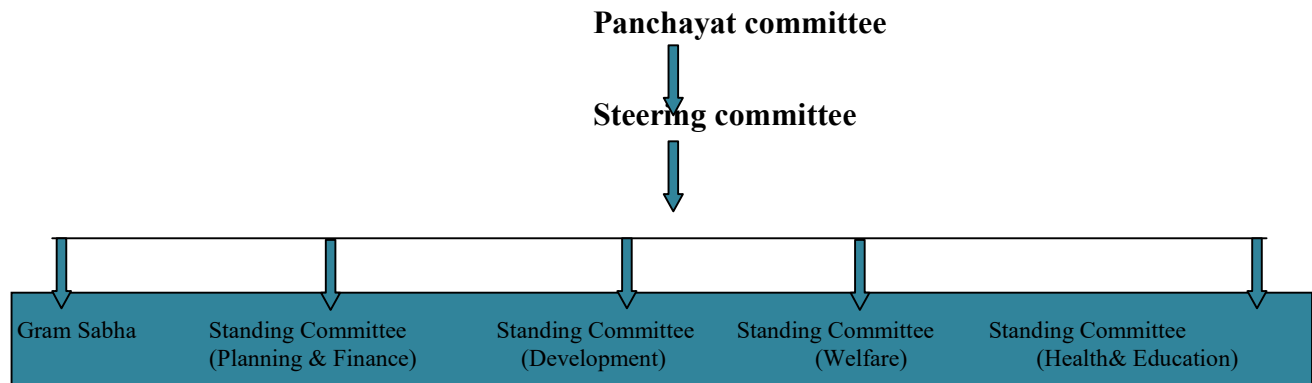
The Panchayat has made much head way in infrastructure development. A net work of all weather roads connects every nook and corner. However, many of the roads are narrow and without proper drainage.

There are 3 major growth centers in the Panchayat, situated along the Nadapuram-Kuttiyady road. Street lights, comfort stations, waiting sheds and public taps are provided in adequate numbers.

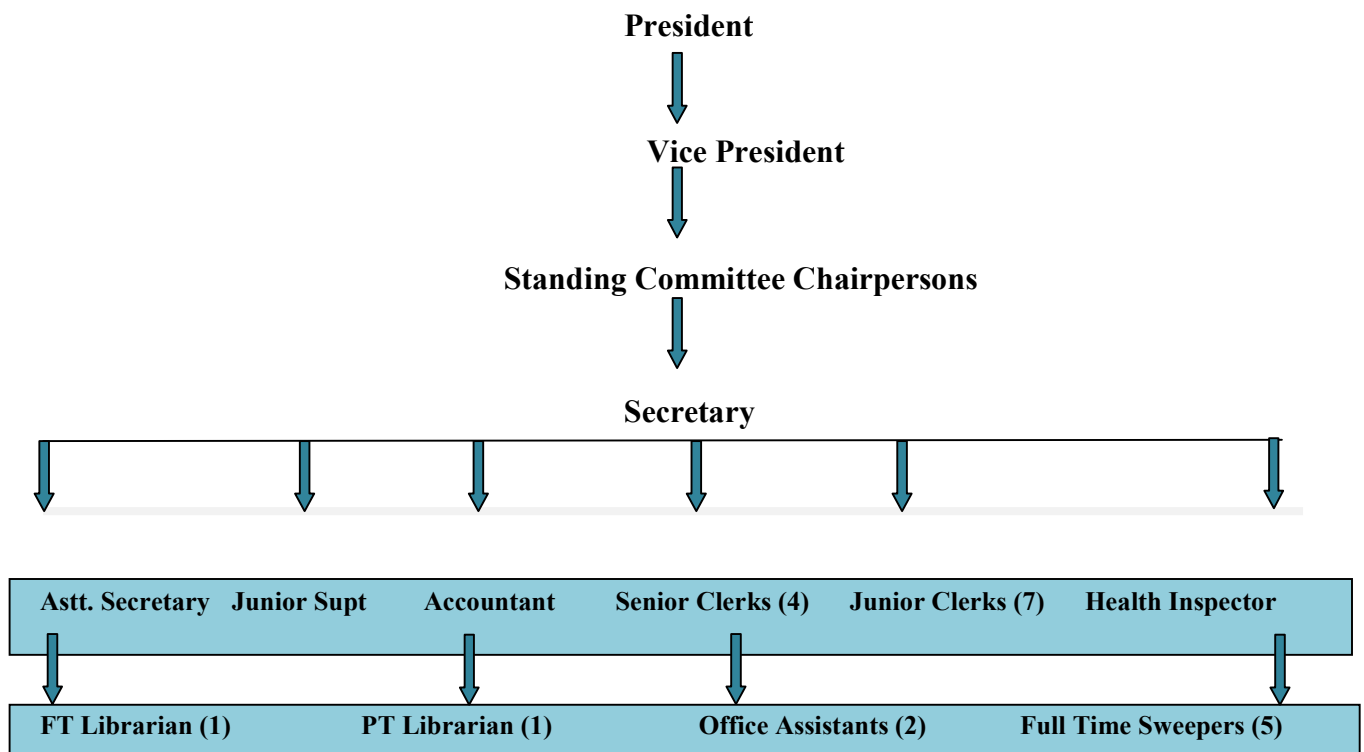
Above all, the Panchayat has established Gram Kendras (ward centres) in all the 22 wards, which function as ward offices.

If the ultimate goal of governance is service with reasonable standard and quality to the people, Nadapuram GP is way ahead in good governance. The Panchayat follows the systems and procedures prescribed in letter and spirit.

Governance Structure of the Panchayat



Administrative Structure of the Panchayat



Besides, an engineering wing with one Assistant Engineer, two Overseers and one Junior Clerk is functioning in the Panchayat. The Community Development Society (CDS) of Kudumbashree is functioning as a separate wing in the Panchayat. The MGNREGS cell is functioning in the Rajiv Ghar on the third floor of the Panchayat building.

Table No.2: Panchayat Committee Meetings

Year	No. of meetings	No. of decisions
2010-2011	16	270
2011-2012	27	196
2012-2013	22	136
2013-2014	25	127
2014-2015	24	143

Source: Minutes Book, Nadapuram Village Panchayat

The standing committees are also held regularly, usually twice in a month. It is also noteworthy that monthly meetings of implementing officers of the Panchayat are held regularly and systematically ensuring smooth interface between the elected representatives and officials.

Table No: 3 Institutions and Offices under the Panchayat.

1. Krishi Bhavan
2. Homeo Dispensary
3. Ayurveda Dispensary
4. Veterinary Dispensary
5. Village Extension Officer (2)
6. LSGD Engineering Wing
7. Govt. UP school (2)
8. ICDS supervisor
9. MGNREGA Cell
10. Prerak
11. Kudumbashree-CDS
12. Youth Coordinator
13. SC Promoter

Source: Development Report, Nadapuram Village Panchayat

Table No.4: Institutions and Public Offices functioning in the Panchayat area.

Sl. No	Institutional Office	Number
1.	Govt. UP Schools	2
2.	Govt. HSS	1
3.	Govt. HS	1
4.	Aided LP schools	13
5.	Aided High School	1
6.	Aided Higher Secondary School	1
7.	Unaided Public Schools	2
8.	Arts & Science college (self financing)	1
9.	Training college (self financing)	1

10.	Govt. Taluk Hospital	1
11.	Govt. Homeo Dispensary	1
12.	Govt. Ayurveda Dispensary	1
13.	Govt. Veterinary Dispensary	2
14.	Private hospitals	5
15.	Village Office	1
16.	Sub Registrar Office	1
17.	Sub Treasury	1
18.	Krishi Bhavan	1
19.	Judicial First Class Magistrate Court	1
20.	Munsif Court	1
21.	Police Station	1
22.	Excise Range Office	1
23.	Fire & Rescue Station	1
24.	BSNL	1
25.	KSEB	1
26.	Post offices	2
27.	Commercial Banks	8
28.	Service Co-operatives	3
29.	KSFE Branch	2
30.	Govt. Commercial Institute	1
31.	Assistant Education office	1
32.	Block Resource Centre	1
33.	Community Hall	1
34.	Indoor Stadium	1
35.	Mini Stadium	1
36.	Libraries & Reading Rooms	4
37.	Burial Ground	1
38.	Markets	2
39.	Comfort Station	2
40.	Waste Management Plant	1
41.	Anganwadis	37

Source: Development Report, Nadapuram Village Panchayat

Table No.5: Flow of Funds

Sl. No	Year	Amount (Rs in lakhs)	No.of Implemented	Projects
1	2012-2013	667.88	220	
2	2013-2014	1043.31	223	
3	2014-2015	1021-91	250	
4	2015-2016	771.11	243	

Source: Annual Plans, Nadapuram Village Panchayat

The sources under which funds flow to the Panchayat are the following :-

<ul style="list-style-type: none"> a. Development Fund- Budgetary Provision <ul style="list-style-type: none"> (i) General (ii) SCP (iii) Finance Commission Award (iv) World Bank Assistance b. Centrally Sponsored Schemes c. State Sponsored Schemes d. Own Sources of Revenue e. Block Panchayat Contribution f. District Panchayat Contribution g. Maintenance grant <ul style="list-style-type: none"> (i) Road (ii) Non-road h. Others

The Panchayat office is a three storied building with a plinth area of 950.16 m². A 'Kalyanamandapam' (Auditorium) is under construction in the premises of the Panchayat Office.

A unique feature of the Panchayat is that Records Room is maintained neatly and systematically

Table No.6: Assets of the Panchayat as on 31/3/2015

Sl No	Type of Asset	Quantity
1	Tar Road	159.580 km
2	Metalled road	94.00 km
3	Mud road	2.00 km
4	Lanes	51.99 km
5	Buildings	28 Nos
6	Bridges	12 Nos
7	Culverts	18 Nos
8	Wells	21 Nos
9	Water Tanks	9 Nos
10	Land	283.86 Ares

Source: Asset Register, Nadapuram Village Panchayat

Gram Sabha

There are 22 ward level Gram Sabhas in the Panchayat. People's participation and accountability to the people are ensured in the Gram sabha meetings. Participatory planning is also operated through the Gram Sabha to a certain extent. Implementing officers are found usually attending the Gram sabha meetings. The needs articulated in the meetings are also reflected in the Annual Plans.

Table No.7: Summary of the Gram Sabha meetings held in 2014-2015

Ward No	Total No of voters	Participation			
		I GS	II GS	III GS	IV GS
1	1315	176	164	164	215
2	1445	162	194	130	273
3	1128	125	133	309	315
4	1211	135	137	136	315
5	1154	137	119	154	319
6	1252	132	126	242	372
7	1112	111	117	252	380
8	1287	164	155	131	117
9	1272	131	133	330	332
10	1247	302	215	327	350
11	1402	129	192	356	427
12	1405	145	152	133	348
13	1582	181	320	348	350
14	1498	162	253	351	350
15	1514	170	180	325	352
16	1310	133	133	232	326
17	1421	58	116	341	375
18	1346	154	132	143	156
19	1498	181	197	163	339
20	1305	142	138	152	359
21	1242	127	372	304	308
22	1299	210	175	397	400
Total	29245	3367	3853	5420	7078

Source: Gram Sabha Minutes Book, Nadapuram Village Panchayat

Average participation per Gramsabha comes around 24 percent

MGNREGA

The performance of the Panchayat in the implementation of MGNREGS is commendable. It is the first GP in the District which took up skilled works with material component under the scheme. Convergence with IAY housing scheme has enabled the Panchayat to build better houses providing employment to the family and neighbouring workers in the house site. It is also seen that 100 days of work has been provided to majority of the workers. The salient features of implementation of the scheme during the previous years are given below.

Table: 8: MGNREGS, Nadapuram

A.No of Reg. workers	
Male	205
Female	4019
Total	7224
B. Total mandays 2013-14	55424
C.Total mandays 2014-15	44636
D.Total expenditure 2013-14	74.27 lakhs
Total expenditure 2014-15	133.56 lakhs

Source: MGNREGS Cell, Nadapuram Village Panchayat

Kudumabshree

Kudumbashree activities are going on systematically in the Panchayat. The C.D.S work hand in hand with the Panchayat Committee. The details are furnished below.

Table No.9: Kudumbashree, Nadapuram

Sl. No	Particulars	No.
a.	No of ADSs	22
b.	No of NHGs	400
	No of minority NHGs	70
c.	No of member families	5641
d.	No of SC families	106
e.	No of graded NHGs	363
f.	No of linked NHGs	150
g.	No of Balasabhas	89
h.	No of existing micro – enterprises	103
i.	No of JLGs functioning	56
j.	No of Monthly markets	1

Source: Kudumbashree CDS Records, Nadapuram Village Panchayat

Other notable activities undertaken by Kudumbashree are (i) publication of a news bulletin and (ii) organic vegetable development programme.

Awards & Recognition

Nadapuram Panchayat has won the following awards and recognitions under the charismatic leadership of the President Sri. Soopy Narikkatteri, who is also the Chairman of Kerala Rural Employment & Welfare Society and General Secretary of Kerala Village Panchayat Association



Swarj Trophy 2013-2014

1. Nirmal Puraskar – 2007
2. Best GP in the District consecutively from 2003-2004 to 2007-2008 and during 2011-2012 (Swaraj Trophy)
3. Third Best Panchayat in the State 2012-2013.
4. First Best Panchayat in the State- 2013-2014
5. PEAIS award of Ministry of Panchayat Raj, Govt. of India -2013-2014
6. Best Secretary (Sri. P Chandran) in the State - 2013-2014

Best Practices

The Panchayat has set out many good practices in the service delivery sector. The statutory permissions, licenses and registrations are delivered through a systematic and transparent process with the help of modern tools like computers. Front office is set up to provide information and assistance to the citizens. The welfare pensions and social security assistances are also promptly paid mostly through bank accounts. Statutory settlement level services like maintenance of roads and drains, streetlights, waste management, health and sanitation, maintenance and upkeep of public assets, ensuring potable water to the people etc. are regularly attended by the Panchayat and closely monitored by the Panchayat level committees. The development services are provided through the concerned institutions and offices, the functioning of which are also monitored by the Panchayat.

It can be assessed that the Panchayat has succeeded in the delivery of various services to the people maintaining and sometimes even exceeding the prescribed standard and quality.

Two best practices of the Panchayat have been studied elaborately and are described in the following pages.

Case Study No.1 Green Panchayat-Clean Pnachyaat Integrated Solid Waste Treatment Plant



1. Nature of the Good Practice

Collection and disposal of solid waste is one of the mandatory functions assigned to Village Panchayats as per schedule III of clause 166 of the Kerala Panchayat Raj Act. Though Kerala has been acclaimed for high health attainments, serious concerns are now being raised on the sustainability of the health indicators. Indeed a crisis was brewing in the state in the health sector mainly due to the return of communicable diseases, vectorborn diseases etc when the democratic decentralization process was launched in the mid 1990. The great potentials of decentralization have been tapped by Nadapuram Village Panchayat to improve the health situation in the Panchayat.

Nadapuram being a semi urban Panchayat with 3 growth centres and large number of shops and establishments has been riddled with problems of sanitation and solid waste collection and disposal. With the economic growth owing to foreign remittances more and more residential houses were built in the Panchayat. These in turn largely increased the quantity of solid waste generated in the Panchayat.

In order to find a lasting solution to the problem with the participation and involvement of the people, the Panchayat formulated the scheme “Green Panchayat- Clean Panchayat”. The major components of the programme have been:-

1. Green Panchayat- Clean Panchayat campaign
2. Solid waste management
3. Manufacture & distribution of organic manure
4. Model sanitation wards.

The following activities have been taken up under the programme.

- Preparation of master plan
- Formation of Sanitation Army in each and every ward
- Massive awareness programmes.
- Providing IHLL to all families.
- Chlorination of wells and other drinking water sources
- Drainage cleaning
- Ward level Sanitation Committees
- Campaign for waste disposal at source
- Establishment of solid waste treatment plant
- Manufacture & distribution of organic manure
- Sanitation survey by the students of the schools in the Panchayat
- Formation of women groups for organic farming of vegetables, tubers and plantains under the supervision and guidance of Krishi Bhavan
- Planting of fruit and shade trees in public lands and road sides with the support of Forest Dept.
- Erection of bio-gas plants in households, using organic waste.
- Declaration of model sanitation wards.

II. Pre-good Practice Scenario

The Panchayat has been facing many health and sanitation problems earlier. Due to non-availability of latrines in almost 50 percent of the households, the people were practising open defecation. The streets and lanes were filthy. Mosquito menace was wide spread. People littered their waste here and there. The shop keepers and vendors were throwing out their waste. Drainage system was not at all efficient. Even the drinking water sources were polluted.

As a result, people especially children suffered from many infectious diseases and ailments. Potable drinking water has been a rare commodity. The people in the Panchayat were completely depending on the open market for vegetables and fruits for their use.

People from neighbouring Panchayats threw their waste into the Panchayat area during the night hours. The large scale camping of construction workers from other states in the Panchayat worsened the situation.

III. Process of Adoption

The Panchayat level Health and Sanitation Committee envisaged an integrated programme for making the Panchayat clean healthy and green. A master plan has been prepared after extensive consultations with various stakeholders. The master plan duly vetted by the technical committee has been submitted to the District Planning Committee and State Sanitation Mission. On approval, the various components of the programme have been implemented. Ward level sanitation committees under the chairmanship of ward member were formed. A Sanitation Army was also organized. Students, teachers, youth, Kudumbashree members, traders and merchants joined the mass movement of cleaning the Panchayat. The officials and elected members played the lead roles.

An extent of about one acre of land has been purchased by the Panchayat to establish the solid waste plant. A road to connect the plant to the main road and a building complex were constructed for the plant. A well and pump house to supply water to the plant, electrification works etc. were arranged. A tractor to collect and transport the waste materials to the plant, machinery required for the conversion of the organic waste into manure, plastic shredding machine etc. were also procured. All the activities were undertaken on a warfooting and completed within a period of two years.



Segregation Process

Nadapuram Village Panchayat Health and Sanitation Committee was reconstituted and registered under the Charitable Societies Act during 2010-2011 and the management of the solid waste treatment plant has been entrusted with the committee. The committee functions under the direct supervision of the Panchayat Standing Committee on Health & Education.

IV. Planning

Among the mandatory functions assigned to Village Panchayats under the Kerala Panchayat Raj Act 1994, collection and disposal of solid waste occupies the first place under the classification 'Public Health'. Next comes protection of the environment to promote health. Both these functions are complementary to each other. The vision for an integrated programme to protect environment and to promote health and hygiene has been developed by Nadapuram Panchayat Committee because of the deteriorating situation due to many compelling factors. The Health and Sanitation Committee of the Panchayat was constituted and a vision document prepared. Consultations were held at various levels and the objectives of the programme captioned "Green Panchayat- Clean Panchayat" have been set as below.



Waste to Plant

1. Launching of Green Panchayat- Clean Panchayat Campaign
2. Setting up of an integrated solid waste management plant

3. Manufacture of organic manure from the organic waste collected in the plant
4. Developing model sanitation wards

A comprehensive Action Plan incorporating the various components of the programme and pooling funds from different sources has been prepared and got approved by the District Planning Committee and the State Mission.

The programme has been envisaged as the coordinated efforts of several institutions and agencies. The major partners have been State Sanitation Mission, District Panchayat, Kozhikode, Block Panchayat, Thuneri, Krishi Bhavan, Nadapuram, Kudumbashree District Mission, Forest Department and traders and merchants in Nadapuram Panchayat

V. Implementation

The solid waste treatment plant has been established in 92.00 cents of land at Palomcholamala in ward VII of the Panchayat.

All infrastructure facilities have been put in place on a time bound basis before the commissioning of the plant. The Health and Sanitation Committee was registered as a charitable society under a byelaw, by which the management of the plant has been entrusted with the society. An executive committee consisting of 11 members is put in charge of the day to day functioning of the plant. There are a total number of 21 workers attached to the plant. The plant works from 6.30 a.m to 3.30 p.m every day including Sundays and holidays. The tractor is taken to the 3 growth centres along with 6



Plastic Waste Segregated and Stored



Organic Waste Segregated to Manufacture Manure

workers to collect the waste accumulated on the road sides and premises of shops and residential areas. Three loads of waste of 10-12 tonnes are brought to the plant everyday by 11.00 a.m.

There are 9 workers in the plant including a supervisor and a watchman. Another batch of 11 workers, all of them women is engaged in the organic manure making.

The waste unloaded in the main shed of the plant is segregated into four categories. The organic waste that can be converted as manure is huddled in a separate hall and a solution is poured for easy decomposition. The plastic waste, which is the major portion is put into plastic bags and kept in another hall. Items like paper, leaves etc. are burnt then and there other waste materials like broken glasses, chappals are put in a separate corner.

As and when the organic waste decomposes and become organic manure, the same is packed in bags of 50 kgs. The manure is given the brand name ‘samurti’. The manure is distributed to the farmers in the Panchayat through Krishi Bhavan at a cost of Rs.500/- per bag. The plant is not capable of supplying the full quantity manure demanded by the Krishi Bhavan.

The plastic stored is lifted by agents from Tamil Nadu every fortnight. They are paid Rs.4000/- per load for removing the plastic from the plant. The broken glasses chappals and other solid waste materials are also lifted similarly.

The workers are provided with gloves, masks, shoes, rain coats, uniforms, soap, dettol etc. Sufficient toilets and bathrooms are also provided. Wages are paid on daily basis as below:-

Table No.10: Wage Rate

Category	Rate
Driver	Rs.350/-
Supervisor	Rs.255/-
Workers	Rs.240/-

Source: Muster Roll, Waste Treatment Plant, Nadapuram Village Panchayat

Festival allowances are also paid at fixed rates.

The chairman and convenor are paid monthly allowances of Rs.5000/- and Rs.2000/- respectively.

The functioning of the plant is closely monitored by the Panchayat Committee and the Health and Education Standing Committee. The President bestows personal attention on the day to day activities of the plant. He visits the plant everyday in the morning and ensures that things are moving smoothly.

VI. Unique Process

The plant is the culmination of a series of activities undertaken by the Panchayat over the years. The slogan “Green Panchayat- Clean Panchayat” has been realized with the participation of all sections of the people in the Panchayat. The IEC programmes to generate awareness of healthy and hygienic practices have been implemented effectively. Another unique feature of the programme is that an efficient, dedicated and responsive executive committee has been constituted for the management of the plant under the society. There are representatives from all sections in the general body of the society. The general body meetings are conducted annually and the executive committee meetings monthly.

All precautions and safeguards are taken to prevent environmental pollution and the impurities in the plant contaminating the water sources in the vicinity. The entire landscape of the plant has been planted with different varieties of plants and trees and nurtured regularly. This has given the place the ambience of a garden.



Making of Organic Manure

Another unique achievement in the management of the plant is that the traders and merchants in the Panchayat are regularly contributing to meet the running expenses of the plant. Their contribution amounts to Rs.30000/- per month. The rates are fixed at the range of Rs.100 to Rs.500/-

As already mentioned, a master plan has been prepared for the programme. The health and sanitation committee has been responsible for the planning process. The process is continued every year as part of the formulation of annual plan of the Panchayat. Provision is earmarked every year under Development Funds to meet the running cost of the plant.

Table No:11: Flow of funds during the XII plan period

Sl. No	Year	Amount
1	2011-2012	Rs.14.38 lakhs
2	2012-2013	Rs.15.80 lakhs
3	2013-2014	Rs.10.02 lakhs
4	2014-2015	Rs.10.95 lakhs
5	2015-2016	Rs.10.95 lakhs

Source: Annual Plans, Nadapuram Village Panchayat

The grant provided by the Panchayat is not adequate to meet the full expenses of the plant. The contributions of traders and merchants and the sale proceeds of organic manure are utilized to meet the shortage.

Table No.12: Income Statement for 2013-2014

Sl. No	Income	Amount in Rs.
1	Opening balance	62881.00
2	Panchayat grant	10,02,000.00
3	Contributions from traders and merchants	343530.00
4	Sale proceeds of manure	200000.00
5	Remittance of Krishi bhavan towards cost of manure	318750.00
6	Reimbursement of cost of plastic waste disposal	42750.00
7	Bank interest	978.00
	Total	1970889.00

Source: Records of Waste Treatment Plant, Nadapuram Village Panchayat

Table No.13: Expenditure Statement for 2013-2014

Sl. No	Expenditure	Amount in Rs.
1	Remuneration to workers	12,60,143.00
2	Diesel, oil	49,841.00
3	Electricity charges	14,443.00
4	Repairs of tractor	65,260.00
5	Collection charges	31,100.00
6	Allowances to convenor / chairman	69,200.00
7	Glouse, mask	19,460.00
8	Disposal of plastic waste	84,700.00
9	Motor repairs	11,554.00
10	Labour welfare	7615.00
11	EMD tender	8000.00

12	Maintenance charges	4470.00
13	Pesticides	6130.00
14	Uniform to workers	8650.00
15	Stationery	15330.00
16	Tipper – rent	21500.00
17	JCB – rent	49150.00
18	Painting	4010.00
19	DD commission	1188.00
20	Cost of manure purchased to meet shortage	2,50,000.00
21	Travel expenses	16475.00
22	Cost of drums for storing water	17350.00
23	Printing charges	12260.00
24	Iron sheets	3060.00
25	Tarpaulin	3206.00
26	Gardening	23138.00
	Total	2057233.00

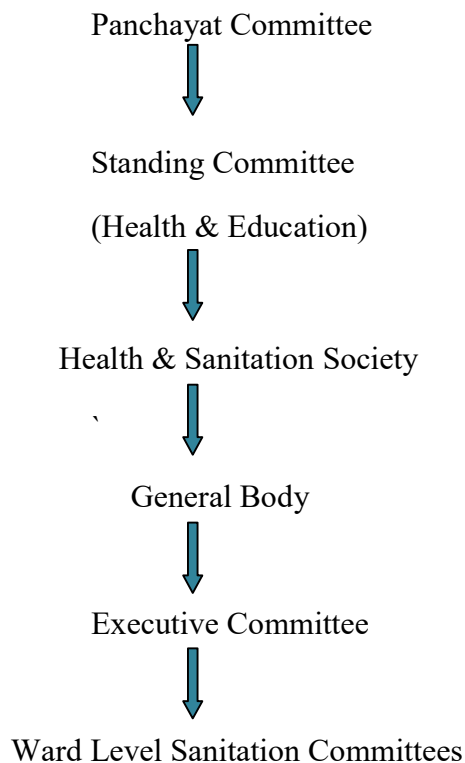
Source: Records of Waste Treatment Plant, Nadapuram Village Panchayat

VII. Governance

The Panchayat Committee is the apex authority of the plant. The management of the activities envisaged in the master plan is vested with the Health & Sanitation Society, registered under the Charitable Societies Act. The general body of the society consists of 10 representatives of the merchants organizations in the Panchayat, one representative each of all recognized political parties, convenors of all ward level sanitation committees, chairperson, CDS, Kudumabashree and nominated social workers. An executive committee of 11 members is elected from the general body every year. The executive committee is headed by a chairman and supported by a convenor and treasurer. The EC is responsible for the day to day functioning of the plant.

Besides, there are sanitation committee is every ward who are also involved in the collection and disposal of waste in the Panchayat.

Governance Structure



VIII. Challenges faced and lessons learnt

The following major challenges have been faced.

1. With the urbanization process getting accelerated, the number of shops and establishments are increasing, resulting in the quantum jump of waste generated. The plant is not spacious enough to contain the huge quantity. In order to increase the pace of processing, the number of workers has to be increased, which in turn will enhance the running expenses.
2. Household waste is thrown on the road sides and public places by people within and outside the Panchayat



Organic Manure – Final Process

3. The influx of labourers from other states into the Panchayat is another reason for accumulation of waste materials in public places. Even human waste is deposited on the roads.
4. The shops and establishments are not adhering to the instructions to keep their waste in front of their shops for collection every morning.
5. The funds allotted by the Panchayat are not sufficient to meet the full expenses.
6. The plastic shredding machine is kept idle, since plastic recycling is not found economically viable (The shredded plastic fetches only Rs.6/- per kg. whereas the sorting and cleaning expenses comes to Rs.22/- per kg).

The plant is a model for other Panchayats. The forward and backward linkages for the successful running of the plant have been put in place. The plant has been put into operation with the participation of all sections of the people in the Panchayat. It has been proved that if there is political will bureaucratic support and proactive citizenry, the Panchayats can work wonders in providing civic amenities and development initiatives.

IX. Role of external factors

Many external agencies supported the programme, State Sanitation Mission, Forest Department, Krishi Bhavan, Kudumbashree, Pollution Control Board, Department of Social Justice etc. deserve special mention. The whole hearted support of the traders and merchants is behind the plant. Above all, the workers engaged in the various activities, who are paid only meager wages are the pivotal force behind the plant.

X. Benefits & Sustainability

Waste disposal has been the biggest headache of the Panchayat. With the commissioning of the plant, the problem has been tackled to a large extent. The Panchayat is now clean and hygienic. There has been cases of infections and vector born diseases in the recent years which have been fully contained.



Organic Manure – Finished Product

The organic manure produced in the plant is being used in the Panchayat, which will help to maintain soil health. Horticulture has been taken up on a large scale by women groups, which will make the Panchayat self- reliant in vegetable and fruit production.

The plant provides regular employment to 21 persons belonging to poor families in the Panchayat.

The programme is sustainable since the plant is institutionalized and the management system is functional. There is heavy demand for organic manure produced in the plant. However, modern technology has to be introduced for making plastic recycling economically viable. Until then the financial support of the Panchayat has to be continued.

The researcher interacted with a few neighbors of the plant. They are not at all disturbed at the functioning of the plant. There is not much of foul smell or smoke in the area, according to them.

However, the lasting solution to solid waste management is disposal at source. The people are to be taught to dispose their waste usefully with pipe composting and bio-gas plants. The plant may not be able to contain and treat all the waste generated in the Panchayat area in future.

CASE STUDY NO.2-INDOOR STADIUM

1. Nature of good practice

Construction of play grounds and establishment of cultural centres are the two sectoral functions assigned to Grama Panchayats under 'Sports and Cultural Activities' as per schedule III of the Kerala Panchayat Raj Act 1994. In conformity with the assigned function, Nadapuram Grama



Panchayat has constructed an indoor stadium in the Panchayath, pooling funds from various sources. The stadium is being used by a large number of students, youth and sports clubs for practising sports

and games. Tournaments and matches are also conducted in the stadium. The stadium is established in about one acre of land with gallery capacity for 3000 persons. Conference hall, green room, stay rooms, kitchen, and dining hall, two volley ball courts, one basket ball court, four badminton courts, toilets and bath rooms are put up in the stadium. Rubberized flooring has also been provided. All the facilities are of international standards. The total expenditure for completion of the stadium came to the tune of Rs 300.00 lakhs on an average 200 persons turn up for practice in the stadium daily.

2. Pre good practice scenario

Nadapuram has been a famous center of volley ball tournaments in the past. A good number of national and international stars hailed from Nadapuram , Padmashree Tom Jose, former captain of Indian volley ball team, was born and brought up in Nadapuram. Foot ball, basket ball and

athletics were also popular in the area. During that period play grounds and vacant paddy fields were available in every nook and corner of the Panchayat for the children and youth to play and practise. There were a large number of Sports and Arts Clubs also in the Panchayat. The clubs organized tournaments and sports events regularly every year. This encouraged the younger generation to take up sports and games seriously.

However the whole scenario underwent dramatic changes in the 1990s. The play grounds and fallow lands have been grabbed by realtors and huge mansions were put up. Major chunk of the youth went abroad in search of gainful employment. Paddy cultivation has been abandoned and coconut groves came up in the paddy fields. There has been no play grounds and stadium to conduct the tournaments and matches.

3. Process of adoption of good practice

Deviating from usual projects and programs taken up by Panchayats, Nadapuram Panchayat Committee took a bold decision to establish an indoor stadium in the Panchayat. An extent of 76.00 cents of land suitable for the purpose has been purchased during 2007-2008 utilizing own source of revenue (OSR) of the Panchayat. M/S Integrated Solutions Cochin ,an expert firm, has been entrusted with the preparation of design and drawings of the stadium. Detailed



Volleyball Coaching Camp being Inaugurated

estimates for the work have been prepared by the Public Works Department .A project has been formulated under Kerala Development Plan 2007-08 for the work and District Planning Committee Kozhikode issued administrative sanction for I phase for an amount of Rs 25.50lakhs. Technical sanction has been issued by the PWD authorities. With this amount earth work and sub- structure have been completed.

The second phase of the work has been taken up in 2008-09, at an estimated cost of RS 98.50 lakhs. It took more than a year to complete the superstructure of the stadium. Finishing, electrical and plumbing works have been executed in 2010-2011 at a cost of RS 38.00 lakhs as the third

phase of the work. The formation of the courts with rubberized flooring has been completed in 2012-13 at an expenditure of Rs24.00 lakhs.

During 2013-14 the following works have been executed

ACP paneling –	25.00 lakhs
Compound wall	15.00 lakh
Store room and kitchen –	15.00 lakhs

The total built up area of the stadium is 2185 square meters including the two galleries on both sides. The works were executed through tender system. Three contractors were engaged at different phases of construction. The total expenditure include contractors profit , tender excess etc

The funds required for the construction of the stadium have been channelized from the following sources.

Table No.1: Flow of Funds

Development Fund of the Panchayat	70.00 lakhs
Maintenance Grant of the Panchayat –	50.00 lakhs
Block Panchayat-	15.00lakhs
M.P.L.A.D-	22.00 lakhs
O.S.R of the Panchayat –	60.00 lakhs
World Bank Assistance under KLGSDP –	30.00 lakhs
Sports Council Assistances –	50.00 lakhs
TOTAL	300.00 lakhs

Source: Annual Financial Statements, Nadapuram Village Panchayat

The stadium was inaugurated on 26th May 2014. A volley ball tournament participating international and national players was conducted along with the inaugural ceremony.

4 Planning

Nadapuram has been a renowned centre of volley ball tournaments. Other sports and games also flourished in the place. There were play grounds and courts at every nook and corner of the Panchayat. The sports and arts clubs in the villages organized several events, during festival seasons and vacations. However the economic boom started in the 1990s adversely affected the sportsman spirit of the villagers. The massive migration of people to the Gulf countries in search of better employment avenues and income and spiraling up of land value have been the major reasons of this phenomenon. The village clubs became defunct. The vacant



Inside View

lands used as play grounds and courts were grabbed by realtors.

The Panchayat Committee took up the issue and developed a vision to boost sports and cultural activities in the Panchayat and restore the lost glory in these sectors. It has been decided to set up an indoor stadium under the ownership and management of the Panchayat.

Extensive consultations have been held at various levels, including grama sabhas and a comprehensive action plan has been formulated during 2007-2008. An extent of 76.00 cents of land located in a prime area near the Panchayat office has been decided to be purchased utilizing own funds of the Panchayat. The construction of the indoor stadium and ancillary facilities have been planned to be executed in phases since the anticipated investment came up to Rs 300.00 lakhs. The major sources identified for pooling the funds have been the following:-

- | |
|---|
| <ul style="list-style-type: none">(a) Grant-in-aid from the state government by way of development fund and maintenance grant(b) Local area development fund of the Member of Parliament of Vadakara Constituency(c) World Bank assistance under Kerala Local Government Service Delivery Program(d) Financial assistance of the Kerala Sports Council(e) Contribution of Block Panchayat Thuneri.(f) Own Sources of Revenue (OSR) of the Panchayat. |
|---|

The task of preparing the structural designs and drawings has been decided to be entrusted with an expert agency by name Integrated Solutions Cochin. Estimates have been prepared and technically approved by competent PWD authority. The estimates have been prepared work wise as below:-

- Earth work and sub structure
- Super structure
- Finishing, electrical and plumbing works
- Formation of courts
- ACP paneling
- Compound wall
- Store room and kitchen

Administrative sanction for the estimates has been obtained from the District Planning Committee, Kozhikode under the annual plans of the respective financial years, starting from 2007-2008 to 2013-2014. The project formats prescribed for the planning process of Panchayats have been used for the purpose.

The Panchayat committee decided to adopt open tender system for the execution of the work under the supervision of the engineering wing of the LSGD division of PWD.

The Panchayat committee envisaged the stadium as the co-ordinated efforts of various institutions and agencies.

- District/Block Panchayat
- Kerala Sports Council
- Member of Parliament / Member of Legislative Assembly.
- Kerala Local Government Service Delivery Project (KLGSDP)
- Public Works Department of Local Self Government Department
- District Planning Committee
- Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

5. Implementation

The various components of the action plan have been systematically implemented over a period of 5 years. An extent of 76 cents of land suitable for setting up the stadium has been identified in a prime location of the Panchayat near the State Highway. The land has been purchased observing all formalities. After several discussions and



Indoor Stadium Inaugurated

consultations the plan and design of the stadium have been finalized. Detailed estimates have been prepared by PWD Engineers. Technical sanctions have been issued by superintending Engineer PWD Circle, Kozhikode. Detailed project proposals as per guidelines have been prepared in the formats and submitted to District Planning Committee, Kozhikode. On getting the sanctions, the works have been tendered in stages. Three contractors were engaged for completion of the work. The works have been executed in five stages as below:-

Table No.2: Stage Wise Execution of Work

Stage	Nature of work	Estimated cost
Stage 1	Earth work and sub structure	50.50
Stage 2	Super structure	98.50
Stage 3	Finishing, electrification, plumbing	38.00
Stage 4	Formation of courts	24 .00
Stage 5	ACP paneling, compound walls, store room and kitchen	55.00

Source: Engineering Wing , Nadapuram Village Panchayat

Inevitable expenses like consultancy fees, tender excess etc have been incurred additionally. The stadium has a total area of 2185.00sq.m as below:-

Table No.3: Description of Area

Building-	1600.00sq.m
Gallery 1 -	265.00sq.m
Gallery 2 -	320.00sq.m
Total -	2185 .00sq.m

Source: Engineering Wing , Nadapuram Village Panchayat

Table No.4: facilities available in the stadium

Badminton court –	4 Nos
Volley ball court –	1 No
Basket ball court –	1 No
Conference Hall-	1 No

Source: Engineering Wing , Nadapuram Village Panchayat

The courts are provided with rubber mat flooring. The gallery capacity is 1500 people on both sides. There are cooking and dining facilities. Residential facilities are also arranged for the players participating in tournaments.

6. Uniqueness of the Project

Nadapuram is acclaimed as the one and only Grama Panchayath in the State in possession of an indoor stadium of international standards. Unlike the routine projects taken up by most of the Panchayats, this is an innovative and unprecedented project. This Herculean task has been conceived taking into consideration the local situation and the potentialities and as a tribute to renowned sportsmen like Padmasree Tom Jose. Despite the limitations of the Panchayat in resource mobilization, technical support and financial powers, the Panchayat took the brave step with determination and vision clarity. The limitations have been overcome by taking up the work in phases over a five year period and mobilizing resources from outside.

The Panchayat also succeeded in co-coordinating various institutions and agencies in the venture. The support of the public was also availed in materializing the project by way of contributions. It has to be pinpointed that 20 percent of the total cost has been borne from OSR of the Panchayat.

Another feature in the implementation of the project has been that all norms, formalities and guidelines have been strictly followed by the Panchayat. There has been no audit objection or adverse comments in the implementation strategy or process.

The stadium is under the direct control and management of the Panchayat. A watchman is appointed to look after the day to day activities.

An average number of 200 persons turn up for practice in the stadium daily. Membership fee of RS.250 is charged monthly per person for regular practice. As regards tournaments and events Rs.15000/- per day is charged for using the stadium and ancillary facilities.

7. Challenges Faced and Lessons Learnt

The Panchayat faced many challenges in the course of implementation of the project. Getting clearness from higher authorities for the work has been a big task at the initial stage. Attempts

were made from several quarters to dissuade the Panchayat from taking up the project on the argument that it beyond the preview and mandate of the Panchayat. Mobilizing funds and making timely payments to the contractors has also been challenges. As a result, delay occurred in completion of the works. Now that several big events are taking place in the stadium since it is the only one in Vadakara and surrounding area, the Panchayat has no reason to regret. It has also taught the Panchayat the lesson that with perseverance and determination all the hurdles in the way of development programs can be overcome. The Panchayat has also shown yet another untrodden path of service delivery.

8. Role of External Factors

Several external factors played their roles in making the project a reality. The support given by KLGSDP, local M. P, Block Panchayat, and PWD are worth mention. Kerala Sports Council also extended their whole hearted support and sizeable financial assistance .The media also supported the project in a big manner.

9. Benefits and Sustainability

Youth and children in and around the Panchayat are utilizing the stadium for practising in sports and games. Many events, local, district, state, inter -state, and national are being conducted in the stadium.

The stadium is a big asset and a source of regular income to the Panchayat. The running expenses can be met from the membership fees and the fixed charges for tournaments. Since physical fitness and athletics are getting more and more importance now a day, and Kerala is standing in the forefront in sports and games in the national scenario, the indoor stadium of Nadapuram will never lose its relevance and sustainability.

The stadium has paved the way for assembling children and youth across caste and creed. This has developed an associational life among the youth with trust, reciprocity and network. This will lead to build a robust of social capital among themselves.



4. Best Practices – Kaviyoor Gram Panchayat

1. Background of the Panchayat

1.1 Setting :- Kaviyoor Village Panchayat is situated in Central Travancore, near Thiruvalla in Pathanamthitta District. It is located towards the western bank of Manimala river enroute to the famous pilgrim centre, Sabarimala.

Kaviyoor occupies a unique place in the history of Brahmin settlement in Kerala. Thrikkaviyoor Mahadeva Temple, famous for the gable style of architecture and darrusilpas (wooden sculptures) is one of the oldest temples in Kerala and believed to have been constructed in the early part of the tenth century AD. The remnants of cave temples constructed by the Pallavas are found in the Panchayat. The Panchayat came into existence in 1953. So also the CMS Church established in 1854 located in the Panchayat is one of the oldest churches in the State.

Table No.1: General Information

District	Pathanamthitta
Taluk	Thiruvalla
Village	Kaviyoor
Block	Mallappally
Area	12.67 sq km
Boundaries	
North	Kunnathanam GP
East	Kalloopara
South	Manimala River
West	Thiruvalla Municipality
No of wards	14
LA constituency	Thiruvalla
LS Constituency	Pathanamthitta

Source: Development Report, Kaviyoor Village Panchayat

Table No.2: Demographic Particulars

Total population	18582
Male	8692
Female	9890
No of Children (Up to 6 years)	1838
Male	895
Female	943
SC population	2907
Male	1426

Female	1481
ST population	06
Total number of families	4324
Density of population	1287
Literacy	96.35
Sex ratio	1033
No of SC families	580
No of SC Colonies	1
No of ST families	14

Source: Development Report, Kaviyoor Village Panchayat

Table No.3: Topography of the Panchayat

Sl No	Category	Area (hectares)	Percentage
1	Hills	77.00	6.08
2	Meadows	32.00	2.53
3	Highly Sloppy	198.00	15.63
4	Moderately sloppy	405.00	31.97
5	Plains	207.00	16.34
6	Wet lands	303.00	23.91
7	Water logged	45.00	3.54
	Total	1267	100.00

Source: Development Report, Kaviyoor Village Panchayat

Agriculture and allied occupations are the major livelihood options of the people in the Panchayat many families earn their livelihood through animal husbandry in the Panchayat. The total agriculture land comes to 1122 hectares of which 260 hectares are wet and 862 ha dry.

Table No.4: Pattern of distribution of Agricultural land

Extent	No of families
Below one hectare	2494
1-2 hectares	85
Above 2 hectares	24
Total	2603

Source: Development Report, Kaviyoor Village Panchayat

Table No.5: The cropping pattern in the Panchayat

Sl No	Crop	Extent of land	Percentage
1	Paddy	260	23.17
2	Coconut	192	17.11
3	Tapioca	90	8.02
4	Banana	85	7.57
5	Vegetables	20	1.78
6	Pepper	60	5.34
7	Rubber	285	25.43
8	Other crops	130	11.58
	Total	1122	100

Source: Krishi Bhavan, Kaviyoor Panchayat

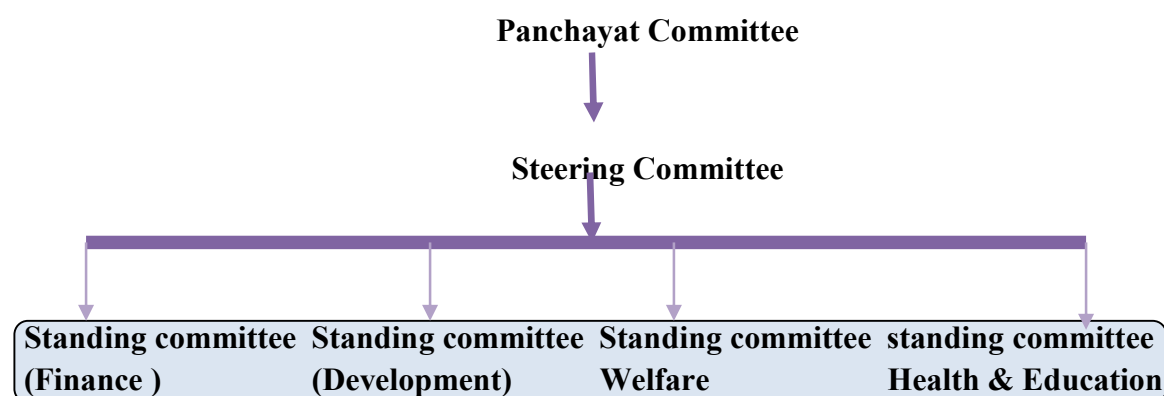
Overseas migration in search of better employment opportunities is a common phenomenon in the Panchayat. Many people, sometimes the entire families, have gone abroad entrusting their house and land with their relatives or trustworthy persons.

1.2 Governance

Kaviyoor Village Panchayat has developed a governance system to make it accessible, responsive and accountable to the people. The various platforms created as part of the democratic decentralization are functioning effectively in local development and grievance redressal.

There are 14 wards and Gram Sevakendras are established in every ward. Out of the 14 elected members, 7 are women and two belong to SC community.

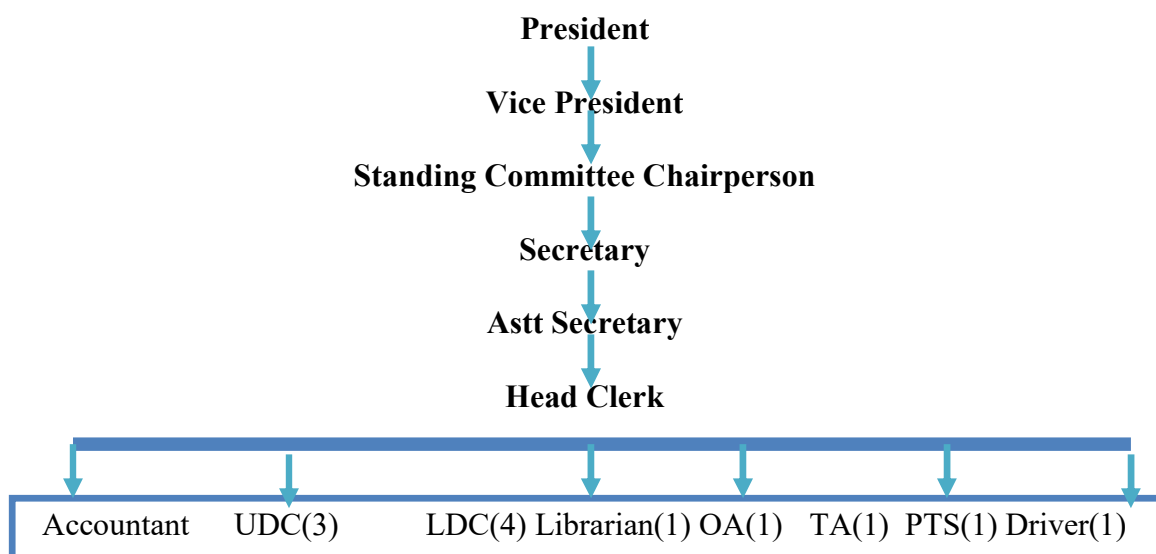
1.2.1. Governance Structure



The Panchayat office is functioning in a two-storied building, with the President and Vice President sitting in the ground floor. Front office is set up in the ground floor at the entrance point. The office is functioning in the first floor. There is a shopping complex of the Panchayat in the same premises. Some of the transferred institutions (Krishi Bhavan, Veterinary Dispensary) and Kudumbashree CDS office are functioning in the Panchayat building.

The Panchayat office is fully computerized. It is also found that all the sanctioned posts are filled up and there is full complement of staff. A vehicle also is available in the Panchayat.

Administrative Structure



1.3. Offices and Institutions

Table No.6: Offices and Institutions functioning under the direct control of the Panchayat

Sl No	Name	Number
1	Krishi Bhavan	1
2	Public Health Centre	1
3	Veterinary Dispensary	1
4	Ayurveda Dispensary	1
5	Homeo Dispensary	1
6	LP schools	2
7	Village Extension Officer	2
8	Anganwadi	18
9	Library	3
10	Family welfare centres	3
11	ICDP centres	3
12	LSGD engineering Wing	1
13	SC promoter	1
14	Asha workers	14

Source: Development Report, Kaviyoor Village Panchayat

Table No.7: Other offices and institutions functioning in the Panchayat

1	Higher Secondary school	1
2	Teacher training institute	1
3	High school	3
4	Primary schools	7
5	Post offices	2
6	Commercial banks	2
7	Co-operative banks	3
8	Ration shops	11
9	Maveli store	1
10	Namma Outlet of State Cooperative Consumer Federation	1

Source: Development Report, Kaviyoor Village Panchayat

There is a National Fish Seed Farm under an Assistant Director in the Panchayat for the production and distribution of fishlings for the neighbouring three districts. The institution is spread over an extent of 150.00 hectares of land. The fish ponds built are not put to optimum use now. The Panchayat has plans to utilize the ponds for pisciculture under MGNREGS.

1.4. Overall Performance

The Panchayat has implemented many innovative programmes in the previous year for the benefit of the people. It has been declared a ‘Total Pension Panchayat’.

Table No.8: Details of Pension Beneficiaries in the Panchayat

Sl No	Type of Pension	No of Beneficiaries
1	Old age	101
2	Widow	379
3	Differentially abled	162
4	Unmarried women above 50 years	18
5	Agricultural labourers	281
6	Unemployment allowance	83

Source: Pension Register, Kaviyoor Village Panchayat

Interventions of the Panchayat in livelihood promotion, women empowerment, child development, inclusion of SC communities, road connectivity, drinking water, sanitation and solid waste management, health care programmes etc. has brought about sustainable improvements in the living conditions of the people. Some of the major activities are briefly indicated below:

1.5 Planning Process

The decentralized planning process is followed in the Panchayat in letter and spirit. The methodology prescribed by Government for participatory planning is operationalised vigorously. The Gram Sabhas are vibrant forums to articulate the needs of the people. There are the following working groups for the preparation of plans and projects.

- Animal husbandry & dairy development
- Small scale industries
- SC development
- Women & child development
- Health
- Drinking water & sanitation
- Education, culture, sports and youth affairs
- Public works & energy
- Social welfare
- Poverty alleviation including housing
- Agriculture & allied sectors
- Good governance

The Plan documents are prepared following the due process and submitted to District Planning Committee along with individual projects and supporting documents properly and in time. The implementation entrusted with the sectoral officers concerned. Close monitoring is made by the Panchayat Committee, Standing committees and the Working Group concerned.

1.6. Gram Sabha

The Gram Sabhas in the Panchayat are convened regularly and systematically. The Gram Seva Kendra function as the nodal points for conducting the Gram Sabhas. Special Gram Sabhas are also held according to necessity. The details of gram sabhas held in 2013-2014 are finished in the table below

Table No.9: Gram Sabha Participation

Ward	Number of voters	Number of Gram Sabha meetings	Total Number of persons participated	Average participation	Percentage
1	894	6	524	87	9.7
2	854	6	625	104	12.2
3	1043	6	622	104	10.00
4	1017	6	672	112	11.00
5	940	6	616	103	11.00
6	1134	6	625	104	9.2
7	1024	6	592	99	9.7
8	965	6	629	105	10.9
9	890	6	545	91	10.2
10	879	6	646	108	12.3
11	844	6	669	112	13.3
12	975	6	651	109	11.2
13	1068	6	735	123	11.5
14	815	6	516	86	10.6
Total	13342	84	8667	103	10.8

Source: Minutes books of Gram Sabhas, Kaviyoor Village Panchayat

The participation level remains more or less the same during 2014-2015. Three Gram sabhas have been held in every ward during the year.

1.7. Financial Management

Financial position and management of the Panchayat is on a satisfactory level. The accounts are computerized and the statements are furnished online.

Table No.10. Statement showing flow of funds to the Panchayat during 2014-2015

Source	Amount (Rs. in lakhs)
(A) A Devolved Fund 2014-2015	
Development Fund	
(a)GENERAL	62.64
(b)SCP	51.16
(c)TSP	0.14
Maintenance Grant	
(a)ROAD	42.40
(b)NON-ROAD	21.30
13 th Finance Commission Award	45.43
World Bank Assistance	50.44
MGNREGS	109.12
Transferred Funds of Departments	0.63
Old age pension	5.34
Widow pension	32.00
Spinster above 50 pension	1.42
Disabled pension	10.89
Agriculture labourers pension	20.99
Unemployment allowance	0.55
Child welfare	1.70
Drought fund	5.38
Other govt funds	6.34
Total	467.87
B. Own Sources Funds	
Property tax	35.28
Professional tax	8.66
Other taxes	8.75
D& O license fee	0.13
Building permit fee	9.89
Building fitness fee	0.11
Birth & death registration fee	0.02
Marriage registration fee	0.17
Other fees	1.57
Fines	0.29
Cost of forms	1.20
Other receipts	2.66
Total	68.74
Grand Total	536.61

Source: AFS 2014-2015, Kaviyoor Village Panchayat

Table No.,11: Plan Outlay & Expenditure of Last 5 Years

Year	Outlay	Expenditure (Rs in lakhs)
2010-2011	117.38	117.38
2011-2012	152.25	152.25
2012-2013	164.96	164.96
2013-2014	193.89	193.89
2014-2015	221.45	221.45

Source: Annual Financial Statements

The outlay for 2015-2016 comes to the tune of Rs.240.69 lakhs.

The notable achievements of the Panchayat are:-

- (The plan funds allocated by Government have been fully utilized consecutively during the last 5 years
- Own sources of revenue have been fully tapped and collection is recorded on a progressive scale. The DCB statement for 2014-2015 is given below

Demand	-	85.56 lakhs
Collection	-	68.74 lakhs
Percentage	-	80.14

1.8. Kudumbashree

Kudumbashree has undertaken many innovative programmes in the Panchayat. The CDS office is functioning in the first floor of the Panchayat shopping complex. The Chairperson, Vice Chairperson and accountant are booking after the day to day activities. Assistant Secretary of the Panchayat acting as the member secretary of CDS. There are 131 NHGs with a total membership of 2400 women. There are 59 JLGs engaged in various productive ventures. The total savings of Kudumbashree units will come to more than Rs.100 lakhs.

The Panchayat closely monitor the functioning of Kudumbashree. Monthly meeting are held regularly and systematically

1.9. Awards Recognitions

Many awards and recognitions have been bagged by Kaviyoor Village Panchayat. The major ones are:-

- (a) Swaraj Trophy for Best Panchayat in the district 2011-2012
- (b) Swaraj Trophy for Best Panchayat in the State 2012-2013
- (c) Swaraj Trophy for Best Panchayat in the State 2013-2014
- (d) RGPSA award of Ministry of Panchayati Raj, New Delhi 2013-2014

1.10 Best Practices

The Panchayat has developed several good practices in providing quality services to the people. These achievements are the results of the concerted efforts of the elected representatives under the leadership of the dynamic President and the proactive attitude of the officials in the Panchayat office as well as of the institutions.

(a) Laksham Veedu- Reconstruction of Dilapidated Houses

The duplex houses constructed under the 'Laksham Veedu' programme of the State Government have been converted into single houses by the Panchayat over a decade ago. The houses got dilapidated in course of time. The Panchayat obtained special sanction from Government to spend Rs.50000/- on each of the houses for reconstruction and 70 houses have been reconstructed at a total cost of Rs.35.00 lakhs, major chunk of which has been mobilized from the prize money of the Panchayat obtained for their outstanding performances over the years.

(b) Mannum Manavum

This is a comprehensive project for the cultivation of fallow lands found extensively in the Panchayat by JLGS under the management of Kudumabashree and in convergence with MGNREGS. The major components of the project are:-

1. Kaviyoor Vegetable Producers Society
2. Inputs to the farmers and market for their produces.
3. Organic vegetable cultivation using micro nutrients
4. Agricultural Action Group of 30 persons with implements and tools
5. Paddy cultivation in 200 ha
6. Tuber cultivation in 85 ha
7. Banana cultivation in 65 ha



JLG Members at Work



Marketing centre

The ultimate objective of the project is to make Kaviyoor a zero fallow land Panchayat



Fallow land made Paddy field

The agricultural operations are undertaken through Joint Liability Groups (JLG). Resources are mobilized by way of financial assistance under Rastriya Krishi Vikas Yojana (RKVY) State Horticulture Mission (SHM), development fund of the Panchayat, bank loans etc. The land development activities are undertaken under MGNREGS.

(c) SHE Auto

The Panchayat provided 23 autorickshaws to 23 women members of Kudumbashree units. The total project cost has been Rs.57.00 lakhs of which Rs.47.00 lakhs was mobilized as soft loan from banks



She Auto Rally

(d) Recapturing of Encroached land

The Panchayat initiated legal action against encroachers of river banks and recaptured prime lands with favourable verdicts of courts of law.

(e) Village Tourism

The Panchayat has set up an amusement and recreation park for the public on the bank of Manimala River

(f) Environment Protection

The Panchayat has taken several effective steps for preventing illegal sand mining in Manimala River bed. The Panchayat organized 'Thunder Carnival' with the river and banks as venue to spread the message of river protection.

(g) Self Financing College

At the initiative of the Panchayat MG University has sanctioned an Arts and Commerce college in the Panchayat during the academic year 2015-2016. The college is managed by a sponsoring committee headed by the GP President, who is also a syndicate member of MG University. The land required for establishing the college to the extent of 3.00 acres has been provided by the Panchayat.

CASE STUDY NO.1

Eviction of Encroachments of River Puramboke Land in Kaviyoor Village Panchayat

1. Background

As per section 218 of Kerala Panchayat Raj Act 1994, all river puramboke lands are vested with Village Panchayats under the section it is laid down that “ Notwithstanding anything contained in the Kerala Conservancy Act 1957 (8 of 1958) or in any other law for the time being in force all public water courses (other than rivers passing through more areas than the Panchayat area which government may by notification in the Gazette specify) the beds and banks of rivers, streams, irrigation and drainage, channels, canals, lakes, backwaters and water courses and all standing and flowing water springs, reservoirs banks, cisterns fountains, wells, kappur and chais, stand pipes and other water works including those used by the public to the extent as to give a prescriptive right to their use, whether existing at the commencement of the Act or after wards made, laid or erected and whether made laid or erected at the cost of the Panchayat or otherwise and also any adjacent land not being private property appertaining thereto stand transferred to and vest absolutely in the Village Panchayat.”

The Kerala Panchayat Raj (Removal of Encroachment and Imposition and Recovery of Penalty for Unauthorized Occupation) rules 1996 has empowered the Village Panchayats for eviction of illegal occupation of public property under the possession of the Panchayat.

Kaviyoor Village Panchayat has invoked the above provisions effectively for eviction of illegal possession of river puramboke on the bank of the Manimala river through legal action. This endeavour of the Panchayat can be classified as a best practice for adoption of other local governments.

2. Nature of the Best practice

Manimalayar is a perennial river and is regarded as the lifeline of Central Travancore. The river originates from the western ghats, flows down through Manimala Village, joins Pamba river and falls into the Vembanad lake. The river flows along the north eastern part of Kaviyoor Panchayat. The river bank stretches over 4.00 kms in the Panchayat. The river bank has an extent of 10.00 hectares approximately, which is state revenue land, vested in Kaviyoor Village

Panchayat as per section 218 of the KPR Act. Out of this 1.0344 ha. of land has been lost to the Panchayat over the years through wanton encroachments.

The Panchayat committee started the eviction process in 2011, issuing notices to the encroachers. Seven of the encroachers positively responded to the notice and vacated 19 cents of land under their illegal occupation. However, two major encroachers approached the Munstiff Court , Thiruvalla challenging the contention of the Village Panchayat that they are occupying river puramboke land illegally. They argued that they were in respective possession of the properties in succession of predecessors in interest for the



A Patch of Evicted Land

past around 100 years. They planted coconut and rubber trees in the land and have been taking the yield. According to them, by this kind of enjoyment they have perfected title over the properties by adverse possession. The Panchayat filed statement of facts in the court alleging that the petitioners are property grabbers and mere occupants and they have no valid title over the properties.

In the meanwhile the encroachers filed a writ petition in the Hon'ble High Court, which was summarily dismissed by virtue of judgement in favour of the Panchayat. The Munstiff Court went into all aspects of the case, appointed two commissions, examined witnesses on both sides, perused the registers records and documents. On 8th April 2014, the suit has been decreed, disallowing the relief sought by the petitioners for declaring their right and title over the entire property under their occupation.

Aggrieved by the judgment of the Lower Court, the encroachers filed separate appeals challenging the decree before the Sub-Court Thiruvalla. The Hon'ble Sub Court in a landmark judgment on 10th February 2015 declared that the possession however long does not lead to a conclusion that the possession was adverse to the title of the Government and found no ground to

interfere with the findings of the lower court regarding adverse possession claimed by the petitioners. Thus an extent of 58.3 cents (23.59 ares) of river puramboke land under the illegal possession of private persons has been recaptured by the Panchayat.

3. Pre-good practice scenario

Smt. Valsalakumari W/o Sivaraman Nair Palakamalayail House, Kuttappuzha Village, Thiruvalla Taluk was in possession of an extent of 42 acres 90. sq. meters land in Sy No581/11 and 666/8 of Kaviyoor Village by virtue of a sale deed of Sub-Registry Thiruvalla. Sri. Radhakrishnan, S/o Madhavan Nair, Aluva Village, Ernakulam District was in possession of 32 acres and 37.sq.meters land in Sy No582/2 and 666/10 of Kaviyoor Village by virtue of a partition deed of Sub Registry Thiruvalla. Smt Valasalakumari was in possession and enjoyment of 15 cents of river Puramboke lying contiguous to her property mentioned above. This item of property legally belonging to the Panchayat was kept in her possession in succession of predecessors for more than 100 years and planted with coconut and rubber trees.

Sri Radhakrishnan S/o Madavan Nair kept in his possession an extent of 14 cents river puramboke lying contiguous to his property also for more than 100 years in succession of predecessors. In the immediate south of the river puramboke land under the possession of both the parties there was a passage and further south flowed the Manimala River.

4. Process of adoption of good practice

As and when the encroachments of river pruumboke land came to the notice of the Panchayat Committee which assumed office in 2011, field survey was conducted and provided markings on the trees standing in the river puramboke land and boundary stones planted. The illegal occupants issued notices to the Panchayat about launching of civil litigation in the event of encroachments over their properties. The Panchayat gave notices to both the parties, denying their claims. The parties field O.S.No.380/2011 in the Munstiff Court, Thiruvalla. The defendants were the Secretary and the President of Kaviyoor Panchayat who entered appearance through an advocate and filed written statement of facts. Actually written statements were filed thrice. It has been argued that the suit was not maintainable why because of Section of 249 of Kerala Panchayat Raj Act 1994. The river bank property comprised in Resurvey No.666/5 vested

with the Panchayat under Section 4/5 218 of the KPR Act 1994. The Panchayat has every right to recover possession of the encroached property in public interest.

The Hon'ble Court deputed a Commission for local inspection. The Commission filed report with sketch. The Commission found the properties lying contiguous till it reached the passage on the river side. She also found a hoarding and marking on trees presumably put up by the Panchayat to demarcate the boundary of the river puramboke. A second Commission was appointed for the measurement of the properties. The properties were surveyed and report and plan submitted to the Court. The Commission found barbed wire fencing put up by the Panchayat during the course of litigation.

In the meanwhile the aggrieved parties moved the Hon'ble High court for redressal. The Court deputed an Advocate Commission for local inspection. The Hon'ble High Court dismissed the original petition with necessary directions to the lower court.

The Hon'ble Munsiff considered all the issues involved in the case and arrived at the following conclusions.

- (i) The plaintiffs are entitled to declare their title over the property other than the river puramboke under their possession and enjoyment.
- (ii) Their contention that they are in possession of river puramboke comprised in Resurvey No.666/5 in succession of predecessors in interest for the past around 100 years is not substantiated. The property is state owned revenue land. Mere possession, however long, is not sufficient for perfected right by adverse possession.
- (iii) The Panchayat has been restricted through perpetual prohibitory injunction from encroaching upon the private property lying contiguous to the river puramboke.

The decree was issued on 8/4/2014. Sri M.Radhakrishnan the second party filed an appeal suit against the above decree of the Munsiff's Court before the Sub-Court, Thiruvalla. The court delivered judgment on the appeal suit on 10/2/2015. The sub-court considered the following points.

- (i) Whether perfected title can be allowed to the river puramboke by adverse possession against the Panchayat
- (ii) Whether there is any ground to interfere with the findings of the lower court.
- (iii) Relief & Costs.

The Sub-Judge upheld the views of the Munsiff fully, According to him the lower court has considered the settled legal principles and has been right in concluding that the claim of adverse possession over the river puramboke is not established. The court also observed that possession, however long, does not lead to a conclusion that the possession was adverse to the title of the government. The properties in survey No.666/5 was the river puramboke vested in the Panchayat. The court found no ground to interfere with the finding of the lower court, no merit in the appeal and hence dismissed with cost of the Panchayat.

5. Planning of the good practice

The course of Manimala river has turned narrow along several stretches owing to wanton encroachments over the years. Encroachers are holding illegal possession of large extent of river puramboke on either banks of the river with forged titles and other revenue –survey records . Kaviyoor Panchayat initiated legal proceedings under the Kerala Panchayat Raj (Removal of Encroachment and Imposition and Recovery of Penalty for Unauthorized Occupation)rules 1996 for eviction of unauthorized occupation of the river puramboke land. Separate enquiries have been conducted by Deputy Tahasildar, Survey Superintendent and Deputy Director of Survey. All the inquiries confirmed the loss of 1.0344 ha. Of river puramboke in Kaviyoor Panchayat. The Panchayat identified encroachments on a large extent of river puramboke at Manakachira by private parties. It has been found that there are seven to nineteen sub divisions created in resurvey number 666/5 in the supplement area register at the office of District Survey superintendent. It has also been found that 5 new thandaperus have been created under Re-survey Number. 666/5 in the supplement area register at the office of the District Survey Superintendent leading to a loss of 1.0344 ha of river puramboke land. The illegal assignment of revenue land to private parties presumably occurred during survey adalats.

As per rule (5) 1 of KPR Rules 1996 the Panchayat issued notices to the encroachers. An extent of 19 cents have been vacated by 7 illegal occupants. However, two persons approached the Munsiff Court, Thiruvalla, Sub-court, Thiruvalla and the High Court of Kerala. The Panchayat contested the suits and obtained favourable verdicts for recapturing 58.3 cents of river puramboke.

The Panchayat committee passed a resolution on 14th May 2014, authorizing the Panchayat Secretary and President to take necessary steps for recovering the entire extent of the river puramboke from illegal occupants. Earnest effort are under way to evict the encroachments including the multi-storey apartment complex under construction in 1.4 acres of puramboke land.

6. Implementation

The Panchayat carried out the eviction process through proper channel and adhering to the rules and procedures prescribed by Government. At the outset the Panchayat issued notices to all the encroachers to vacate the puramboke land under their possession. As per rule 5 (2) 'Panchayat shall examine the objections, if any, received to the notice mentioned under sub rule (1). If it appears that the objection is not satisfactory or the matters stated are unsustainable in law, a second notice shall be served to the occupant and he shall be required, therein to vacate the unauthorized occupied land within one week after the receipt of the notice'. The Panchayat complied with the formalities and sought the advice and support of the authorities of Revenue and Survey Departments in implementing the court verdict. Statement of facts of the case with supporting evidences have been filed in the courts thorough an advocate engaged by the Panchayat. The Panchayat also erected boards and made markings to demarcate the puramboke land. Barbed wire fencing was also provided to mark the boundary.

The lands vacated and recaptured have been taken into possession and well-defined boundaries have been provided on all four sides. An amusement park has been established in the recaptured land at Manakachira in Ward X of the Panchayat.

7. Unique process

The Panchayat adopted a unique process in recapturing the encroached lands. On assuming office, the Panchayat Committee declared that Environment Protection would be the core theme. Several initiatives have been planned and implemented in this direction. Recapture of encroached river puramboke was one of the activities.

The Panchayat approached the authorities of Revenue and Survey Departments in the Taluk and District to ascertain the extent of encroachment. It has been found that 1.0334 ha of river puramboke in the Panchayat have been encroached upon and illegally occupied by private parties. The Panchayat identified the encroached portions and put up boards, markings and barbed wire fencing to protect the lands.

When two of the encroachers filed suits against the action the Panchayat fought the case tooth and nail in all the courts engaging an advocate, who is the Standing Counsel of the Panchayat.

Another unique feature is that the Panchayat has utilized the recaptured land to establish an amusement park mainly intended for children and the park is attracting large number of people from far and wide places. The governance of the park is being entrusted with the Kudumbasree of the Panchayat for operation and management.

The recapturing of the river puramboke land has been realized with the coordination of many factors. The officials of the Departments of Revenue and Survey extended their whole hearted support in furnishing the records conducting field survey and preparing plans and sketches. The District Collector, Pathanamthitta played the lead role. Deputy Director of Survey to Land Records, Pathanamthitta master minded the operation. Two commissions appointed by the Court also acted in a just and fair manner for the benefit of the Panchayat.

8. Challenges faced and lesson learnt

In the course of the eviction process and the litigation, the Panchayat has been put in an embracing position, when the encroachers produced land tax paid receipts issued by Village Officer in respect of the river puramboke lands for which no title deeds exist. The Panchayat Committee took up matter with the District Collector, who asked the Deputy Director, Survey to conduct an enquiry. On verification of the supplementary area register in the office of the Deputy Director, it was found that new sub-divisions have been created under survey number 666/5 from 7 to 19.

As per village records, 15 new 'thandperus' were found created under the survey number. This led to the loss of 1.0344 ha of revenue land. It has to be presumed that the encroachers obtained the tax receipts even without any title over the land through dubious means.

Another challenge faced by the Panchayat has been in the demarcation of the boundaries of the Puramboke land. Since the land has been under the possession and enjoyment of the illegal occupants, their properties and the puramboke land were lying as contiguous plots for several decades. Coconut and rubber trees were also grown in the land. With the commission appointed by the Munsiff Court measuring the land, the boundaries have been fixed.

Political rivalry also posed a challenge in the eviction process. Political opponents levelled false allegations against the Panchayat. The clear verdicts of the courts and the transparent style of functioning of the Panchayat enabled them to come out of the allegations.

The Kaviyoor story is an eye opener for all local governments in the state. Vast extents of revenue land vested with them are in the possession and enjoyment of private parties. With political will and determination all such lands can be recaptured and utilized for public purposes.

The land mark judgement of the Sub Court, Thiruvalla has far reaching impact on the status of revenue land illegally occupied by private persons. In the judgement it has been stated in unequivocal terms that the possession of public land, however long, does not lead to the conclusion that the possession was adverse to the title of the government.

The need for giving first priority to environment protection is highlighted through the experience of Kaviyoor Panchayat.

9. Benefits and Sustainability

The recaptured lands are the immovable assets of the Panchayat. The land can be utilized for developmental projects. Kaviyoor Panchayat has established a park in the recaptured land at Mankachira a prime location in the Panchayat lying adjacent to state highway. The park has been provided with facilities for children to play and elders to relax on the river bank.



The Panchayat has also taken up the construction of Model Anganwadi at an estimated cost of Rs.23.75 lakhs sanctioned under MLALAD In a portion of the recaptured land.

The Panchayat has also managed to provide 3.00 acres of land to start a self financing college at Mankachira adjacent to the recaptured river puramboke land by M.G.University,Kottayam.

The endeavaour of the Panchayat has ever lasting impact on the socio-economic condition of the people.

Norms flouted as high-rise comes up on Manimala bank

Probes confirm loss of 1.0344 ha. in Kaviyur panchayat alone

Radhakrishnan Kuttoor

PATHANAMTHITTA: And quite flows the Manimala, filling disgust and despair in its folds. This perennial river, regarded as the lifeline of central Travancore, has been suffering much misery caused by real estate greed.

The course of the river has turned narrow along several stretches owing to wanton encroachments over the past decade. There were reports of encroachers holding illegal possession of a large extent of river puromboke on either bank of the Manimala river allegedly with forged titles and other revenue-survey records. All river puromboke land is vested with the grama panchayats as per Section 218 of the Kerala Panchayat Raj Act.

Forged documents

As per the revenue records, properties in Re-survey No 666/5 of the Manimala river and on its northern bank are completely vested with the panchayat.

Separate inquiries conducted by the deputy tahsildar, survey superintendent, and the deputy director of survey have confirmed loss of 1.0344 ha. of river puromboke in Kaviyur panchayat alone. The panchayat has identified encroachments on a large extent of river puromboke at Manackachira by private parties, allegedly with the help of forged documents.

High-rise apartments

In two separate petitions to the Vigilance Department, Manimalayar Samrakshana Samiti leader K.P. Kurien and panchayat member M.P. Dineshkumar have alleged that the multi-storey apartment complex under construction on the banks of Manimala was in 1.4 acres of puromboke land.

Mr. Dineshkumar alleged that the United Democratic Front (UDF)-ruled panchayat had been maintaining a studied silence towards the



BLATANT VIOLATION: A view of the puromboke land in illegal occupation on the northern bank of the Manimala river at Manackachira in Kaviyur panchayat in Pathanamthitta. — PHOTO: LEJU KAMAL

encroachment of the government land by a real estate lobby, while actively pursuing the violations committed by a few individuals.

Panchayat president T.K. Sajeew told *The Hindu* that the panchayat had already recovered 53 cents of government land from illegal occupation through legal proceedings and earnest efforts were under way to evict the remaining encroachment too.

The panchayat committee had also passed a resolution on May 14, 2014, authorising the panchayat secretary and president to take necessary steps for recovering the entire extent of the river puromboke from illegal occupation.

No title deeds

Anzil Zachariah, standing counsel of the panchayat, said the encroachers had been oc-

cupying the river puromboke without any title deeds. Deputy Director of Survey Anilkumar said he had filed a report to the Survey Director on May 8, recommending a detailed survey and comprehensive inquiry into the entire issue.

Mr. Anilkumar also pointed out a loss of 1.0344 ha. of puromboke land under the survey No 666/5 in Kaviyur village.

Panchayat initiates legal action

Special Correspondent

PATHANAMTHITTA: The Kaviyur grama panchayat has initiated legal proceedings under The Kerala Panchayat Raj (Removal of Encroachment and Imposition and Recovery of Penalty for Unauthorised Occupation) Rules, 1996, for eviction of unauthorised occupation of the river puromboke land, Anzil Zachariah, panchayat standing counsel has said.

He said Rule 5(2) of the Act clearly stated that "The

panchayat shall examine the objections, if any, received to the notice mentioned under sub rule (1). If it appears to the panchayat that the objection is not satisfactory or the matters stated are unsustainable in law, a second notice shall be served to the occupant and he shall be required therein to vacate the unauthorised occupied land within one week after the receipt of the notice."

As per the supplement area register at the office of District Survey Superin-

tendent, Pathanamthitta, there are seven to 19 new sub-divisions created in re-survey number 666/5. On a perusal of village/revenue records, 15 new thandaperus have been found created under re-survey 666/5, leading to a loss of 1.0344 ha. of government land. The letter issued by the Deputy Director Survey to the Survey Director on May 8 (No. S.52-903/14) has mentioned the illegal assignment of revenue land to private parties during survey adalats, he said.

CASE STUDY NO.2

Village Tourism Initiatives of Kaviyoor Panchayat

1. Background

Kaviyoor Panchayat has a unique place in the tourism map of Kerala. The Panchayat is located on the western bank of Manimalayar . The river bank is stretched over 10.00 ha and the river puramboke land is vested with the Panchayat as per Section 218 of KPR Act 1994. The



Manackachira Amusement Park – Entrance

picturesque image of the place is admirable. The state highway (TK Road) is only a stone throw away from the river. The Public Works Department has construed a foot path having a length of 50 m and width of 2.5 m from the side of Manakachira bridge in the highway to the river.

As in other places in the state, environmental pollution and anthropogenic activities started to threaten the beauty and serenity of the village. People started dumping their waste in the river bank. Encroachments of the river puramboke land by private parties were going on unhindered. Large extents of river puramboke remained in the illegal occupation of adjacent landowners for decades.

The Panchayat Committee on assuming office in 2011, took up environmental protection as their core theme and launched several activities to address the issue. The most important activity has been towards the protection and conservation of Manimalayar. Sand mining from the riverbed has been stopped completely. Concreted efforts have been initiated to recapture the river puramboke land under the illegal occupation of private parties. Legal action against encroachers resulted in their surrendering an extent of 29 cents. Two of the encroachers were contested in courts to get back an extent of 58 cents. However, the river bank pollution continued unchecked.

The Panchayat thought that the best way to control the pollution issue effectively is to organize a joint action of the authorities and the public so that the public will get a first hand knowledge of

the situation, experience the advantages of clean and hygienic environment and create a sense of ownership in their mind. The strategy was to take the public closer to the river. With this in view, the Panchayat undertook two innovative projects. They are (i) Manakachira Park (2) Kaviyoor Thunder Carnival.

2. Nature of Good Practice

With the broad objective of environment protection in mind, Kaviyoor VP has implemented two projects. The first one is an amusement park established in the banks of Manimalayar is an extent of one acre of land with a view to provide recreational facilities to the children as well as adults. On assuming office in 2011, the Panchayat Committee came to know that Manimalayar, the life line of the Panchayat is facing many threats. Illegal sand mining and dumping of waste on the



Children Enjoying in the Park

banks of the river were wide spread. The greatest problem was encroachment of river puramboke land vested with the Panchayat. The Panchayat initiated legal action against the encroachers. The Panchayat succeeded in recapturing an extent of about one acre of river puramboke at Manakachira in ward X. The Panchayat committee decided to

establish an amusement park in the land. The projects were taken up under Annual Plan 2012-2013 with the approval of the District Planning Committee. The park has been opened for public during 2013-2014. The park is being visited by more than 1000 persons daily. There are recreational facilities for children, trekking paths for adults along the river bank and resting place for elders. Additional facilities have been provided in the park during 2014-2015.

provision of Rs.11.16 is earmarked during 2015-2016 for the park. The Panchayat organized a village tourism event called 'Kaviyoor' Thunder Carnival' on the banks of Manimalayar. The carnival was conducted from 26th to 30th December 2014. The main theme was adventure tourism. It was a coordinated effort of the Village Panchayat, Department of Tourism, District Tourism Promotion Council



Thunder Carnival

and Kerala Adventure Tourism Promotion Society. The major activities were the following:-

- Various rides like Kayaking, rafting, river crossing, sorbing, speed boat riding, Burma bridge, Russian ladder, water ball, tyre ride etc
- Traditional and modern cultural events
- Various competitions like painting, bike rally (Treasure Hunt), body building etc.
- Stalls of Kudumbashree, Department of Industries & Commerce, Handicrafts Development Corporation etc.
- Seminar on various topics
- Rally of Kudumbashree members
- Inaugural & valedictory functions participating a cross section of dignitaries

People turned up in large number and a festive mood was created on all the five days. With the Carnival the attitude of the people towards the river and environment changed visibly. Hardly anyone dump waste in the river bank now. The area has become a hot spot for families to visit in the evenings.

3. Pre-good practice scenario

Manimalayar flowing through Kaviyoor Panchayat and regarded as the lifeline of Central Travancore has been suffering much misery caused by real estate greed, illegal sand mining and pollution.

The course of the river of had turned narrow along several stretches owing to wanton encroachments of river puramboke land over several decades. There were instances of

encroachers holding illegal possession of large extent of river puramboke with forged titles and other revenue survey records .

Illegal sand mining from the river bed was common in the Panchayat. The local people regarded the river bank as the dumping yard of all the waste generated in the area. Anti social elements made the river bank as a safe place for their vociferous activities. In short, the public as well as the authorities neglected and misused the river. The people were unaware of the importance of environment protection and river conservation.

4. Process of Adoption of Good Practice

The Panchayat Committee, on assuming office in 2011, adopted protection of environment in general and protection of Manimala river in particular as their priority theme for development of the Panchayat. The river flows through the Panchayat at a distance of 4.00kms and the river bank extended in an area of 10.00 ha approximately. Illegal sand mining in the river bed, encroachment of river puramboke and dumping of waste in the river bank etc. were common. The Panchayat start



The park in splendor

addressing the issues one by one. Illegal sand mining was stopped with the support of law enforcement authorities. The encroachments have been identified in an extent of 1.0344 ha of river puramboke. Notices were issued to the illegal occupants under Rule 5 (1) of the Kerala Panchayat Raj (Removal of Encroachment and Imposition and Recovery of Penalty for Unauthorized Occupation) rules 1996. Legal action was initiated against the illegal occupants who resisted to honour the ownership of the Panchayat over the river puramboke under their possession. Consequent to these actions, the Panchayat recaptured an extent of about one acre of land at Manakachira in ward X of the Panchayat.

The Panchayat Committee decided to utilize the recaptured land for setting up an amusement park for the public. A project has been prepared as part of decentralized planning process during 2012-2013 and got approved by the DPC. The park has been opened for public during 2013-2014. Recreational facilities for children as well as grownups are arranged in the park. Trekking path along the river bank seating arrangements for elders and river view points are added

attractions. It is reported that an average of 1000 visitors are turning up every day in the park. Entry to the park is free.

The Panchayat also envisaged a programme to bring the public closer to the river and create a sense of ownership of the river in their minds. A Village Tourism Mela called Kaviyoor Thunder Carnival was conducted for 5 days from 26th to 30th December 2014 in the banks of Manimalayar and the PWD road puramboke. The main attraction of the Carnival has been adventure tourism along the river Cultural programmes seminars, competitions etc. were also organized. People gathered in large numbers to participate in the carnival. The real intention behind the organization of the carnival has been achieved. People stopped dumping their waste in the river bank. Now it is a clean, healthy and hygienic place for people to visit and enjoy their holidays and evenings.

5. Planning

It is globally accepted that environment protection is the answer to the problems like climate change, global warming, water scarcity, pollution, food insecurity etc. The Kaviyoor Village Panchayat Committee adopted environmental protection, especially protection of the perennial river, Manimalayar flowing through the Panchayat as their care objective of development. A vision has been developed to protect and preserve the river from all the maladies of modern man. Accordingly a three pronged action plan has been formulated with the following components. :-

- Stop once and for all the illegal sand mining on the river bed.
- Evict all illegal occupations in the river puramboke, which is vested in the Panchayat.
- Create awareness and sense of ownership in the minds of the people for river protection.

The law enforcement authorities have been approached and sand mining in the river bed was stopped completely. Legal action has been initiated against illegal occupants of river puramboke. Out of 1.0344 ha of river puramboke under the possession of private parties about 0.400 ha has been recaptured. The recaptured land has been converted into an amusement park for the public. As part of the decentralized planning process the Panchayat formulated a project under Annual Plan 2012-2013 for establishing a park at Manakachira in Ward X in the river puramboke land. A provision of Rs.2.94 lakhs has been utilized for the purpose during the year out of the development funds devolved to the Panchayat with the approval of the District Planning

Committee. During 2013-2014, the Panchayat invested Rs.6.20 lakhs for the development of the park and the park has been opened for public, free of charges. During 2014-2015, an amount of Rs.7.11 lakhs has been spent for providing additional facilities like rides, jumps, cradles etc. A provision of Rs.11.16 lakhs is earmarked during 2015-2016 for improving the facilities of the park. People from the Panchayat as well as from far off places are visiting the park along with their children. The average daily attendance is reported as 1000 persons. The park is first of its kind in Pathanamthitta district.

The Panchayat also organized a grand village tourism mela in 2014 for 5 days on the river bank under the guidance and support of Department of Tourism, District Tourism Promotion Council and Kerala Adventure Tourism Promotion Society. Water tourism was the major attraction. Several allied activities have also been organized creating a festive mood on all the five days. People participated in large numbers. The programme has been conducted without any financial commitment to the Panchayat.

The objectives have been set as below:-

- Establish contact between people and river
- Reduce river pollution
- Utilize the river potential for productive and recreational purposes.
- Tap the potentialities of village and lake tourism
- Develop Manakachira park as a model

With the opening of the amusement park and the conduct of the Thunder Carnival people stopped throwing their waste in the river bank. Now people are using the amusement park and using river bank for recreation, relaxation and enjoyments.

6. Implementation

The Panchayat implemented both the projects following the principles of democratic decentralization and ensuring people's participation. The establishment of the amusement park has been executed in a phased manner. The technical expertise of the engineering staff of the Panchayat, technical advice of DTTC etc. have been utilized for setting up the park. The construction works and the procurement of playing materials and equipments for the park have

been done through tender system. The funds required for the establishment of the park has been mobilized from the development fund devolved to the Panchayat every year. The systems and procedures prescribed by government for the utilization of development fund have been followed.

The Thunder Carnival has been organized at the initiative of the Panchayat in co-ordination with various institutions and agencies. The funds required for meeting the expenses of the carnival has been mobilized from various sources and through public contribution by way of entry fees for participating in the adventure tourism events. The events included items like kayaking, rafting, river crossing, sorbing, water ball, tyre ride, Burma bridge, Russian ladder etc. The Kerala Adventure Tourism Promotion Society (KATPS) has been made responsible for conducting the events. The equipments were brought from Goa, Chennai and New Delhi. Various other programmes like seminars, rally, cultural events, entertainment programmes, competitions, stalls etc. were also conducted as part of the carnival. The entry to entrainments programmes and stalls has been free.



District Collector with the President on a Boat ride

The inauguration of the carnival was conducted by Hon'ble Home Minister of Kerala and the valedictory function inaugurated by the Hon'ble Revenue Minister. Dignitaries including political and religious leaders participated in both the functions.



Amusement Park set up

7. Unique process that made it happen

Both the projects have happened owing to the far sightedness vision and commitment of the Panchayat Committee. Instead of opting for popular schemes and projects, the Panchayat developed a vision for sustainable development. Environment protection especially river protection has been taken up as the priority item despite the resistance of vested interests. Other unique features of the projects are the following.

- Local sponsorship could be availed for setting up the amusement park
- The park is free for all
- Kudumabshree is being entrusted with the management of the park.
- The park attracts people of all ages from far and wide.
- The Thunder Carnival has been organized without any financial committeemen on the Panchayat.
- Various organizations and institutions were involved in the conduct of the carnival. District Collector, Pathanamthitta acted as the Chief Coordinator of the Carnival.

8. Role of External Factors

The Panchayat succeeded in implementing the projects due to the support and guidance of many external agencies. In the establishment of the amusement park Revenue, Public Works Survey and Tourism Departments played pivotal roles. District Tourism Promotion Council rendered technical guidance. Organizations like Sathyan Ministry offered sponsorship for equipping the park. The Kudumbashree net work of the Panchayat is becoming the backbone of the park.

The Thunder Carnival was the coordinated effort of various external agencies. The District Administration patronized the programme. Department of Tourism, DTPC, KATPS, District Panchayat, Dept of Industries and Commerce, District Mission, Kudumabshree have been the major partners in the conduct of the programme.

9. Benefits and Sustainability

The major achievements of the projects are the following:-

- People came in large number and enjoy the proximity of the river
- Awareness created on the importance of river protection and management
- A sense of ownership of the river generated among the public
- Village tourism flourished
- Tendency to dump waste on the river bank and polluting the river reduced.
- A model project developed.

Both the projects are sustainable. The amusement park is attracting more and more people since it is the only one of its kind in the district. The Thunder Carnival will be conducted every year, due to the success of the first event. This will be an extra source of income to the Panchayat. There is every possibility of village and lake tourism flourishing in the Panchayat in the coming years. As a testimony to this, the District Tourism Promotion Council has taken up the matter with the Kerala Adventure Tourism Society (KATPS) to prepare a project report for establishing a permanent Adventures Tourism Centre with necessary devices and equipments at Manakachira on the banks of Manimalayar for sanction of the Tourism Department during the financial year 2015-2016 itself.

And Quiet Flows the Manimalayar !

5. Diffusion Strategy

In order to develop a strong Panchayat Raj system, essential for improving governance and delivery of services, incentivisation schemes for best performing Panchayats are being implemented by the central and state governments. Nirmal Puraskar, Panchayat Sashakthikaran Puraskars in rural and thematic categories, Rashtriya Gaurav Gram sabha Puraskar and MGNREGS implementation award are the major panchayat awards instituted by Government of India. Swaraj Trophy for best performing Panchayats in the state as well as districts, ‘Best President’ and ‘Best Secretary’ awards etc are the State awards in existence. These awards and recognitions have enabled to identify best performing panchayats every year and bring out the best practices implemented by them. There are many more local governments conducting bold and innovative experiments in local level planning and implementation with people’s participation and many successful models have emerged in different sectors. There have been many best practices in water conservation, healthcare, agriculture, waste management , village tourism, lease land farming by self help groups, poverty reduction, environment protection etc. there are also success stories in community management resource mobilization, people’s participation etc. These best practices have confirmed that decentralized planning and development is possible and that with creativity, potential and synergy wonderful things can happen.

It is necessary to systematically document the best practices, reflect on the factors and process which made them happen and diffuse to other local governments for internalization and adaptation. The lessons learnt from the best practices can be used to re-engineer present strategies and approaches.

The attempts to disseminate information on the best practices of local governments in the past have been sporadic and unorganized. The initiatives of KILA such as ‘Panchayat to Panchayat’ , organizing seminars and workshops in beacon Panchayats, model case study presentations in training programmes have had only marginal impacts, ‘Green Kerala Express’ , a social reality show jointly organized and telecast by Doordarshan has been an innovative and effective step. As a result many local bodies replicated the innovative projects in their institutions. Some examples are described below. The poverty alleviation programme initiated by Vengannur Gram Panchayat has been adopted by 82 Gram Panchayats . The Asraya programme introduced in

Nedumbassery Gram Panchayat inspired as many as 414 local governments. Twenty eight Gram Panchayats replicated the watershed development programme of Perambra Block Panchayat. Lease land farming first started in Kottukal Panchayat has been widely taken up by local bodies across the state through Kudumbasree units.

The best practices identified in the three Panchayats under study have been models for many Panchayats. Fallow land cultivation in Marangattupilly has been a trend setter. So also the open well recharging project, the first of its kind and taken up in collaboration with 'Jalanidhi Project', has been adapted by a large number of Panchayats now. The resource mobilization strategy adopted in the Integrated 'Solid Waste Management Plant' in Nadapuram Panchayat has been an eye opener for many Panchayats to think on the same lines. The materialization of a huge project like the Indoor Stadium at Nadapuram with an investment of Rs300.00lakhs has instilled confidence in the local governments to conceive big projects. The recapture of encroached land after protracted legal battle by Kaviyoor Panchayat has made other Panchayats to look into the encroachments over their lands. The land mark judgement obtained by the Panchayat is precedence for other Panchayats to act upon. Village tourism has been shown as a potential source of revenue for the local governments by Kaviyoor Panchayat.

The following action points are suggested to institutionalize the dissemination of information of extra ordinary initiatives and excellent practices of local governments.

1. Set up an expert group under District Planning Committee in each district to identify and document best practices every year.
2. The case studies may be incorporated in the training modules of KILA, SIRD, IMG etc for elaborate analysis by the trainees.
3. Exposure visits and field studies to beacon Panchayats may be made part of the training programmes for Panchayat functionaries.
4. The media, both print and electronic, may be sensitized for promoting Panchayat Raj more and a strategy may be developed to engage the media in the activities of local governments. .
5. The net works of communications at the disposal of the state and central governments may be strengthened and channelized for the benefit of local governments.

6. Like 'EDUSAT' a PANCHAYAT SAT' may be set up for providing virtual training to Panchayat functionaries
7. Annual publication of Best Practices under the auspices of Decentralization Analysis (DAC) may be promoted.

The ultimate objective of all these exercises shall be to scale up the best practices to massive programmes in all local governments across the state and there by strengthen the Panchayat Raj governance system and improve the standard and quality in the delivery of services.

6. Concluding Observations

Two decades of decentralization in Kerala has resulted in substantial achievements despite several challenges. There has been significant improvement in the standard quality and infrastructure in public service delivery. Viable and replicable models have been developed in several local governments. The three Village Panchayats selected for the study are the trend-setters. There are many more maintaining the same or better standards and quality in service delivery. The achievements have been due to the systems, processes and procedures laid down during the course of decentralization efforts of the state government. Participatory planning methodology, formula based devolution of funds, pro-poor approach and provision of minimum needs transparency needs in beneficiary selection, creation of a net work of neighbourhood groups of women etc. have been some of the major factors behind these achievements.

The efforts to diffuse the best practices have to be scaled up to enable large majority of the local governments to adapt them into their context and contemplate on improving their service delivery functions.

There is need of strengthening the foundation of democratic decentralization further. Institutionalization of the systems, processes and procedures is the most pressing need. The achievements have to be scaled up from best practices to massive programmes across the state. A regular system has to be developed to identify, document and diffuse best practices of local governments.

Administrative decentralization has to be carried further with particular reference to village panchayats. The inputs from best practices shall be incorporated in the guidelines. The local governments have to be made capable of addressing the second generation problems faced by the state. The policy implications for making the third tier of governance in the state fully functional are far-reaching and compelling.