

Study on Financial and Physical Achievements through People's Planning in Thiruvananthapuram City Corporation

by

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Preface

This is a report of **case studies** on Financial and Physical Achievements of Projects through People's Planning in the Thiruvananthapuram Municipal Corporation (TMC) since 1997-'98. Prior to the Kerala Municipal Corporation Act of 1994, municipal corporations had very little functional autonomy and resources. It is true that there was an elected body namely, the council to take charge of the administration and activities of the corporation. However, the Government had tremendous power over it under Sections 41, 42, 43 and 43A of the 1961 Act. Moreover, the scope of activities for the council was very limited – mainly confined to service functions like health-care, education, sanitation, conservancy and public convenience for which a municipal fund can be created by levying various kinds of taxes. In practice, the fund collection was very poor and hence, hardly sufficient for carrying out the activities. There was, therefore, very little scope for the local body to undertake any major development projects.

The situation, at present, is quite different. The Act of 1994 has enlarged the roles and responsibilities of the municipal corporations and proportionately, their incomes too have increased. Naturally, there has been a shift from service and social welfare to urban community development interventions. The Act also changed the balance of power between the Government and the corporations. The elected council has now become the ultimate authority in the planning and implementation of development projects. Logically, this functional autonomy with greater authority and resources ought to have brought about tangible developments in the urban areas.

TMC has, undertaken a good number of micro projects in various sectors such as agriculture, fishery, infrastructure development, solid waste management and technical education since 1994. What is significant is that these projects were conceived and implemented in the context of the People's Planning Programme (PPP), which the Government launched all over the State. The core component of PPP was decentralisation of authority and transfer of the authority and resources to the people in the local areas so that planning could be done at the grassroots level and implementation through community-based organisations to the extent possible. Furthermore, the bureaucracy in the local administrative set-up is made to limit its role to that of a facilitator.

In this context, it is but appropriate and useful to undertake a critical study of the performance and output of the Thiruvananthapuram Municipal Corporation's efforts since 1997-'98 in the planning and implementation of various micro development projects with stakeholders' participation. The main objective, inter alia, is to assess the achievement in terms of financial and physical targets, project-wise and identify the factors that enabled or hindered their effective implementation. In this process, the adequacy of organisational structures, systems put in place and strategies adopted were looked into. The findings and the recommendations listed and explained in this report will, we hope, be helpful for the key personnel of the projects to improve their performance and output in future.

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Chapter - I

Research Problem and Design of the Study

Research problem

In the proposal for the study, the following objectives were included:

1. To assess the financial and the physical achievements in the execution of developmental works from 1997-1998 onwards i.e. after the introduction of decentralised governance and People's Planning.
2. To identify the factors, that enabled or hindered the achievement of planned financial and physical targets.
3. To identify the shift that has taken place in the investments and expenditure and the physical achievements in relation to the felt needs of the community.
4. To assess the adequacy of organisational structure, systems and procedures to carry on the dual role of the Corporation as a service provider as also managing developmental works simultaneously

Selection of projects for the study

In the proposal submitted to KRPLLD it was envisaged that sample projects from each sector such as agriculture, animal husbandry, fisheries, irrigation, industry etc. would be studied. However, when the proposal was presented to the technical committee of KRPLLD, a suggestion came up that considering the time and budgetary constraints, the number of sectors to be studied may be reduced. Accordingly, detailed discussions were held with the ward councillors and some key personnel in the projects and five projects were selected for detailed study since they were considered successful. These are:

1. Unit for Production of Eggs in Sri Chitra Home
2. Mobile Diabetics-Hypertension Clinic
3. Housing for the Poor

4. Project for Fish Farming in Ponds
5. Starting a Computer Centre for students from BPL families

The other five projects were selected at random from the list of projects proposed in the concerned sectors in the Vikasanathanthram (Project document of the Corporation). These are:

6. Agriculture in the premises of Peroorkada Government Hospital
7. Slum Development in Vadakke Colony
8. Water supply to a colony in Mudavanmugal
9. A Working Women's Hostel
10. Waste Disposal Plant at Vilappilsala

Design of the study

The methodology used consisted of:

1. The Mayor and some of the Councillors were met and their co-operation sought for the study. (A list of persons with whom discussions were held is given in Annexure 4.2)
2. Met the Secretary of the Corporation and explained to him the purpose of the proposed research and requested his help for data collection
3. Discussions were held with officials of the Corporation as to the source and availability of data.
4. Obtained copies of Vikasana Rekha and other published materials relevant for the study. (See Annexure 4.3). Collected data from project files made available by the officials.
5. Attended several ward conventions and meetings of the Corporation Committee.
6. Made visits to the projects two or three times and interacted with the primary and secondary stakeholders. This was the most important activity, since the main methodology selected for the investigation was **case study**.
7. In-depth interviews were conducted with some beneficiaries, councillors, departmental officials, resource persons and members of the Municipal Level Expert Committee (MLEC).
8. Newspaper reports, mostly about results of audit by C. A. G were examined.
9. A detailed analysis of literature on **decentralised planning** and **people's plan campaign** was done in order to understand the context of the study.

Prior to the detailed study, a **pilot study** was undertaken in the Kunnukuzhi ward in order to understand the dynamics of the newly introduced PPP. This was helpful in designing the steps in the case studies.

Chapter – II

Context of the Study

Taking decisions on Plan schemes and their implementation, as also decisions relating to Non-plan expenditure were done by the various Government Departments prior to the introduction of the Nagarapalika Bill and subsequent decentralisation in local administration in Kerala in 1996.

The process of planning and budgeting was as follows:

Preparation of the budget for the year starts six months in advance. The Heads of Departments, through their district offices and other sub offices obtain revised estimates of revenue for the current year and budget estimates for the ensuing year and after scrutiny and consolidation; send departmental estimates to the Finance Department. The time schedule prescribed by the Finance Department for the receipt of estimates from the Departments was for Non-plan estimates-September 30 and for Plan Estimates-November 30. Based on these estimates and supporting data provided by the Departments, the Finance Department prepares the revised estimate for the current year. The Revised Estimates form the basis for the budget estimates for the next year.

Plan programmes coming up from the departments are discussed with the State Planning Board. Resources for the plan are also examined. The Planning Board prepares the annual plan for the State. This is then taken up with the National Planning Commission for approval. The budget estimates are finalised only after the Planning Commission's approval of the State Annual Plan is obtained.

From out of the budget, allocation for the Department of Municipalities grants may be given to the local bodies as provided in the budget for specific schemes. Here also the local bodies were accountable to the concerned Department and were controlled by the Departments. The local bodies had freedom to make their own budgets based on their own revenue only which is raised through taxes, rates and duties which the local bodies are empowered to levy.

The pre 1994 position

Prior to the revision of the Kerala Municipal Corporations Act in 1994, the provisions of the Act of 1961 governed the affairs of the Corporations. Sections 41, 42, 43, and 43A of the Act had conferred the

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Government with powers to dissolve and reconstitute the Council, if in the opinion of the Government, a Council persistently made default in performing the duties imposed on it by law, or exceeds or abuses its powers. Further, the Government was to appoint the Commissioner of the Corporation from among officers on such cadre of Government service as might be prescribed. In sections 8 to 12, wide powers were given to the Commissioner. Under Section 12, 'Duty of Commissioner', it was stipulated that the Commissioner should be a whole-time officer. When an I. A. S. officer was appointed as the Commissioner, it had been the experience that, for all practical purposes, the Corporation was being administered by the Government itself.

The scope of activities of the Corporation was limited to those specified in Chapter VII to XIII, which is summarised as follows:

- Water supply, lighting and drainage
- Scavenging
- Maintenance and repair of streets
- Removal of nuisances
- Granting of licenses
- Disposal of the dead
- Prevention of diseases
- Maintenance of vital statistics

It is obvious from the above list that the Corporation was essentially concerned with the maintenance of service functions.

In order to defray the expenses for the above functions, the Corporation was empowered to levy taxes and duties specified in Chapter V of the Act on 'Taxation'. These consist of property tax, professional tax, tax on animals, vessels and vehicles, show tax, tax on timber brought to the city, tax on advertisements, duty on certain transfers of property in the shape of an additional stamp duty and levy surcharge on tax. All moneys received by the Corporation would constitute a fund - the Municipal Fund which was to be applied and disposed of in the manner provided for in Schedule II of the Act.

The Municipal Fund could be utilised for promoting safety, health, education, public convenience and welfare of the citizens of the Corporation. The Commissioner was to prepare each year in the prescribed form and manner, an estimate showing the probable receipts and expenditures during the following year. The Standing Committee on Taxation and Finance was to prepare the budget estimate. The

council was to consider and pass the budget before the beginning of the year and send a copy to the Government.

Under the above circumstances, it is clear that the local bodies were not authorized to take any serious part or decisions in development projects. So Plan Funds are to be specifically placed by the Government with the Corporation if it was required to undertake any developmental activities.

The present position

In the wake of the 73rd and 74th Constitutional Amendments, the Kerala Government carried the decentralisation process further through a bold step in 1996 which came to be known as 'People's Planning'. Its salient features are listed below:

- 35 to 40% of the State's 9th Plan outlay was devolved for projects and programmes drawn up by the local self-governments. High degree of autonomy was given to the municipalities and the panchayats to determine their own priorities.
- Each local body was required to prepare a comprehensive Area Development Plan before it can claim grant-in-aid funds.
- With 35-40% given to local bodies, the State had to confine itself to State level schemes.
- The planning process is to start from grassroots with maximum involvement of the people. This is to be accomplished through the gramasabhas in panchayats and the ward conventions in urban areas. The officials are to work alongside non-officials.

Administrative reorganisation and statutory changes to institutionalise the process of local level planning and plan implementation, redeployment of employees etc were initiated. During the interregnum, the local bodies were empowered informally to undertake the process of preparing and implementing projects of the plan as per the schedule of the 9th Five-Year Plan.

The operational system

For each ward, a Ward Committee is formed comprising representatives of all political parties, voluntary organisations and a few resource persons. The Committee will be organised by the Ward Councillor.

Ward conventions are held, usually in a school with publicity through notices, posters and mike announcements. Councillors are responsible for seeing that as many citizens as possible attend. People who come register for the convention. Officials of the municipality also take part and supply the information needed for planning.

Based on the above procedure, projects for public benefit as well as for the benefit of individuals/families are finalised for each year.

Project implementation

A local body could get works/projects implemented through, in four ways:

- Engineers of the local body
- Bodies like Kerala Water Authority, Kerala State Electricity Board etc. as deposit-work
- Non-governmental organisations like Nirmithi Kendra and Costford
- Beneficiary committees

G.O. (Ms) No. 31/98/LAD dt. 13/2/98 details the responsibilities and steps in the preparation of estimates, technical sanctions, supervision, preparation of bills, measurements, scrutiny of bills and payments. Those local bodies that do not have their own engineering staff can make use of the services of engineers of other local bodies, Government Departments and public sector organisations. Technical sanction is to be given by Block Level Expert Committee (BLEC)/Municipal Level Expert Committee (MLEC)/Corporation Level Expert Committee (CLEC).

In order to eliminate contractors and ensure the participation of the beneficiaries, local bodies were empowered by Government order to entrust implementation of projects through beneficiary committees.

The procedure is as follows:

A meeting of the beneficiaries of the concerned project is to be held by the local body by giving three days' notice. The Mayor or Chairperson of the Standing Committee concerned or the concerned Ward Member can convene the meeting. This should be done by giving wide publicity. At the meeting, the implementing official or the ward member should explain what the project is, its technical aspects, time limits, machineries required, materials needed and requirement of labour. Then, if the beneficiaries present are willing to undertake the work, a committee consisting of 7 to 15 members is to be elected along with a chairperson and a convenor. One third of the members should be women. If the project is for SC/ST, there should be sufficient representation for them. Also the Chairman or Convenor should be from that community. The committee should then execute an agreement with the local body in a prescribed form. All members should sign the agreement. Mobilisation advance, bills for work done etc. can be received by the convenor.

Development seminars are organised to formulate proposals. Thomas Isaac estimates that about 3 lakhs persons from different walks of life participated in such seminars. Task forces were formed at these seminars in order to formulate projects for each development sector.

Grant-in-aid to local bodies for 1997-98 was Rs. 1025 crores out of a total plan outlay of Rs. 2835 crores (i.e. 36%). This had two components: State-sponsored schemes to be implemented through local bodies (Rs. 276 crores) and grant-in-aid schemes (Rs. 746 crores). The latter had three components:

1. Tribal Sub Plan
2. Special Component Plan
3. General Sector Plan

The plan allocation for each of the local bodies is separately indicated. As per the broad guidelines regarding sectoral allocations, the position is as follows.

Rural	Urban
(% of total)	(% of total)

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Productive	40-50	20-30
Service	30-40	40-50
Infrastructure	10-30	10-35

Appraisal

Appraisal of the proposals conducted by the State Planning Board revealed that a significant proportion of the projects prepared by the local bodies had to be technically and financially improved. More than one lakh projects had to be evaluated. As the official machinery would not be able to cope with this stupendous task, a voluntary technical corps was constituted utilising retired experts and professionals. More than 4000 experts were enrolled and they were given orientation. Expert Committees were formed at Block (BLEC), Municipal (MLEC), and Corporation (CLEC) levels drawing from the VTC members and certain categories of mandatory officers, with a non-official as the Chairperson and the Block Panchayat Secretary or officer from the Town Planning Department as convenor. The Expert Committees function through Subject Committees with membership confined to those who have expertise in the particular field, with a non-official expert as the chairperson and a senior officer of the related Department as convenor. The Expert Committees had no right to change the provisions of the local bodies, but only to confine to technical and financial appraisal. In course of time, the expert committee was given the power of appraisal of technical sanction and tender excess within certain limit.

Thomas Isaac in the volume 'People's Planning: Towards a Handbook' has explained the financing pattern of the annual plans of local bodies for the three tier system. The sources of finance are:

- (i) State assistance
- (ii) Internal funds
- (iii) State sponsored schemes
- (iv) Centrally sponsored schemes
- (v) Loans from co-operatives
- (vi) Loans from financial institutions
- (vii) Voluntary contributions
- (viii) Beneficiary contributions
- (ix) Others

About twenty percent of the financial resources were expected to come from beneficiary contributions. The allotments are made in four instalments from Government. The condition for claiming the fourth instalment is that at least 60% of the allotments received until then, are actually utilised.

Thomas Isaac points out that though the procedure above enabled good monitoring, there were several problems during implementation. Due to delays in finalisation of plans, delays in transfer-credit mechanism, delays in issuing guidelines for local rates etc., it was only by January 98 that the implementation system came in to position, though the process started as early as May '97.

A major weakness pointed out by Thomas Isaac in the first two annual plans was the delay in finalising the plan document and the consequent short time available for implementation. This improved in 2000-2001. Plans could be finalised in June and funds sanctioned by July-August '98. In 2001-2002 fund release occurred in October only due to change of Government and changes in policies.

Based on the recommendations of the Sen Committee, the Kerala Panchayat Raj Act 1994 and the Kerala Municipalities Act 1994 were amended to reduce the scope of Government interference in the day to day functions of the local bodies. Local self-governments were empowered to allocate work to the staff transferred to it on a functional basis cutting across departments even if the transferred officials continue in their original parent cadres. The minimum number of Gramasabha meetings/ward conventions was raised from two to four per year. Review reports of the Plan implementation and local administration had to be placed before the Gramasabhas/Ward Conventions. All plan documents including those related to beneficiary selection, bills and vouchers of works etc. should be exhibited on a notice board at the worksite. The identification of the eligible beneficiaries and finalisation of priority list of beneficiaries are to be undertaken by the Gramasabha meeting/Ward conventions.

Based on the experience in the first two years, Government orders were issued on a number of aspects to make implementation easier. Procedures were laid down in G.O. (P) No. 676/97/Fin. dated 6/8/97 how grant-in-aid funds are to flow and their project-

wise utilisation. Designated officers were authorised to issue allotments of grant-in-aid to different types of local bodies in quarterly instalments. First instalment will be issued when the DPC approved the local plans, the second on request from the local body with a certificate of utilisation. The third is to be released on a certificate of utilisation of 30%.

As far as special component plan and Tribal Sub Plan were concerned, as much as 67% of the Plan funds stood devolved to the local bodies.

The PPP marched ahead and has now reached the fifth year of implementation. The present study outlined in the chapters that follow would look at how the programme is being implemented now with particular reference to the Thiruvananthapuram Municipal Corporation. In the next chapter, the available literature on the subject of decentralised planning in Kerala is reviewed.

Chapter - III

Review of Literature*

Literature on the theoretical and implementation aspects of the People's Planning Programme (PPP) in Kerala is reviewed in this chapter. The Kerala State Planning Board has brought out many of them. There is hardly any specific literature directly bearing on the theoretical and implementation aspects of People's Planning in City Corporations.

Thomas Isaac T.M. and Richard W. Frank, Local Democracy Development, People's Campaign for Decentralised Planning in Kerala, Left word, 2000.

This book is divided into the following chapters, and covers the genesis, the campaign and evaluation of PPP in Kerala as it was implemented in the first three years.

Chapter 1, entitled: 'Significance of the Kerala Experiment' touches upon how the Indian democratic system has remained highly centralised, the arguments for decentralised development and how the State of Kerala is ideally suited for an experiment in decentralised governance.

(*) This chapter is an adaptation of Chapter 3 of a concurrent study by IURD (Subscriber- Smt. Padma Ramachandran) on the decision making process in selected panchayats and municipalities, adapted to the situation of the Thiruvananthapuram Municipal Corporation.

Chapter 2 traces the history of decentralised planning in India before and after the 73rd and 74th Constitutional amendments in general and the situation in Kerala in particular. Emphasis is placed on the steps taken by the LDF government and its decision to devolve 35-40% of the State Plan Funds to the local bodies.

Chapter 3 presents the political vision of E. M. S. Nambooripad and the Marxist party and the need for campaign on decentralised governance.

Chapter 4 presents a number of micro level experiments in numerous developmental projects spread over earlier decades in the making of the campaign. These consisted of the experiments organised by the Kerala Sastra Sahitya Parishad, other non-governmental organisations and by co-operatives.

Chapter 5 describes the first phase of the campaign - how mobilisation of people in large numbers was done, agenda for the gramasabhas, adoption of the small group approach, semi-structured discussions, resource persons, channelisation of resource persons and Planning Board's role as the implementing agency for the campaign.

Chapter 6 deals with the second phase of the campaign, namely development seminars to decide what is to be done based on the needs expressed at the gramasabha meetings. The objective of the second phase was to establish a database for local level planning, identify micro eco-zones, prepare development proposals, select additional resource persons and arrange training for them. Seminars on development issues were held during Nov 96 - Feb 97.

Chapter 7 deals with the third phase, namely, setting up task forces for the preparation of projects. Project formats were specified, and task forces were given training. The quality of projects was unsatisfactory both from considerations of financial analysis as well as technical analysis. The experience of the third phase brought into sharp focus the uneasy relationship between the bureaucracy and the people's campaign. The task forces were given further training and revitalised.

Chapter 8 deals with the elected bodies and formulation of grassroots level plans. In this phase, the elected representatives were sensitised through special orientation programmes. A format of the plan document was introduced. Sectoral guidelines and devolution scheme were given. In spite of these, confusions persisted and only some of the local bodies had finalised their plans by March '97.

Chapter 9 deals with the fifth phase, namely preparation of higher tier plans at block and district level panchayats. A seven-part methodology was formulated for the block level analysis and developmental proposals. Integration had also to be done with centrally sponsored schemes. Several problems of integration were encountered. The guidelines for district panchayat plans were modified versions of those for block panchayats.

In Chapter 10, guidelines for the formation of Voluntary Technical Committees for planning and appraisal were given. Later, these committees developed in to District Level, Block Level, Municipal Level, and Corporation Level expert committees. Their main responsibility is to examine the technical and financial viability of the projects proposed by the gramasabhas / ward committees.

Chapter 11 presents a stocktaking of the local plan for 97-98. Decentralised planning should lead to a greater correspondence of investment choice with local needs and local development potential and should facilitate additional resource mobilisation from the locality. The extent to which both these happened is discussed by looking at shifts in financial plans and local priorities. Productive sector projects, projects in the service sectors and the extent to which integration could be achieved are also discussed. The situation in respect of Special Component plan and Tribal Sub plan and Women Component Plan is also touched upon.

Chapter 12 looks into the situation relating to plan implementation during 97-98. Financial procedures, procedures for selection of beneficiaries, procedures for fixing of local rates, procedures for execution through beneficiary committees etc. were laid down. Much confusion and controversy developed around the financial procedures. The utilisation of Plan Funds by the local self-governments was very tardy during 97-98. However, a large number of panchayats implemented their plans in a transparent manner.

Chapter 13 deals with the second year annual plan i.e. 98-99. There was better understanding and co-ordination among the implementation officers and the system of transparent beneficiary selection was already institutionalised. Proportion of genuine beneficiary committees rose. The functioning of expert committees featured in a major political controversy, which underlined the urgent need for institutionalising, the ad hoc arrangements. The issue of redeployment of employees came to the forefront.

Chapter 14 examines the extent of institutionalisation. The author traces the extent of institutionalisation achieved through the Sen Committee Report, Legislative amendments, Administrative reforms, Information Kerala Mission, Perspective District Plans, Institutional Training and State Finance Commission. The author has merely touched upon the role of the above factors and has not ventured to make any conclusions.

Chapter 15 entitled 'The Long March Ahead' is more an assessment of the first three years of implementation of People's Planning in Kerala rather than a view in future.

The book is an excellent reference volume on the Kerala experiment in decentralised governance during the first three years of implementation. A certain bias to establish the experiment as a near success is evident. However, two chapters, namely Chapter 11 (Taking Stock) and Chapter 12 (From People's Planning to Plan Implementation) are of particular interest in the context of the present study.

In Chapter 11, the authors, after taking stock of the expenses in the first year of implementation, lists out a number of problems that cropped up. Some of these, which are related to the aspects concerned with the present study, are given below:

” With respect to voluntary contributions, we see that the grassroots level local bodies have attempted to tap larger resources through voluntary labour and donations than have higher-level bodies. The same pattern applies for the contribution from the beneficiaries. Accounting of beneficiary contributions is prone to some exaggeration in order to either camouflage the rate of subsidy or artificially inflate the plan outlay, although it is repeatedly explained that only complementary additional investment undertaken by the beneficiary could be included...”

We will have occasion to show later that voluntary contributions and beneficiary contributions are two things, which are not properly valued and accounted, and hence, the claims by the local bodies cannot be verified.

About local priorities, the authors have pointed out that animal husbandry has been the biggest gainer in agriculture and allied sectors. Three of the case studies presented in this report, relate to agriculture, animal husbandry and fisheries. All the three projects had to be wound up due to poor project formulation and failure to look into the sustainability aspects, as we will see later.

The authors also point out that investment in health went mostly to upgrade the primary health care centres. One of the projects taken up for study relates to augmenting primary health care facilities in Thiruvananthapuram city by commissioning a mobile service system for diabetes and hypertension. While the project is considered a prestigious one, questions of how to make it self-sustainable in the long run, especially in the context of the primary health care facilities in the state having a relatively high standard, remain.

In Chapter 12, the authors analyse the implementation aspects. Some of the problems listed are:

- (i) Difficulties faced by beneficiary committees in undertaking projects
- (ii) Difficulties of fund flow
- (iii) Delays and difficulties in clearance of projects
- (iv) The benami contract system
- (v) Erosion of quality in implementation
- (vi) Failure to mobilise local resources as targeted in the plan

In the case studies presented, it can be seen that the above difficulties persist.

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In chapters V and VI where the findings of this study and the conclusions are presented, it can be seen that many of the difficulties and problems faced in the initial years of the PPP do persist.

Thomas Isaac: People's Planning: Towards A Handbook, State Planning Board, 1999

This is a compilation of the presentations made at a workshop organised by the State Planning Board, Tripura at Agartala on 3rd and 4th May 1999.

The booklet consists of two parts with five chapters as shown below:

Part I

1. Introduction to Decentralised Planning
2. People's Campaign for Decentralised Planning
3. Review of Annual Plan of the Local Bodies 97-98
4. Review of Implementation of Annual Plan 97-98
5. Annual Plan for 98-99 and the Process of Institutionalisation

Part II

6. Gramasabha
7. Data Base
8. Panchayat Development Report
9. Preparation of Project
10. The Plan Document
11. Integration of Plans and Plans at higher Tiers

This book, it looks, was the forerunner of Thomas Isaac's famous book Local Democracy and Development: People's Campaign for Decentralised Planning in Kerala. The contents are more or less the same, but the latter is a more thought out and scholarly work linking theory and practice. This book emphasises the implementation part of decentralised development experiment. The author presents a chart of the six phases of the People's Campaign. (Annexure 2.1)

This volume throws much light on the functioning of Gramasabha as a grass roots level set-up for people to participate in decision-making and implementation of local development proposals.

Of particular interest is Chapter 9 relating to preparation of projects. The author has given, in detail the steps to be followed in preparing a project proposal such as project formulation, investment analysis, project report preparation, contents of a project report, project implementation etc. One aspect, which is not covered, is the sustainability aspect of projects.

In the case studies included in this report, we will have occasion to examine how far the principles of project preparation presented in the handbook are followed in actual practice.

N.D. Gopinathan Nair, People's Planning in Kerala. A case study of two Village Panchayats, Discussion Paper No.16, KRPLLD, February 2000.

The objective of the research is stated as a study of the question, "Is the Kerala model of decentralized planning inherently more prone to politicisation, corruption and leakage of funds than the conventional centralized planning. If not where has the programme, conceptually well accepted as an ideal development strategy, gone astray?" and other related issues.

After the presentation of the methodology and the research findings in detail, the findings are summarised at the close. Some of the important findings are:

- (i) Though the campaign for People's Planning has created cognitional awareness among most of the people of the Panchayat about the existence of a programme under which funds are given by the Government to panchayats for carrying out some developmental work, people are not aware of the exact nature and content of the programme.
- (ii) In terms of programme mix and quality relevance and local specificity of the individual programmes, the annual plans of the two panchayats were not distinctly different from the earlier plans and programmes. In the earlier years, the rural development department implemented the programme.
- (iii) Infrastructure development continues to be lopsided, as had been the case earlier under the top-down planning.
- (iv) In the over enthusiasm to distribute favours among own supporters and constituencies, elected representatives flout functional jurisdictions and allocation principles and do encroachment on the functions of the three tier Panchayat raj institutions.
- (v) The present system of equal sharing of funds by members, which had also been the pattern followed in the utilisation of untied funds in the past, leads to spatially inequitable distribution of plan funds and inefficient allocation of resources on non-priority and non-essential projects.
- (vi) The level of misutilisation of benefits by the beneficiaries was significantly higher than the level observed in the earlier IRDP, but the practice is not rampant.

- (vii) More than a quarter of funds/ assets distributed under individual beneficiary programmes in the production sector have turned out to be counter-productive.
- (viii) The organisational set up on non-Governmental lines for the conduct of plan activities is highly politicised.
- (ix) Bulk of the benefits under individual beneficiary programmes has gone to the poor.
- (x) Distribution of multiple benefits to the same persons was rampant in one panchayat.
- (xi) The quality of more than half the assets /materials distributed under the individual beneficiary programmes was bad or poor.
- (xii) Ward members were the best disseminators of information about the plan programmes.
- (xiii) Majority of the beneficiaries is of the view that the People's planning system is better than the earlier system of planning.
- (xiv) Majority of the beneficiaries is women.
- (xv) Sudden flooding of the panchayats with plan funds to be spent within a short span of time and rigid sectoral pattern of allocation thrust upon them were the two underlying factors that abetted the misuse and wastage of Plan Funds.
- (xvi) Approximately two-thirds of the beneficiaries of individual beneficiary schemes were given assistance in the form of cash. Cash assistance is seen to have been more prone to misuse.
- (xvii) A large majority of beneficiaries did not have trouble in receiving benefits from the concerned implementing authorities.
- (xviii) Under People's Planning, the magnitude of corruption in the delivery system has come down marginally.
- (xix) People who have actively participated in the programme are mostly those owing allegiance to the ruling parties in the panchayats concerned.
- (xx) Voluntary services (including donations from the public) have remained one of the weakest links in the execution chain of common /public works projects belying the State Planning Board's expectation that it would be about 25% of the plan grants.
- (xxi) Many beneficiaries did not spend anything from their pockets to implement the schemes for which they were given financial assistance by the panchayats.
- (xxii) The quality of programmes included in the year 1999-2000 annual plan of the panchayat has improved in terms of local relevance and development orientation.
- (xxiii) Co-operatives continue to be the principal route of distribution.
- (xxiv) Majority of non-beneficiaries expressed the view that the functioning of the gramasabha has been helpful for the development of their respective wards.
- (xxv) About 20% of the sample beneficiaries stated that they know of cases where persons have been selected as beneficiaries on political, personal and other considerations – not according to the norms prescribed.

Finding xv is of particular significance. It points towards misuse and wastage. The funds had to be spent within short periods of time and under rigid sectoral allocations. The case studies presented in this research report show that to a good extent the misuse and wastage is due to poor project formulation and inadequate attention on cost-benefit analysis and sustainability aspects. In chapters V and VI, the findings of this study are presented. It can be seen that many of the above findings continue to apply now also, that is, in the fifth year of implementation of People's Planning in Kerala.

Ravindran. P. Ramakantan. N, Abdul Latif. P. T (Editors), 'Vikasanathinte Puthiya Samavakyangal' (Malayalam), State-Planning Board, May 2000.

This publication is a compilation of some of the papers presented at the **International Seminar on Democratic Decentralisation** held in May 2000 in Thiruvananthapuram.

The book, in Malayalam, is intended to project the achievements under the PPP in which the responsibility for identifying the developmental needs, find solutions and implement them in a time bound manner is given to the public. The introductory chapter claims that since the introduction of PPP in Kerala positive changes in respect of the following indicators have occurred:

- i. Financial resource mobilisation at local level
- ii. Participation of people through voluntary work and donations
- iii. Participation and team work in project formulation
- iv. Transparency in project activities
- v. Monitoring and social auditing
- vi. Contributions by beneficiary committees and the extent of such contributions
- vii. Positive changes in Production sector, Infrastructural facilities, Service sector, Women Development programmes, Development of SC/ST, Environmental aspects etc.

The above claims are sought to be substantiated through a number of case studies listed below:

- i. Resource Mobilisation and Biodiversity in Chapparapadavu Gramapanchayat.
- ii. Developmental Achievements in Payyannur Municipality.
- iii. Revolution in Vegetable Production in sandy soil – Kanjikuzhi Gramapanchayat.
- iv. People's participation and teamwork in integrated development – Peelikkodu Gramapanchayat.
- v. Increase in production through Labour Power – Kunnathukal Gramapanchayat.

- vi. Development through People's Festival – Vallikkunnu Gramapanchayat.
- vii. Decentralisation of Power and Transparency – Vithura Gramapanchayat.
- viii. People's participation for Fast Development – Kumarakom Gramapanchayat.
- ix. People's participation in Municipal Development – Punalur Municipality.
- x. Expansion of Irrigation facilities and improved Agricultural Production – Thirumaradi Gramapanchayat.
- xi. Model Integrated Development – Madakkathara Gramapanchayat.

While the case studies are relevant and useful, a bias towards projecting the brighter side only is clearly visible. The case studies also do not reveal a methodology for assessment of the value of people's contributions in terms of voluntary work or donations. Further, it is also not clear how far people's participation enhanced the pace of developmental activities, which have been going on under the centralised system of planning, and implementation. It is difficult to believe that a change in the system of developmental planning and implementation was free from any problem and that everything went smoothly. It is also not clear whether investments were made after undertaking a social cost-benefit analysis of alternative proposals.

E. M. Sridharan, Prof. M. E. Prasad, V. G. Manmohan (Eds), Janakiasoothrasarkar – Oru Swayam Vilayiruthal (Malayalam), State Planning Board, May 2000

This volume professes to do a self-evaluation of the people who work in the forefront of People's Planning in Kerala. Three aspects are claimed to be covered;

- i. Relation between development and party politics;
- ii. Based on statistics, the socio-economic background of the peoples representatives;
- iii. How far did the people's representatives actively participate in the People's Planning and the changes, which resulted in their attitudes and capabilities?

On the first aspect, the conclusion is that a new developmental political approach is needed, as different from typical party politics. As far as the second aspect is concerned, the conclusion is that more training for enhancing the effectiveness of the people's representation is needed. The conclusion in respect of the third aspect is that though many positive changes have occurred, much remains yet to be achieved.

One point of view stressed in the books is that it is impracticable to create a party-less democracy in local government and that what is needed is the acceptance of party politics, but that suitable changes should be made in the approach towards the styles of the politician in developmental situations. Another point of view stressed is that already many people with technical capabilities have come into politics and

that political parties give more weightage to technical capabilities of their candidates in future. The authors expect a major change in the attitudes and capabilities to support People's Planning

An analysis of the socio economic background of volunteers, general and technical who work in People's Planning is also presented. It is concluded that the contribution of such volunteers was tremendous, but that the style of political people and the governance are not adequately conducive to the utilisation of the contribution. The politicians prefer the bureaucratic styles. This is more evident among male representatives of people than female representatives.

An analysis of the quality and effectiveness of training undertaken at various stages of the PPP is also presented. The training done in the first two stages was, it seems more effective than the third stage at District levels. The training on the financial aspects seemed to have created much confusion. This has affected the project proposals.

The last part of the book examines the extent to which the bureaucratic structures and the members of these structures were restructured to meet the needs of the PPP. Some case studies of success have been presented. However, the general conclusion seems to be that much more remains to be done.

State Planning Board, PPP: Beneficiary committee, Guidelines for Work 1999(Malayalam), State Planning Board, 1999

This booklet is intended to lay down the guidelines as to when and how a beneficiary committee can take up developmental works, as could be understood from the title. In the latter part of the book, this is covered in detail. However, the first part of the book, which is a preface, attempts a glorification of the PPP in general and the system of getting works done through the beneficiary committee and a rationalisation of the shortcomings experienced in entrusting works to beneficiary committees.

The booklet's value lies in the presentation of the guidelines in Malayalam for implementing developmental works under the PPP through beneficiary committees under the following headings.

1. Rates
2. Formation of Beneficiary committee
3. Agreement
4. Preliminary Steps
5. Mobilisation Advance
6. Joint Bank account for Financial Transactions

7. Muster Roll
8. Purchase of Construction Materials
9. Hire charges of Machinery
10. Cash Book
11. Minutes Book
12. Daily Diary
13. Receipts for Records

This is followed by guidelines for measurements, **soling**, metalling and tarring in road works, technical supervision, curing, deviation from original guidelines/specifications, bill preparation, settlement of disputes, group insurance for labour, transparency, bill amount given to beneficiary committee, taxes and duties, expenses for technical supervision, distribution of cement, steel, bitumen, binami contracts, completion report, presentation of accounts after completion of work, insurance for accidents, operation and maintenance, committee for operation and maintenance etc.

This study in TMC reveals that though the system of execution through beneficiary committee is ideal theoretically for involving people in the implementation of projects and thereby create a sense of ownership, in practice, however, there have arisen a good number of problems. These are discussed in Chapter V in this report.

Janakiyasoothranam, Oru Padapusthakam (Malayalam), Kerala Language Institute, November 2000

This publication is a textbook on how PPP was conceived and how it is being implemented. The following subjects are dealt with:

- i. Challenges of development and decentralised planning
- ii. Procedures for decentralised planning
- iii. Preparation of projects
- iv. Project proposal
- v. Project implementation-general instructions
- vi. Selection of beneficiaries

- vii. Implementation of construction works activities
- viii. Utilisation of funds in projects
- ix. Monitoring
- x. Audit
- xi. Calendar schedule for implementation
- xii. Project for SC/ST development
- xiii. Women development programme
- xiv. Watershed based development

A chapter on Panchayat Raj Law and Governance Mechanism traces the legal base of PPP through the 73rd and 74th Constitutional amendments and the revision of the Kerala Panchayat Act in 1991.

As a reference textbook covering the procedures and systems for People's Planning, the book is of immense value to all those who are connected with PPP. However, Chapter 2 on 'People's Planning: An Evaluation' does not fit in with the purpose of a textbook and is biased in terms of an attempt to claim that PPP is a success.

One positive aspect of implementation of People's Planning in Kerala is the tremendous effort put in by the key actors and the State Planning Board in documentation. The Planning Board compiled all government orders into three volumes. Guidelines for execution of works through beneficiary committees were issued. Training manuals in Malayalam for the different phases of the campaign were made. To this can be added the textbook discussed above.

Dr. T. M. Thomas Isaac, Janakiasoothrana Prasthanam, Chila Visadikaranangal (Malayalam), Kerala State Planning Board, Thiruvananthapuram

This book is a compilation of attempted answers to certain questions and criticisms raised about different aspects of PPP in Kerala. The questions are:

- i. Significance of decentralised planning in Kerala
- ii. Is decentralised planning possible?
- iii. When planning is done at different levels, how can an integrated plan be developed?
- iv. How can the suggestions from higher-level authorities be incorporated in decentralised planning?
- v. Is this a programme of the World Bank?

- vi. Decentralised planning and globalisation
- vii. Does decentralised planning place a large burden on people?
- viii. Should not training for those in local self-government units precede the implementation of decentralised planning?
- ix. Is it true that the District level is neglected in decentralised planning?
- x. Is it true that in PPP, sufficient importance is not given to District Planning Committee?
- xi. Have not the trainers become a parallel system to the committees of elected representatives? Is it true that trainers have been selected based on their political affiliations?
- xii. Decentralised planning is a concept, which is accepted long back. The 73rd and 74th amendments made this possible. Is it not true that the Planning Board is presenting the old idea of decentralised planning as if it were something new by giving it a name as People's Planning?
- xiii. Panchayat members are elected by about 70% of the voters. When 25% to 30% of the voters try to control the decision making of the elected representatives, is it not an expression of lack of confidence in people's representation?
- xiv. Are not people being given false hopes? Is it possible to meet all the needs of the people raised in gramasabhas at any time?
- xv. Will not ward level thinking affect an integrated view of development?
- xvi. Is not the expenditure to print 1.25 lakh copies of development reports a waste? Has not the development report been a mere academic exercise?
- xvii. Is it not true that in the third stage of People's Planning, the enthusiasm of people had waned and the task was handed over to experts and officials?
- xviii. What is the need for preparing detailed project proposals, except at the stage of implementation?
- xix. What is the need for giving so much importance to project documents? Is it not enough to prepare project reports only for those that can be implemented?
- xx. Who is to decide on priorities? The authority for the Panchayat Samithi to make this decision makes the earlier set of activities from gramasabha onwards redundant.
- xxi. Is it scientific to use population as the only criterion for deciding on plan allocations?
- xxii. Is not an attempt being made to introduce control over panchayats' own funds?
- xxiii. Is not an attempt being made to include beneficiary contribution and show a big involvement?
- xxiv. Is it not an encroachment of the authority of the local self-government, when the regional restrictions are imposed from top?

- xxv. After claiming that more than 35% of the plan funds are given to panchayats, is it not an erosion of this claim when 10% of this is set apart for State Plan projects?
- xxvi. Is not the creation of the volunteer technical committee erosion of the PPP as originally envisaged?
- xxvii. Does not the creation of expert committee lead to erosion of authority of people's representatives by experts?
- xxviii. Have qualifications been prescribed for persons to be included in the expert committee? Is it not a violation of such specified qualifications to include volunteers like KRPs (Key Resource Persons) in the committee?
- xxix. Is there legal validity in insisting that only when projects are prepared as per procedures laid down by the State Planning Board plan allocations will be given?
- xxx. Is it true that in PPP, the involvement of officials is not up to the desired level?
- xxxi. Have not volunteers become a parallel force to make existing governing mechanism mere onlookers?
- xxxii. Among trainers, the percentage of women is quite low. How will, therefore People's Planning be any different from centralised planning as far as women are concerned?
- xxxiii. How are SC/ST benefited due to decentralised planning?
- xxxiv. Is it not true that the participation of SC/ST in People's Planning has been much less than what was expected?
- xxxv. Is it not the suggestion that after approval of development plan, the allocations are to be divided among respective officials, an erosion of the authority given to panchayats?
- xxxvi. What is the guarantee that when those at the helm of the Planning Board or Government change, the policy of decentralised planning will not suffer?
- xxxvii. Can People's Planning be a permanent arrangement? Will it be necessary to repeat campaigns?

Answers presented for the above questions, in many cases are only viewpoints and do not serve as satisfying answers.

How far some or all of the above questions are relevant, now that five years of People's Planning have elapsed, is a matter worth examining. In this study, we have come across inadequate awareness among the public at large on the purpose and objectives of People's Planning and consequent dwindling participation. Of particular interest are the questions xvii, xx, xxi, xxv, xxx, and xxxii. The ten case studies presented in this report, when analysed, reveal that there is a lack of scientific project formulation, insufficient sustainability analysis etc. and that there is insufficient understanding or

misconceptions, among people, officials and elected representatives. This points out to the necessity for capacity building among the stakeholder groups.

Manoj. K. Puthiyavila, Prof. T. P. Kunjikkannan, Janakiyathayude Ponkani (Malayalam), State Planning Board, Thiruvananthapuram.

This volume is a collection of success stories of local people collaborating in PPP to bring about achievements in different sectors of the economy. The book starts with a mention of the tradition of Kerala in people's collaborative efforts, namely Nattukkootam. It then traces how this traditional strength suffered a setback because of several happenings such as the switchover to centralised governance, the ill effects of liberalisation and globalisation. Even then, there were notable successful collaborations at the local level, which in the wake of PPP became well established. At the end of the first year of PPP, it is claimed that a lot has happened to bring people together at local levels, which was thought as impossible prior to the introduction of People's Planning.

Seventeen success stories in the production sector, 21 in the service sector and 14 in the infrastructure sector are presented in the book.

Except for indicating that the people collaborated voluntarily and some cost effective or timely suggestions came from some individuals or groups, the process that generated the collaboration or the factors that led to such collaboration and joint efforts are not identified and discussed. Was it the absence of party politics or a new approach for local level development by politicians or the quality of decision making and support given by a few social leaders or the panchayat's readiness to get the idea generated by people, that created the success is not identified and analysed.

The overall impression that emerges out of a critical analysis of these studies, textbooks and reports is that:

- the initial steps towards decentralisation of authority and devolution of resources to the people at the grassroots level have been taken **firmly** by the Government since 1996 and as expected, the new system is slowly but steadily striking roots in every panchayat and municipality in the State.
- PPP is still in its formative stage with lot of teething troubles. Honest efforts are being made by the authorities concerned to scientifically analyse problems, difficulties and failures as and when they arise in the course of implementation and work out feasible solutions and guide lines without any delay. This is commendable.
- the key-personnel namely, the elected representatives and the officials get regular training on the technical and legal aspects of project planning and

implementation. However, the studies, cited above, indicate that the know-how imparted/acquired did not fully reflect in their performance. Scarce resources were wasted and many projects were left halfway.

- the public are still confused about the technicalities of PPP and hence, their participation in gramasabha/ward committees lacks quality and vigour. Informed assent/dissent is missing. Of course, there are successes in several panchayats and municipalities, which need to be analysed scientifically in order to identify the positive variables that contributed to their successes.
- the beneficiary committees lack technical competency in managing construction works. Hence, many works remain incomplete and the authorities harass the particular committees.
- the contributions by the beneficiaries in the form of manual labour, materials or money had not been sufficient or up to the expectations of the planners. There is reluctance. At the same time, the authorities of the local bodies do not strongly insist on contributing.
- the roles and responsibilities of BLEC / MLEC need to be redefined and made more effective to ensure the financial and technical feasibility of the projects proposed.
- the question of sustainability of the project has not yet received the attention it deserves. Hence, many a project is allowed to die without much regret.

Chapter – IV

Projects and their Analysis

As already stated under 'Design of the Study' in Chapter I, the main method adopted is to build case studies on selected projects. The data collected through interviews, observations and from records are analysed here project-wise and objective-wise. Since the interviews were unstructured, the data obtained were qualitative in nature and hence, there was no scope for (and no need for) statistical analysis.

In analysing the data collected, emphasis is given to analysing the financial aspects as well as physical achievements. Financial aspects looked into are whether there was cost overrun in relation to the works that were completed, sources for working capital, whether sources for financing the scheme after completion have been identified, whether benefits from the project exceed the investments and running costs etc. Physical aspects looked into are whether the project as originally envisaged is completed, whether arrangements have been made for carrying on the commissioned project, what is the current status of the commissioned project etc.

Pazhavila Slum Improvement Project

The project was carried out in Poojappura (Ward 17). The population of this ward as per 1991 census was 13763 (7278 men and 6483 women). Of this, 545 women and 452 men belong to SC and 8 men and 3 women belong to ST.

There is no separate project proposal for Pazhavila. A common project proposal for 20 SC/ST colonies covers Pazhavila also.

In the introductory paragraph of the Common Project Report, it is mentioned that there are 25 recognised and an equal number of 'unrecognised' slums in Thiruvananthapuram city. The living conditions of the people are miserable. They have no access to drinking water; no electricity and no latrines.

The objectives of the Common Project are:

- Socio-cultural improvement of the people living in the slums;
- Raising the status of living of more than 1, 200 people;
- Reducing/eliminating environmental pollution in the area;
- Improving the health status of the people, particularly that of children;
- To reduce the disregard to which the people living in these colonies had been subjected to through centuries.

The Proposal mentions the following activities to realise the objectives:

- Visiting and studying the areas to understand the conditions of living of the people
- Taking steps to improve the conditions of living of those who live in the most unsatisfactory and environmentally polluted areas
- Laying pipes for delivery of drinking water and drains for polluted water and making provision for sanitary latrines, where these are not available.

A sub-committee of the Corporation will visit the colonies and select the most deserving ones, assemble the people and constitute beneficiary committees, instruct the committee on the developmental activities intended to be carried out, prepare estimates and arrange implementation through beneficiary committees, supported by ward committees. Corporation level sub-committee and expert committee are to periodically visit the project spots and give necessary instructions and monitor the progress.

The financial analysis presented in the Common Project Report is as follows:

Sl. No.	Activity	Project Share	Others	Total
		Rs.	Rs.	Rs.
1	Build latrines	20, 00, 000	1, 00, 000	21, 00, 000
2	Roads	13, 00, 000		13, 00, 000
3	Water supply	13, 00, 000		13, 00, 000
4	Lighting	3, 00, 000		3, 00, 000
5	Drains	6, 50, 000		6, 50, 000
6	Total	55, 50, 000		56, 50, 000

The estimate of cost for the construction of retaining walls, filling, metalling, tarring and cement concrete surfacing at Pazhavila was Rs.22, 87, 350/- and the estimate for construction of individual latrines Rs. 3, 76, 800/-, making a total of Rs. 26, 64, 150/-.

The genesis of the project was not from the ward conventions. Instead this was presented by the Corporation in the draft plan and each colony was to decide on what were the items of works to be done.

Implementation in Pazhavila

The Ward Committee informed the people in the colony that there is scope for developmental activities for them. But the people were not enthusiastic about projects common to all. They asked that Rs.25 lakh sanctioned for the project might be divided among 25 SC/ST households. The Councillor explained the need for infrastructural facilities for the colony as a whole such as road, electricity, pipeline and latrine, though latrines will be constructed for individual homes. The colony did not have proper reach at all, as it was a marshy place. Ultimately, the people agreed to take up the Common Project.

A Beneficiary committee (BC) was formed and Sri Vinu (who is the present councillor) was made the convenor (no one wanted to be convenor, as they know that it would bring a lot of responsibility).

The Corporation signed an agreement with the beneficiary committee.

An account was opened at the Poojappura branch of the State Bank of Travancore. Mobilisation advance was given and it was insufficient to start with. However, BC was able to mobilise support from the beneficiaries. It procured materials on credit. The beneficiaries themselves did removal of coconut palms and trees. The people nearby (middle class families) contributed land for the road. There was transparency and insistence on good quality of work.

The budget was revised in the 2nd year and the DPC sanctioned the R.E. of Rs.28, 43,000/-. 20 latrines were completed. Some parts of the road were completed. In other parts, metalling was done but not tarring. Electrification and pipelines for water supply were completed, but not as part of the project as the amount was not sufficient. The revised estimate was as per 98-99 schedules and the work could not be completed at that rate. Meanwhile the convenor resigned, as he wanted to contest as councillor. Anil was elected as the new convenor.

The Corporation sent a notice to the Committee as to why the work was not completed. The Committee did not reply. Instead, it demanded a revision of the budget. The matter stands still at this point.

A chronology of the events of the project is given below:

17/1/99	BC was formed
19/2/99	Agreement signed
22/2/99	Mobilisation advance of Rs.50, 000/- sanctioned
30/3/99	First part bill for Rs.2, 55, 708/-

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25/5/99	Second part bill for Rs.3, 27, 030/-
31/5/99	Total value of work done Rs.7, 82, 202/-
1/6/99	Third part bill for Rs.1, 52, 130/- -gap between value of work done and amount received
1/6/99	For 20 tubes and 8 posts Rs.7, 200/- deposited with KSEB
7/99	Fourth part bill Rs.3, 36, 489/-
Revision of estimate to 40/- lakh sought, but sanction for Rs.28, 43, 000/-	
23/11/99	Fifth part bill for Rs.3, 02, 783/-
8/8/00	Sixth part bill for Rs.3, 08, 512/-
20/7/02	Vinu resigned from convenor ship
7/8/00	Anilkumar elected as convenor
20/9/00 to 28/9/00	Metalling the road to be tarred
10/00	8 th part bill for Rs.40, 221/-
8/4/01	Almost all work has been completed but for tarring and covering drains with slabs
31/5/01	Notice from Corporation to BC

BC did not reply to the notice, but demanded revision of estimate

Findings

- i. The project is not based on any demand raised in the ward convention. The initial reaction of the people was that they would be happy if Rs. 1 lakh were given to each family. This goes to show that awareness and understanding of the people, especially those below the poverty line and particularly the SC/ST has to be enhanced by planned efforts for enabling them to meaningfully participate in People's Planning.
- ii. The quality of the project proposal needs to be enhanced. The project proposal is only a list of investments to be made. Bulk of the investment is for retaining walls, filling and formation of road. Were alternatives considered to reduce the investments?
- iii. There is no financial analysis/ social-cost benefit analysis in the proposal. There is no schedule for implementation or linking of resources to the activities.
- iv. A monitoring committee is specified, but how to monitor and report is not discussed.
- v. There is no mention of evaluation of the project
- vi. Bulk of the investment is on retaining walls and roads. Who will bear the cost of maintenance of the retaining walls and roads?

- vii. It can be seen that the one item, which consumes most of the cost, is the R.R. Masonry wall. The colony is situated on the steep side of a hill requiring high retaining walls for road formation. In such areas, how much of motorable road access should be arranged is always a question of debate. From a welfare angle, there is no limit to the investment that may be expected by the beneficiaries. Whereas, from a consideration of alternate use of scarce resources, doubts can be expressed on the wisdom of heavy investments. Such aspects of financial viability and or social cost benefit analysis are not covered in the project report. In fact, no alternatives are seen discussed in the Project.
- viii. Again, if there was an attempt at the quantification of the contributions from the beneficiaries, this could be highlighted as a participatory output of the project. That the project could whip up the enthusiasm of the people in the area and make them take the responsibility to participate in a project for their own benefit and contributing labour and land for the project etc are the merits of the project. They also contributed financially, though no accounts are readily available to estimate the extent of beneficiary contribution.

The retaining walls seem to be well built. The beneficiaries, several of whom we met were happy about the project as they got a road access to the main road. They are also happy about the latrines as well as the clean surroundings.

- ix. The BC found it difficult to carry on the works for want of working capital. After some initial contribution in cash, many of the beneficiaries desisted from attending the meetings for fear of having to contribute further. Unless solution to this problem of working capital is found, BC may not come forward to take up works. This will erode the very foundation of people's participation in implementation.
- x. When projects take time to be completed, the increase in cost over original estimate is a continuing problem in all public works. In this project also, the tarring of the road is yet to be done for want of additional funds. The Corporation has issued notice to the Committee and matters remain unsettled. In all probability, no immediate solution could be found and the untarred road after two seasons of rain will create several problems. The original estimate of cost of the project was Rs.26,64,150. The DPC sanctioned a revised estimate of Rs.28,43,000. The Beneficiary Committee wanted the estimate to be revised to Rs. 40 lakhs. The tarring work is yet to be done. Thus there is clearly cost overrun.
- xi. One debate which should arise from the learning's from this project is how much of scarce resources should be invested in unsuited land for the convenience of a few, who for want of better land were forced to chose available hillside to put up shelters. Is not cost effectiveness of the whole project to be looked into in such decision-making in the context of demand from local people?
- xii. There is always a lag between PWD estimate rates and market rates. For example, labour rates are about 50% higher than estimate rates. When beneficiary committees undertake work, they have no means, which a contractor may have for getting labour at estimate rates. The only thing they can do is to contribute their own labour to the extent possible. This situation also causes BCs to be less and less interested in taking up works. The alternative, which beneficiary committees often resort to, is to get work done through binamis.

Egg Production unit in Sri Chitra Home

The introduction to the scheme indicates the background of the project. Thiruvananthapuram being an urban area, it is not possible to give emphasis to agricultural sector, especially animal husbandry. Lack of space, busy urban life, lack of

time and lack of attitude are factors creating the situation. Also in the city, schemes in which assistance was given to individuals to rear chickens, cattle etc. did not bring in adequate returns. As far as eggs are concerned, not even one percent of the city's requirement is produced in the city. Most of the requirements are met from import from neighbouring states. A small quantity comes from the suburbs of the city. It is to ease the situation that the Corporation embarked on a scheme of assistance to individuals and institutions for egg production.

Orphanages functioning in the city often find the grant from Government, donations etc inadequate to meet their operational costs. Those orphanages, which have land and are interested, could, grow chicks, produce eggs, and earn an income. Thus, the project of egg production in orphanages was conceived. The Committee for Community Welfare gave detailed shape to the project. In the ward conventions in which poor homes or orphanages are situated, suggestions on such projects had come up.

One of the orphanages selected for the project was the Sri Chitra Home, which functions under the Social Welfare Department of the State. The Home is known for an excellent record of accomplishment. Through this project, the Home could enhance its income. The services of the inmates could be utilised. It was envisaged that using the land attached to the Home, 3000 chicken could be reared.

Sheds have to be constructed and a group of inmates trained in chicken rearing. This will however, need addition of infrastructural facilities such as brooder home and grower home. Until egg production starts, the cost of feed of chickens will be provided for in the Corporation plan budget. Once egg production commences, the implementation committee of the Home will have to bear all costs and receive the income.

Objectives of the project

1. Utilise the land available without investment in Sri Chitra Home and the labor freely available there to rear 3000 chicks.
2. The scheme will help the Home to enhance its income and also ease the supply position of eggs in the Corporation area;
3. Encourage the participation of people in wealth generation schemes.

Beneficiaries

Sri Chitra Home is an orphanage. All those who stay there will be the primary stake holders of the project.

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Activities

1. Form an implementation committee consisting of representatives of the functionaries of the Home, Corporation Council and voluntary agencies;
2. Develop the infrastructural facilities needed;
3. Make available chicks;
4. Rear the chicks;
5. Give training to 25 inmates of the orphanage on all aspects of the project;
6. Monitor the project activities;
7. Sell eggs and make surplus.

Cost-estimate

Capital Expenses for 1500 chicks

Brooder home

20' X 40' = 800 sq. ft at Rs.120/sq.ft 96,000

Grower house

20' X 45 = 900 sq. ft at Rs.120/sq.ft 1,08,000

Layer Home for 3000 chicks 3, 60, 000

Total 5, 64, 000

Equipment

Cages in brooder home

@ Rs.45/- per cage = 1,500 X 45 67, 500

Cages in grower home

@ Rs.60/- per cage = 1,500 X 60 90, 000

Cages in layer home

@ Rs.90/- per cage = 3000 X 90 2, 70, 000

Total 4, 27, 500

Expenses for brooder

waterer etc 1,500 X 10 15, 000

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4, 42, 500

Total

Working Capital

3150 one day old chicks at Rs.15/- per chick	41,250
(Allowing a waste of 5%)	
Feed Cost 3150 of chicks until they start yielding eggs	
7 kg/chick at Rs.9/- per kg 3150 X 7 X 9	1, 98, 450
Electricity, medicines etc at 15% of feed cost	30, 000
Insurance Cost	2, 500
Total	2, 78, 200

Thus, the total capital including working capital works out to

Buildings	5, 64, 000
Cages	4, 42, 500
Working Capital	2, 78, 200
Total	12, 84, 700
Say	12, 85, 000

Anticipated Income

First Year

Sale of eggs after 140 days 180 X 3000 X 1.50	8, 10, 000
Sale of manure	
20 kg for 1500 chicks and	
10 kg for 1500 chicks = 45 MT X 500	22, 000
Total	8, 32, 000

Second Year

Sale of eggs 3000 X 300 X 1.5	13, 50, 000
Sale of Manure (20 X 3000 + 10 X 1500)	37, 500

@ Rs.500/MT

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Sacks etc.		15, 000
Sale of spent birds	2800 X 50	1, 40, 000
	Total	15, 42, 000

Implementation and afterwards

Thus, the project started with a very bright picture of possible income generation.

Preliminary works started under the leadership of the implementation committee.

Brooder home and grower home were constructed and 500 birds were deposited in the cages. However, at various stages 250 of them died and only 250 are left. The Superintendent says that the operation is not at all profitable. Much more than the estimated cost is involved in feeding. One bag of feed costs Rs.750/-. The amount of Rs.5 lakh received from the Corporation was spent on trial operations. The Nirmithi Kendra constructed the buildings. Only 130 eggs are produced per day. Eggs are being sold to wholesale dealers at Rs.1.20/- per egg. The income so obtained is not enough even to cover the cost of feed. Apart from this, the cost of medicines is also involved. Hence, often the waste from vegetable shops is given as feed. If things continue in this way money has to be taken from donations and other incomes.

The inmates of the Home were given training in the Kudappanakkunnu farm for three days. The trainees feel that for running such a big project as this 3 days' training is not at all enough. The chicks die when diseases afflict them and scientific treatment is not given. Services of a doctor are not available in such situations. The trainees have not acquired skills to deal with such situations. It is expensive and impractical to get help from the SPCA hospital near the PMG junction. Many such unsolved problems are faced by the Home for which no technical help is available. Some visitors of the Home advised that instead of this it would be better to go for broiler chicken. Using the same sheds, attempt is now being made to grow broilers. Early this month, it is understood that the Corporation has agreed to convert the project into a broiler project.

Findings

- (i) The quality of the project proposal needs to be enhanced. It provides for only capital costs and some items of operation and maintenance, leaving out important items, especially cost of medical attention to birds, staff cost etc. When a project involves large capital expenditure initially and incomes and expenditures are incurred in subsequent years, it is necessary to work out and show the attractiveness of the project using indices like payback period, net present value, internal rate of return etc.
- (ii) There is no financial analysis/ social cost benefit analysis in the proposal providing for risk and uncertainty, when people who have no entrepreneurial attitudes and skills undertake the project. Out of 500 birds deposited in the cages 250 died. Against an estimate of 300 eggs per day only 120 was the actual realisation. The feed cost per chick

assumed was far less than actual needs. Thus costs were more and benefits far less than estimate.

- (iii) There is no implementation schedule for the project or linking of resources to the activities during the project period.
- (iv) A monitoring committee is specified, but how to monitor and report is not discussed. In actual practice, the inmates of the Home say that no monitoring was done.
- (v) There is no mention of evaluation of the project. The present condition of the project justifies the conclusion that the project should have been planned with an evaluation perspective rather than a commercial perspective of showing large potential for return.
- (vi) For running such big projects entrepreneurship and technical skills, marketing skills and services of veterinary doctors are required. Buildings, equipment and working capital alone are far from sufficient. This aspect has not been properly built into the project. It is futile to expect that the inmates of an orphanage will have the entrepreneurship and capabilities to run such a project. In other words, the project proposal just assumes that if equipment and buildings are made available any body can run a business. The social development side of the project is altogether ignored.
- (vii) Our effort to interact with the veterinary doctor was not much useful as the doctor who was in charge at the time of the commencement of the project was transferred.
- (viii) The Matron of the Home and some of the inmates whom we contacted pointed out that the project ended up in big losses. The only gain was a building constructed under the project. They are now trying out a broiler project using the infrastructural facilities created.

Mobile Diabetics-Hypertension Clinic

This project aims to provide free check-up and medicines to poor patients of diabetes and or hypertension in the relatively backward wards such as Thrikkannapuram, Poonthura, Sanghumugham, Vattiyoorkkavu and Kalippankulam. By providing these services on a regular but periodical basis, it is the intention to prevent such patients from reaching critical condition. The project was conceptualised by the doctors of the Community Medicine Department of the Medical College, Thiruvananthapuram. The services are arranged through a Mobile Dispensary for Diabetes and Hypertension

The rationale

The number of patients who take services from various hospitals in the city for diabetes and or hypertension is quite large. Such patients need continuous medical attention and treatment. However, patients who are below the poverty line, due to ignorance or due to difficulties in accessing hospital facilities do not subject themselves to treatment. Even those who go to hospitals do not avail themselves of continuous treatment. Because of this, the incidence of diabetes and hypertension is quite high among low-

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income group people. This project envisages free medical attention and medicines to such people. The project was given shape by a committee of doctors of the Community Medicine Department of the Medical College.

Components of the project

The objective is to provide regular medical attention to patients belonging to poor families at locations near to them and prevent them from reaching critical conditions. A mobile van equipped with necessary apparatus for medical check-up and medicines and a team of doctors who volunteer to do service free of cost move around the wards of Thrikkannapuram, Poonthura, Sangumugham, Vattiyoorkavu and Kalippankulam and provide services at the Mother and Childcare Centres of these wards. The mobile clinic operates 5 days in a week - Monday to Friday. The van starts from the Corporation buildings in the morning, goes to the Community Medicine Department to pick up the doctors and their team to the 5 wards mentioned above. A card is maintained for each patient who registers at the Centre. The Junior Public Health Nurse of the Corporation in the Centre assists the team of doctors. A registration fee of Rs.10/- is levied on the patients when he/she comes to the centre for the first time. The patients are examined by the doctors and medicines prescribed. The medicines, including insulin are given free of cost.

People who receive treatment at the centres, when interviewed said that they received good service and that too free of cost. They also stated that the service operates regularly without fail. In 2001-02, provision for extending the service to more wards (new wards) is contemplated.

The benefits expected are indicated as below:

- i. Yearly, 6000 patients will receive free services;
- ii. Patients will not move to critical stages;
- iii. By giving free medicines to poor people, their health status will improve.

The cost estimate

First year

	Rs.
Purchase of vehicle	6, 50, 000
Purchase of medicines, reagents,	
Lab equipment	6, 54, 000
Fuel charges for vehicle	20, 000
Driver's salary for 6months	6, 000

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Total 13, 30, 000

The cost per patient would work out roughly as below:

Interest and depreciation on Capital of Rs.6, 50,000 at 20% 1, 30, 000

Running Costs 6, 80, 000

Total 8, 10, 000

No. of patients estimated 6, 000

Cost per patient = 8, 10, 000 / 6000 135

Monitoring

A Corporation level samithi is to monitor the project by receiving reports from the Public Health Committee of each ward.

Findings

- i. No doubt, the patients below the poverty line need treatment for diabetes and hypertension. However, the project proposal does not give an idea of the quantum of need for such service from any reliable statistics. It is simply estimated that 6000 patients in 5 wards could be benefited.
- ii. The project does not consider alternatives of cost-effective delivery of such services. The Public Health Services is offering free check-up and medicines through Primary Health Centres, Taluk and District Hospitals and also the Medical College Hospital. Can the State afford to do more than this, and that too restricted to Thiruvananthapuram City? If the same proposal had come under State budget prior to People's Planning, this situation would call for a policy decision in the enhancement of health service facilities. Already the State spends a large proportion of its revenues for social services. If this is further enhanced, what is its impact on investments needed in productive sectors? Again, the assumption that poor people would not go to Primary Health Centres and other hospitals is not quite true. Further, when such a project starts in the city, would it not be taken as a model in other cities and towns also? What will be the impact of such a situation? In addition, a mobile van will need maintenance, repairs, and replacement after a certain number of years. I also calls for recurring medicine costs and recurring cost of a driver. In other words, the scheme imposes an annual recurring cost on the Corporation, which will enhance the already high health-care costs borne by the State. If the driver is on leave, where to look for a substitute? All these are matters to be examined in the project from consideration of sustainability. Such aspects are not reflected in the cost analysis as can be seen from the project cost estimate given above.
- iii. The project proposal is silent on the source of funds for capital investments for replacement of the Van as well as recurring expenses by way of salaries of the driver, fuel charges, repairs and maintenance to the Van, cost of medicines etc.

Housing

One of the major socio-economic problems in Kerala as well in other States is shortage in housing. Many live in huts. In one hut, sometimes two or three families live together. Further, the condition of sanitation and water supply is also miserable.

One important project of the Corporation is 'shelter for all'. It envisages assisting people below the poverty line to construct houses in place of their uninhabitable huts.

The demand for housing was raised at different ward conventions. More than an individual need, the problem of housing is a social problem as well. Hence, the Corporation in 1999-2000 took up a project for providing 2000 houses (1250 in general category and 750 SC/ST) to those who need.

The criteria for selection were as follows:

- i. Those who do not have an inhabitable shelter
- ii. Annual family income is below Rs.20, 000/-
- iii. The family should own at least 1 cent of land
- iv. From one family, only one person shall apply
- v. Those who have not been selected under schemes like the Urban Basic Services for the Poor.
- vi. If the family has a house in its own land with or without T.C. No., the house will be inspected and the condition of the house, whether it is inhabitable or not is ascertained.

Applications were invited from people in the ward who met the above criteria. These applications are scrutinised by ward level committees. Based on the shortlist provided by the committee, the Corporation prepares a tentative list of those who are selected for financial assistance. Ward-wise priority lists are exhibited in public places and objection, if any received are taken into consideration. For scheduled castes and tribes, separate lists are made. The list approved by ward committee is placed before the Shelter Committee of the Corporation for approval. The list approved by the Shelter Committee is published and objections received taken into consideration before finalising the list, which is formally approved by the Council. Thereafter, the beneficiaries are summoned to the Corporation for scrutiny of documents relating to ownership of land. Those who qualify in the verification are included in a priority list ward-wise and the list given to the ward committees. Permits are issued to beneficiaries so selected. The financial assistance is given in 4 instalments. First instalment is Rs.7, 500/-. When the foundation and basement are completed, the second instalment of Rs.10, 500/- for wall construction is given. The third instalment of Rs.9, 000/- is given for roofing. The last instalment of Rs.3, 000/- is given for electrification and finishing work. For

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scheduled castes and tribes the total assistance is Rs.35, 000/-. It is expected that the beneficiary will contribute at least Rs.7, 500/-. Houses built under the scheme should not be sold or mortgaged.

Thirty types of designs were approved by the Corporation for adoption based on the area and nature of the land owned by the applicant. The house constructed should have an area between 20 to 30 Sq. m. Each selected beneficiary should prepare and submit an application for license with the help of the ward committee. To the application, the plan selected should be attached along with a site plan and a sketch of the house. SC/ST applicants should submit certificate of caste from concerned authorities.

Implementation

A chronology of events relating to the housing project is as below:

10/11/99	List of beneficiaries published in newspaper
30/12/99	Joint Meeting of the organising committee and technical committee
30/12/99 to 12/1/00.	Verification of ownership documents of beneficiaries
5/2/00	Scrutiny of beneficiary list by staff and tentative list of 1250 general and 396 SC/ST made and the list submitted to the District Panchayat
6/3/00	Permits issued and the programme inaugurated in Chakka and Pettah wards by giving first instalment to beneficiaries based on recommendation of the ward level monitoring committee
12/5/00	Decision to sign an agreement between the Secretary of the Corporation and the Secretary of the State Co-operative Bank
26/5/00	Agreement signed
4/9/00	Project modified to increase the number of beneficiaries to 1600 and reduce SC/ST to 400 in view of the position that ownership documents were not available with 750 beneficiaries, but only 400.

The chronology of events of transactions with the bank and release of instalments is as follows:

31/12/99	Fixed Deposit for 11 years	Rs.1, 50, 00, 000
	Fixed Deposit for SC/ST	37, 50, 000
4/1/00	Plan Fund	32, 18, 000
5/1/00	State-sponsored scheme	5, 32, 000
23/1/00	Cost of steel almirah	15, 207

	Rent for public address system and chairs for inaugural function	4, 210
	Charges paid to various dailies for publishing the beneficiary list	19, 380
18/2/00	First instalment from bank for the temporary list of 1646 beneficiaries	1,23, 45, 000
6/3/00	Started distributing the first instalment	7, 500
12/6/00	DD received for second instalment from the bank	2, 20, 00, 000
21/6/00	DD received for balance amount	26, 50, 000

Experience of beneficiaries

Twenty-six beneficiaries from five wards were interviewed. All of them consider that the project is a blessing to them as it provided them with houses. However, many of them attempted to construct houses, which had more area than 320 sq. ft proposed in the scheme. This led to increased investment for which they obtained money on loan at high interest rates and by pledging their gold ornaments. Already their income was meagre and the interest burden made life more difficult.

It was envisaged in the project that the beneficiaries would use cost-effective technologies. However, this happened only rarely. They wanted their homes to be strong and safe and they feared that cost-effective technologies might not suffice. Hence, based on the advice of masons, they constructed strong and deep foundations, brick walls, wooden doors and windows, all of which increased the cost. Another difficulty was the high-cost of delivery of materials to sites, in view of the fact that most of the house sites were not directly accessible from the road and so materials had to be taken by head load. In addition, day by day, construction costs and material costs are increasing. Because of all these, those who went in for construction of houses became heavily indebted.

There were some, who had thatched houses, which they demolished and started pucca construction. Many of them could not complete such houses for various technical reasons as also the delay in the receipt of instalments of financial assistance. The fourth instalment is yet to be received by the beneficiaries. Thus, many had not yet completed the buildings and they had become indebted. However, they are happy that they have now a house of their own, especially families in which there are girls who are

about to be married. This sense of security and pride in having a house has made them oblivious to the debt burden. There is a general feeling that the financial assistance from the Corporation is inadequate.

Findings

- (i) There is delay in sanctioning instalments. This has affected the completion of buildings
- (ii) Most beneficiaries have used the assistance from Government as a seed money and have attempted construction of bigger houses than what can be done within the assistance. This has led to indebtedness to money lenders
- (iii) However, the beneficiaries are happy that they have a roof over their heads.
- (iv) Cost effective materials and construction technologies could have been used to reduce investments. This requires advisory support at the appropriate time during planning and construction. Services of the District Nirmithi Kendras or the units of the Kerala State Nirmithi Kendra or the services of NGOs could have been tied up with the project

Fish farming in city ponds

Long back people of Thiruvananthapuram used to depend upon water from ponds for drinking and other needs. When piped water supply was established, ponds naturally were neglected. In fact, they were converted into dumping grounds for wastes and garbage. Moreover, some of them were filled up and used for house construction. The ponds, which collected garbage, had become an environmental threat. Cleaning of the ponds therefore was an emergent need. Besides, popular varieties of fishes had become costly and scarce. Hence, it was thought that, if the ponds could be cleaned and used for fish farming, the supply of fish in the city would improve, in addition to reducing environmental hazards from neglected ponds. The suggestion for the project came from ward conventions. The Corporation accepted this and a project for fish farming in 50 ponds in 50 wards was approved. Three of these, namely those at Kowdiar, Pangode and Thiruvallam were started.

The project in brief

Only ponds, which have good quality water round the year, were selected. It was estimated that from one hectare of fish farming in ponds a yield of 35,000 fish could be expected. People living around the selected ponds were invited to meet together and form committees for taking up the responsibility of fish farming in those ponds. The members of the committees were given training by the Fisheries Department. The cleaning operations were done with the help and participation of the local people. Seedlings were given free to the committees from the Fisheries Department. A mixed type of farming, using varieties like cutla, rohila, mygla, pulin and velli were proposed, in order that full utilisation of the water in the pond was possible. The selection of species was so made that the different varieties use different levels of water in the pond and do not try to destroy each other. The project envisaged annual harvesting.

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After cleaning the pond, cow dung / chicken droppings are added to the pond. Native fish and other aquatic beings were completely removed before letting in the seedlings of chosen varieties. Five-thousand seedlings for 7.5 cents of land was the proportion followed. Everyday feed was given using a combination of Kadala pinnakku and Thavidu in the ratio 1:1.

In Kowdiar ward, a meeting of residents around the selected pond (behind Thiruvananthapuram Tennis Club) was organised, a 'Samithi' to undertake fish farming was constituted, and the members were given orientation on fish farming. Under the leadership of the 'Samithi', cleansing of the pond was carried out. Seedlings were introduced into the pond. The members of the Samithi took care of the daily feedings and gave continuous attention.

Three harvests were made during which the project was in operation. However, the beneficiaries are of the view that the game was not worth the candle. The reasons attributed are:

- i. Since water containing oil from nearby drains flow into the pond, many fish died. In one harvest, there was only 200 fish.
- ii. For an area of about 60 cents of the pond, in which considerable time and effort were spent, the yield was very low and the enthusiasm of the people soon waned. After the third attempt, they gave up.
- iii. For the Samithi, this was a new experience. However, the condition of the pond and its surroundings has improved. If a rubble wall could be constructed around the pond and oil-mixed water from the surrounding drains is prevented from flowing into the pond, it should be possible to do good farming. If Corporation makes funds available for this purpose, then the Samithi is prepared to continue the farming operation.

The financing for the proposal was as follows:

26/5/98	Rs. 8,400
28/6/98	Rs. 8,400
Total	Rs. 16,800

The above amount was intended for cleaning the pond and purchasing feed for fish. However, this was not sufficient. The Samithi mobilised more funds by donations. Part of the work was done by contribution of labour by the members.

In a pond in Pangode (43 cents), the situation was similar to that of Kowdiar. The financial assistance given was:

10/11/98	Rs. 6,348
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25/6/98

Rs. 5, 000

Total Rs.11, 348

Let us look at what the common proposal for the fish farming project indicated as costs and benefits. For a pond that has an area of 25 cents, the expenses were estimated as below:

Non-recurring

Strengthening of bund, mud removal, connecting the springs etc.	2, 500
Farm implements, net etc.	800
Shed	200
Total	3, 500

Recurring

Cow dung 1.3 tonnes at Rs.300/- per tonne	390
Lime at Rs.2/kg for 50 kg	100
Kadalappinnakku at Rs.7 per kg for 270 kg	1, 890
Thavidu at Rs.3 per kg for 270 kg	810
Seedlings at Rs.35 per 100 for 500 seedlings	175
Planting	100
Harvesting	200
Labour	1, 400
Total	5, 065

Fixed Expenses

Interest on Capital investment at 15%	525
Interest on Working Capital at 12.5%	630
	1, 155
Total recurring expenses	6, 220

Benefits

350kg of fish at Rs.30 per kg	10, 500
Total recurring expenses	6, 220

Actual experience

The cost-benefit picture presented above did not turn out to be realistic. The yield was far less than estimated. Several new and unanticipated investments such as constructing a rubble wall all round the pond to protect its water from drains around would be needed without which it would not be possible to make the project operative. Thus, costs will increase and benefits would come down which makes the project unattractive. The beneficiaries lost enthusiasm and the project languished.

Findings

- i. Wisdom after the event shows that the possibility of water from other drains coming into the pond should have been anticipated. One of the ways of checking up the viability of such schemes was to draw from the experience of NGOs and other individuals.
- ii. Thus, the project formulation was inadequate. Cost estimates were unrealistic, whereas benefit estimates were very rosy. Lesser benefits were not envisaged even for the first year.
- iii. Such projects, for being sustainable, depends on a few crucial parameters:
 - a) Reasonably high levels of actual returns
 - b) Co-operative efforts among different stakeholder groups
 - c) Support for problem solving when problems arise. Such problems are bound to occur since the beneficiaries are often inexperienced.
 - d) A responsible group of people to carry on the commissioned project
- iv. The project is a social development project in which several stakeholders are to work together. Necessary inputs for such social change were not planned and implemented. It is quite naïve to presume that giving some money and some fish seedlings could make a social development project successful and sustainable.
- v. We interviewed the officers of the Fisheries Department for the reasons of the failure of the project. Their explanation is that quite often such projects are brought to them at an advanced stage when the Beneficiary committee has already commenced the project. This prevents proper formulation of the project. In addition, a number of projects are brought to them and no time is given for detailed formulation. For example, in the case of the pond at Kowdiar, the people did not even know that fish seedlings could be obtained from the Department. The need for protecting the pond with sidewalls should have been provided for in the budget. In addition, the local population have very little or no knowledge of fish rearing. As a result, they do not feed the growing fish properly. Bathing in the pond using oil and soap etc. lead to death of the fish. In a pond at Thiruvallam, we found an old woman bathing in the pond. Heavy oil and soap usage was also noticed.

Working women's hostel

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Thiruvananthapuram has a large number of Government, Semi Government and private organisations where women from different parts of the State, work. They need lodging facilities. It is found that such lodging facilities are meagre and inadequate. It is in this context that the Corporation has embarked on the setting up of a Working Women's Hostel, to provide lodging facility to working women at affordable charges. The project is being implemented with the support of the Central and the State Social Welfare Departments.

The project in brief

It is proposed to construct a hostel for 100 working women coming from outside the city at affordable rates. Priority will be given to working women belonging to the category of unmarried women, widows, divorcees and women whose husbands are elsewhere.

The estimated cost of the building is Rs.40 lakhs. A two-storied building is proposed with a plinth area of 1123 sq. metre. The plan of the building follows the guidelines provided by the Central Social Welfare Board. A day-care centre was also added.

The proposal to construct a working women's hostel is not based on a need identified in ward conventions. However, ward conventions had pointed out that difficulties are faced by working women concerning hostel facilities. A working committee consisting of representatives of voluntary social development organisations and women's organisations took the initiative for the project.

At the ward convention of Sreekanteswaram, it was pointed out that the Pandarathopu pond and its surrounding areas were being misused by miscreants for illegal and immoral purposes. It was therefore suggested that this area could be used for some meaningful social purpose. (Page no 212 of Vikasana Rekha, suggestion no.17). It was decided that the pond be filled up and utilised for the construction of the proposed hostel.

The implementation will be through a construction committee on whose supervision, the work will be carried out by an agency. When the construction is completed, it is proposed to run the mess using the services of the Mahila Nidhis created under the People's Planning.

The Corporation Monitoring Committee will do the monitoring of the hostel activities.

The Women's Welfare Samithi of the Corporation met and decided to entrust the construction to the Government approved agency of Habitat Technology Group. A meeting of the inhabitants of the nearby area was held and the project was explained to them. A sub committee from the nearby inhabitants was formed to help in the smooth implementation of the project.

In the first year, works relating to the filling up of the pond only could be done. The work was done by Habitat, after executing an agreement. An advance of Rs.5 lakhs was given on 29/03/01. The Honourable Minister did the inauguration of the project for Local Administration on 10/05/01.

It was found necessary to make modifications to the foundation, based on the ground conditions. On completion of part of the foundation, the Habitat presented a bill for Rs.5, 98,415/-. The payment was made by a treasury cheque on 31/03/01. However, due to restriction on drawing of money from treasury, a bill had to be submitted again on 10/07/01. Revised cheque was given on 10/07/01. No work was in progress after the foundation for want of release of funds. Money from the Central Government is yet to be received. The building was supposed to be completed in one year. Recently some piling work was started. However, this had to be stopped due to high water table in the area.

Findings

- (i) Since the project is being executed through an experienced agency and not through a beneficiary committee, normally much less problems should come up. However, problems seem to have arisen from the site selected for the building. A waterlogged area has been selected from certain non-engineering considerations and this seems to have brought up technical problems. Naturally, this will need higher investment. Higher investments create their own problems of decision making, fund flow, cost escalation, increase in time of completion etc. Non-availability of funds with Government on presentation of treasury bills was an unanticipated problem. Funds from Central Government are yet to be received. All told, there is a mismatch of resources and actual requirements
- (ii) The project has come up from general welfare considerations and not arising from needs raised in ward conventions of the concerned locality. When projects of such nature are taken up, it is necessary to assess the potential demand for such a project and also to work out the economics of operation and maintenance. These are significantly absent in the project proposal.
- (iii) There is no scheduling of activities and matching of resources to activities.

A computer centre

A ward convention held in 1998, expressed the need to start a computer training centre, so that students from BPL families can avail themselves of the facilities. A Vikasana seminar was convened and a project was prepared. E.R & D.C was requested to provide technical support, including training.

The project commenced in 1998. An amount of Rs. 4, 48, 880/- was sanctioned for the purchase of computers from Keltron.

A monitoring committee was formed with Mayor as Chairperson, Deputy Mayor as Vice-Chairman and a few councillors as members.

For SC/ST students, the course is free. They are also given a stipend of Rs. 400/- per month. For others, fees are levied as follows:

DCM	Rs.1, 500
Visual Basic	Rs.2, 500
C++	Rs.2, 500

The method of selection of beneficiaries was proposed to be done as below:

1. From 50 wards, 120 youths will be selected from among the applications received;
2. Applicants who have passed SSLC and typewriting and who are between 18 and 25 years of age and who are economically backward will be interviewed to ascertain their aptitude and based on the recommendations of the ward committee will be selected;
3. 20% of the seats are reserved for applicants from Government organisations, co-operatives, charitable trusts, Corporation office, institutions connected with People's Planning or those who do voluntary work in such programmes;
4. 50% priority for those who prove their exceptional capabilities in preliminary training;
5. 30% priority for those who belong to socially backward groups;
6. From among applicants from the above groups, on the basis of marks in the academic qualifications prescribed, a priority list will be prepared and admission done based on this list;
7. If there is not enough number of applicants, revision of the above criteria will be made by the selection committee;

Cost estimate

Project fund	10, 00, 000
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Own fund	80, 000
State/Central Fund	-
Beneficiary contribution	90, 000
Others/Voluntary work	10, 000
Total	11, 80, 000

The present status

The centre is open from 7.30 a.m. to 7.30 p.m. 620 students study there with 2 service instructors and 53 computers are available. Last year 2400 students had applied and 610 were admitted.

No expenditure is incurred for advertisement. Students are given certificate from ER & DC. There is opportunity for job experience from the Net Centre of the Corporation.

Performance Audit, by CA and audit by AG are conducted. The system functions quite transparently. Monitoring is done by interacting with the students on a weekly basis for about 10 to 15 minutes. The Corporation considers this project as one of its successful and prestigious projects. A survey revealed that all the stakeholders are satisfied and happy. The students feel that but for this facility, they would never have learnt computers.

Findings

- i. The quality of the project proposal, it can be seen, is much better than those of the case studies already discussed in this chapter. Activities are listed in detail, responsibilities are fixed etc. These must have helped in implementation considerably.
- ii. All the stakeholders are quite satisfied from the outputs of the project.
- iii. One of the reasons for the success of the project seems to be that it is entrusted to a competent agency, namely, ER& DC.
- iv. One question that needs discussion is how far computer education to young people from BPL families is going to be helpful in getting them employment. The potential for employment by taking the courses proposed to be run in the centre is not highlighted in the project proposal. On enquiry with the centre, we

could not find in the institution any mechanism by which contacts could be maintained by the centre with those who have completed the training and come to know how much of employment potential is actually realised. Neither did we find a placement activity in the centre. Thus, an evaluation of the project in terms of the objective of facilitating employment is difficult. We made a survey among ten persons who had completed training. Some of them are getting practice in the Net Centre. But, this is not employment. One of them has got employment as a receptionist and another as a data entry operator in a DTP centre. The whole of the software field is in the throes of recession and even fully qualified software people are being thrown out of their jobs. Thus, it is difficult to evaluate the benefits of the project in monetary terms, even though the beneficiaries are satisfied about the educational opportunity which they received.

- v. Another aspect is the cost of replacement of computers in a year or two later and the running expenses of the computer centre. The operating expenditure per month now is about Rs.8000/- which includes remuneration for the instructors and electricity charges. Can the Corporation find funds for continuously supporting the centre?. Can the centre be made self generating?. When?. This aspect needs to be built in the project proposal. This aspect needs to be discussed in the project formulation stage itself and should form part of the project appraisal.

Improvement of Vadakke colony (Mudavanmugal)

This project comprised:

Protection wall	Rs. 9, 32, 000
52 latrines at Rs. 19,200/- each	Rs. , 98, 400
Water supply at a budget of	Rs. 80, 000
Electrification at a budget of	Rs. 64, 600
Maintenance of existing well at a budget of	Rs. 11, 40, 000

This was a project with a big investment for a few beneficiaries.

Sanctioned amount of Rs.61, 50, 000/- in 97-98 was raised to Rs. 62, 20, 000 in 99-2000.

Total amount so far spent is only Rs. 32, 15, 380

Water supply and electrification were done through the concerned Government Departments. These were more or less completed.

Monitoring committee was set up with Assistant Engineer (Project) as the convenor.

Utilisation certificate was to be obtained from each department.

The Status of the works is as follows.

Electrification could not be done as a cheque for Rs.59, 900/- was returned for the reason that the date of the cheque was over. Other works are in progress.

Findings

- i. The estimated cost of the project is quite high compared to the number of beneficiaries involved. A question that should be discussed in the project formulation is why it is that a large investment is being made for the benefit of a few, whereas with the same investment, the needs of a much larger number could have been met. It is also necessary to work out different alternatives at the project formulation stage.
- ii. A good part of the work is to be carried out by Kerala Water Authority, and the Kerala State Electricity Board. Though procedural delays have occurred, the beneficiary committee is relatively free from the problems, which normally it has to face in terms of raising working capital.
- iii. The project proposal does not include a schedule of activities nor matching resources and activities

Project for solid waste management

The proposal

Disposal of waste is a major problem in most cities, towns and urban areas. In Thiruvananthapuram City, the problem has assumed critical proportions. Absence of space within the city, increasing population, change in the habit of consumers in consumption of packed articles and a host of similar causes has made it impossible to dispose off the solid waste in a scientific manner. The waste from houses, markets, hotels, hospitals etc. is creating environmental problems in the city affecting the health of the citizens. Piles of such solid waste accumulating in roads and streets promote breeding of mosquitoes and flies. The major problem is the absence of space within the city for disposal. Formerly, the solid waste was dumped in open space on the seacoast. This had to be discontinued as it created a threat of bird-hits for the aeroplanes landing and taking off from Thiruvananthapuram Airport. Subsequently, waste was disposed

off as manure for the suburban agricultural lands. The tremendous increase in plastic substances in the waste discouraged the farmers from using it as manure. Only waste from hotels and markets could be disposed off as manure.

Thirteen years ago, the Corporation had acquired 12.5 acres of land in Vilappilsala for disposing off solid waste. Because of resistance from the residents of the area, it was not possible to use the plot for waste disposal even once. In addition, there were encroachments on the land. And the usufructs were taken away by them. It was in this context that the Corporation envisaged the setting up of a modern solid waste disposal plant at Vilappilsala. It was conceived as a BOT (Build, Operate and Transfer) project using technology developed by Excel Company. No expenditure need be borne by the Corporation for setting up the factory. On the other hand, the responsibility to collect, transport and deliver the waste from different parts of the city to the factory will be that of the Corporation. An agreement was executed with Poabs Company.

The agreement is that the Corporation would deliver 300 tonnes of solid waste daily to the factory. It was decided to collect waste with the co-operation of the 650 and odd Residents' Associations. For this, meetings were held with their office bearers. Awareness campaign on how and where to deposit the waste, the need for separating plastic, tin and glass from waste and other related matters, was carried out.

The study team visited the factory and the residential areas around. It found the factory and its premises quite clean and free from flies. The processed material coming out of the factory seems to be quite harmless. It is claimed that this has good manure value.

However, the residents of the locality are apprehensive of the ill effects of the effluents, plastic materials, increase in flies and allergy from gases. Also, residents along the road to Vilappilsala have strongly objected to the transport of lorries carrying the city waste as it produces foul smell and leakage of liquid waste on the way. Newspapers reported several instances of resistance by the residents along the way and that transport had to be organised with police escort at night. There are reports that the Corporation has never been able to deliver the 300 tonnes of waste agreed with the company and hence, it will have to pay damages.

Files of the project could not be perused since they had been sent to the Vigilance Department. Hence, more details especially on the investments and operational expenses could not be gathered.

Another problem has cropped up. The Company finds it difficult to market the manure. A recent paper report mentioned that the Corporation has agreed to buy certain quantities of the manure produced in the factory.

Findings

- i. This is a big project with huge investment. The Corporation has to deliver daily 300 tonnes of garbage at the factory, which is no easy task at all. Will the Corporation with its staff who were accustomed to collect and move garbage within the city without such time commitments be able to do this task continuously?. What alternative decentralised solutions are possible?. These are matters to be considered at the time of project formulation.
- ii. There are a number of environmental problems arising from the project. How does one deal with and obtain participation of people in such situations? Is it enough to consult a few people and go ahead with the project? In some countries like U.K., commissions are appointed before taking up such projects and any member of the public could give evidence. The commission is given sufficient time to consider all aspects and advise the Government.
- iii. What alternatives have been considered? This should form part of the project formulation exercise.
- iv. This project is one of difficult social engineering. What inputs are planned to bring about the social change component of the project? This aspect has to be included as a goal and specific activities and budget provisions are to be mentioned in the proposal.

Agriculture in the Peroorkada hospital premises

Under the People's Programme, a project for cultivation of vegetables and fruits in fallow land available in Government and Public Sector Organisations was conceived and implemented. This case study traces the history, implementation, achievements and issues of the project.

Being an urban area, land available for cultivation is scarce. Even paddy lands have been converted into plots for building houses. The urbanites have become averse to agricultural activities so much so vegetables and fruits have to be brought from neighbouring states. In order to bring about a change in this situation, the Corporation thought of utilising uncultivated land available with hospitals, jails, schools etc. for raising vegetables and fruits.

One such project was the utilisation of land in the premises of the Peroorkkada Government Hospital.

The project components were:

- i) Undertake cultivation in a 4-acre plot in the hospital premises.
- ii) Provide irrigation facilities by constructing a well, surface tank and overhead tank.
- (iii) Undertake scientific cultivation to generate surplus income.
- (iv) Enhance opportunities for labour in agricultural operations and thereby increase their incomes.
- (v) Promote agricultural production and make available the produce to the citizens at reasonable prices.
- (vi) Through clearance of the wild growth, menace from insects is reduced and cleanliness of the environmental is brought about.
- (vii) People of the locality can learn scientific agricultural practices.

The activities identified for the project were:

1. Form an implementation committee consisting of representatives of Kowdiar Ward Committee, Hospital Development Committee and voluntary agencies.
2. At a location, free from the harmful effects of septic tank and using the expertise of the Ground Water Department, construct a well 7-metre in diameter and 15-metre in depth. Inside the well, rings are to be provided and a parapet wall is to be built. The surrounding space is to be cement plastered for proper drainage.
3. Install a 5 h. p pump and construct an overhead tank into which water from the well can be pumped. In order to distribute the water, lay pipelines.
4. Construct a pump house and provide facilities for electricity.
5. Employ a pump operator at a monthly salary of Rs.1, 500/-
6. Plant 3500 plantain seedlings (Palayamthodan, Rasakadali etc.)
7. In the second year, raise the total number to 4000 by retaining the good seedlings.
8. Sell the products at reasonable prices through a centre to be established by the Corporation.
9. The surplus income generated can be used by the Hospital for its development.

The following agencies of the Government/Corporation will work together in this project.

- i) Health Department of the Corporation for making the land available
- ii) Ground Water Department for deciding on the location of the well
- iii) Engineering Department for construction of the well, pump house and overhead tank
- iv) Kerala Agricultural University and the Kerala Agricultural Department for making available the seedlings, manure, pesticide and expert advice
- v) Corporation's new set-up for disseminating knowledge of agricultural produces and also marketing
- vi) Police protection whenever needed

Source of funding

Project for cultivation in 4 -acres of land in Peroorkkada

Government Hospital

Item No	Item	Project funding	Own fund	Beneficiary contribution	Total
1	Well, pump set, pump house, O. H tank/surface tank	3, 48, 000			3, 48, 000

2	Cultivation of plantation in 4 acres of land	1, 67, 000		20, 000	1, 87, 000
3	Total	5, 15, 000		20,000	5, 35, 000

Estimate of capital expenditure

Construction of a well with 7 meter diameter and 15 meter depth including lining, parapet and plastering surroundings of the well	1, 50, 000
Pump set (5 H.P. electric meter deep well pump set, pipes, taps, hose etc	98, 000
Pump, hose, overhead tank, surface tank etc	1, 00, 000
Total	3, 48, 000

Operating expenses

First year (1998 September)

Item no	Item	Male	Female	No	Amount Rs.
1	Spade, pickaxe, coir and other accessories				
2	Cleaning jungle and preparing land for cultivation 200 men at Rs.135 daily wage	200		@135/-	27,000
3	Digging pits for planting seedlings at intervals of 2/3 on -3500 pits-one male digging 60 pits per day	60		@135/-	8,100
4	Seedlings-3500 numbers at Rs.3.5 per seedling			3500X35	12,258
5	Cow dung manure at 10kilo per seedling for 3500 seedlings-7 lorry loads at Rs.3450/- per load			7X3450	24,550
6	Chemical fertiliser per seedling NPK 100;200, 400 gms 10.5.20 Mixture -1 kilo Potash 300gms Rs.6 per seedling			6X3500	21,000
7	Applying cow dung (10kg/ seedlings) Before seedling is planted+ Potash 350gms)				6,075
8	Conveying seedlings to pits(6 men)				810
9	Planting seedlings(120 seedlings/man)-30man				4,050
10	Weed removal after 2 months				4,725
11	Applying manure after 2 months(10.5.20 Mixture 500 gms per seedling)				2,025
12	Removal of weeds after 4 months				4,725
13	Applying Manure after 4 months				2,025
14	Weed removal after 6 months				3,375
15	Do after 8 months				3,375
16	Protecting the plant- Rs. 2 per plant				7,000
17	Irrigation, supervision for maintenance, electricity charges, labour etc.				10,000
18	Wages for pump operation for 3 months at Rs. 1500/per month				4,500
19	Harvesting and to marketing @Rs.2/ per plant(Assuming 3000 seedlings to yield) at Rs.2/per plant for 3000 plants				6,000
	Total				1,67,000

Anticipated Income

It is assumed that when 3500 seedlings are planted, 3000 plants will yield. Income

from such can be estimated at 30000X 8/kg Rs. 2,40,000

Surplus over expenses from yield = 2, 40,000-1, 67,000 Rs. 73, 000

In addition, a farm for plantation gives about 6000 seedlings. At Rs.3/- per seedling the additional income will be Rs. 18, 000/-.

In the second year, the picture of expenses changes to the extent that yield increases to that from 3500 plants. Seedlings are mostly obtained from the first year operation. Hence a higher income of Rs.95, 000/- is estimated. This will continue in future years.

Implementation and afterwards

The hospital staff had to look after watering and manuring in addition to their normal duties. Additional staffs were not provided. There were pilferages also. At the end of the first year, the hospital authorities remitted to the corporation the proceeds from the sale of the fruits and discontinued the project.

Findings

- i. The project formulation failed to take into account the human aspects of carrying on an agricultural project. Fruit and vegetable plants need constant attention by way of watering, manuring, weeding, protection from pilferage etc. It was futile to expect that the hospital staff would do this. No alternative arrangement was made.
- ii. The project proposal also did not anticipate pilferage, which is quite common in agricultural projects. Farmers have their own methods of dealing with such problems. In addition, the farmer lives on the income generated from agricultural operations and attends to the field requirements with a sense of ownership and pride. These were absent in this project. **No wonder, the hospital authorities wound up the project as early as they could.**

- iii. The necessity to define the social objectives of the project and to give necessary inputs to the stakeholders becomes clear from experience from such projects. An organisation with specific responsibilities to carry on the operation and maintenance was not created and this led to the winding up of the project.
- iv. The well, water tanks, pump and piping installed at high cost(of nearly Rs. 3.5 lakhs) remain idle without any returns.

Chapter – V

Results and Discussion

In this chapter, the results (findings) of the analysis of the data of the projects under study are summarized and discussed in terms of modern principles and practices of planning and implementation. Critical comments of CAG and the media are also looked into.

A developmental project cycle would involve the following stages:

- (i) Identification of felt needs/ opportunities
- (ii) Generation of ideas to meet needs
- (iii) Project Formulation
 - Technical feasibility
 - Financial viability
 - Social cost-benefit analysis
 - Sustainability
- (iv) Preparation of detailed project report
- (v) Project appraisal by funding agency
- (vi) Administrative/Technical sanction
- (vii) Implementation planning by matching resources and activities
- (viii) Implementation
- (ix) Monitoring
- (x) Evaluation
- (xi) Internalisation of lessons learnt

Let us trace the quality of the above components in the case of developmental projects implemented under PPP by the Thiruvananthapuram Corporation.

- (i) Identification of felt needs is being carried out in ward conventions. Sitting in and observing in ward conventions have revealed to us that mostly BPL families who do not have, as of now capacity to meaningfully participate attend these conventions. The stage of participation obtaining today is at the level of giving information and association only. Higher levels of participation such as consultation or full

participation need to be brought about by inputs to people to participate. Another side of the same problem is that people of higher income levels, professionals etc. who, by education and opportunities can participate are not attending ward conventions. The number of people attending the ward convention is also dwindling. (Another study conducted by IURD on the decision-making processes in selected panchayats and municipalities reveals a number of shortcomings in the extent of participation in grama sabha meetings/ward conventions. The conclusions and recommendations of that study are extracted in Annexure 6.1)

- (ii) Hence, all that happens in ward conventions is that those who attend are forced to sit and listen to long speeches and then be mute witnesses to finalisation of lists, presentation of previous years' achievements or plans for the current year. Recommendations for improvement of this situation can be seen in Annexure 6.1.
- (iii) Concerning the generation of ideas for meeting developmental needs also, much needs to be done before creativity of the people can be harnessed. Ability to articulate, confidence, assertiveness etc will have to be developed in people, especially women from BPL families before they start contributing. This is a slow process. Services of NGO's may have to be mobilised and some funding provided if this is to become a reality. People should also be trained in participating in brainstorming exercises.
- (iv) Ideas have to be converted into feasible projects. Four aspects have to be addressed:
 - i) Technical feasibility
 - ii) Financial viability
 - iii) Social cost benefit analysis
 - iv) Sustainability

It is in this phase that the projects planned and implemented by local bodies are most wanting. Ideas often converted into projects without sufficient analysis of the above requirements. Take for example the project for cultivation of fruits and vegetables in the land available with Peroorkkada Hospital. As per the financial projections made in the project, sizable surpluses can be generated from the project. However, such propositions apply to ideal conditions only. Fruits and vegetables need constant attention, protection from insects, pilferage, watering and manuring. The hospital staff found this very strenuous and they were only too happy to wind up the project as soon as possible (The investments made in a well, overhead tank, pump and piping installation etc. are now idle)

- (iv) Again even if such projects may be technically feasible and financially attractive in theory, but from sustainability aspects, they are deficient. Wherever different stakeholder groups have to come together and operate projects, sustainability is a problem. Same fate occurred in the case of fish rearing in ponds in Thiruvananthapuram city and egg production in Sri Chithra Home. In all such projects, beneficiary contribution of 20% is envisaged. This often does not happen and this affects the economics of the project. In order to maintain such projects, it is necessary that behaviour change among stakeholders be included as goal and inputs provided. Initial enthusiasm cannot be an indicator for sustained people's participation. Again, organisational arrangements have to be made for sustainability. The beneficiary committee is not a continuing body after the completion of the project. The project has not only to be commissioned, thereafter in the operation and maintenance there should be people's participation. Thus, the goal has to be to create a project, which is owned, operated and managed by the beneficiaries, and need

several behavioural inputs to a continuing organisation of beneficiaries. These cannot be just assumed to be present.

Adequacy of organisational structure, personnel & systems

The introduction of People's Planning, as already discussed has enhanced the roles and responsibilities considerably. The question that will naturally follow is whether adequate staff is in position to deal with the additional roles and responsibilities. Our enquiries reveal that this has not happened. All that the Corporation got as additional staff is one officer for SC/ST schemes and one or two clerks. It is true that under People's Planning, the elected representatives and the people at large have to do much more than in the earlier system. People raise demands in ward conventions. However, project formulation is still the responsibility of the Corporation. Services of retired specialists and resource persons could be taken for this purpose as per Government orders. However, as the case studies have revealed there is scope for considerable improvement in project formulation. Capable staff for this has to be provided. Also, as far as implementation, is concerned, it is necessary that adequate staff should be made available, as experience has proved that when beneficiary committees execute works, there is scarcity of technical support. To some extent, the Engineering Wing (Projects) can do this.

It is the project formulation aspect, which needs more attention as the quality of projects depends on the adequacy of investment planning and attention on the social engineering aspects of the projects. It is our finding that a **project appraisal team**, which can formulate quality projects, should be in position. Our recommendation on the composition of the team is given in Chapter VI.

We also find that the above team as well as other resource persons who help in project formulation need intensive training on project formulation and appraisal.

As far as management systems are concerned, it has already been noted that project formulation, appraisal, implementation planning, implementation systems, monitoring and evaluation need improved systems. Our recommendations are stated in Chapter VI.

Situation relating to Maintenance (Service) Functions of the Corporation

We made a study of whether in the context of the enhanced roles and responsibilities of the Corporation arising from People's Planning, the traditional responsibilities are affected. We discussed the matter with different functionaries and did a survey among beneficiaries from the developmental projects. The findings are as follows:

1. Independent staff mostly carry out traditional functions, especially as far as public health, cleaning, issue of licenses etc. are concerned and hence, they have not been affected.

2. The staffs of the maintenance functions are aware of the fact that its revenues are dependent on the delivery of maintenance services. Funds for salaries have to come from such revenue.
3. People generally do not have much expectation from some of the maintenance functions, which the Corporation is expected to carry out. Many respondents pointed out that service of application of oil for mosquito control is happening regularly. Garbage removal, of course is commented upon adversely. However, we find that the Residents' Associations are taking a leading role in the matter and pressurise the Corporation to remove garbage.

Based on the findings above, we have drawn up a set of recommendations, which can be seen in Chapter VI.

Analysis of reports on the projects in newspapers

People's Planning activities receive news value, unfortunately only when things go wrong. In these days of investigative journalism, newspaper reporters go after only those incidents, which have a news value. Recently several news reports have come relating to the findings of audit by the Local Fund Audit Department as also the C A G. Some of these are discussed below.

The organic manure plant for the disposal of solid waste from the Corporation area established at Vilappilsala has been the subject matter of controversy from the very beginning. The matter is under vigilance enquiry now. Recently it was reported in the papers that a consultant of the World Bank after visiting the plant at Vilappilsala and another waste disposal arrangement in Guruvayoor has said that the Vilappilsala plant is of high quality and that the arrangement at Guruvayoor uses a technology, which has been banned by the Supreme Court.

A paper report on the audit by CAG on Corporation projects under People's Planning lists the following irregularities:

The Comptroller and Auditor General (CAG) of India have detected diversion of beneficiary contributions worth Rs.37.34 lakhs in various projects taken up by the Thiruvananthapuram Corporation during the period 1997-99. The CAG's report for the year ended March 2000 says that the amount that was collected for various beneficiary-oriented projects was not transferred to the respective implementing officers, indicating that people's contribution was diverted to meet Non-Plan expenditure.

The report highlights several irregularities in projects taken up by the Corporation during the past five years. A student without any experience in construction was chosen as the convenor for the Kunnathukulathinkara slum improvement project costing Rs.72.78 lakh. The CAG notes that the reasons for selecting a student for executing the work were not on the records. The convenor was paid an advance of Rs.4.16 lakh in June 1998 though he had not supplied any material. The report says the Government had ordered an inquiry into the matter.

The Corporation has been hauled up for the wastage of funds in the purchase of a refuse collector costing Rs.12.57 lakh, which was used only for three days in May-June 1998. The vehicle suffered from defects in its hydraulic system since March 1997 and was not suitable for use on city roads, except the main roads. Terming the decision to purchase the vehicle without ascertaining its manoeuvrability on city roads as injudicious, the CAG says, it has resulted in an in fructuous expenditure.

The CAG has detected violation of rules in the purchase of stores worth Rs.3.09 crores by the Corporaton. In the purchase of layer pullets costing Rs.24.98 lakhs, only limited tender was invited, while in the purchase of goats for Rs.4.14 lakhs supply order was not placed with the lowest tenderer. It was observed that the orders for purchase of vehicles, equipment, solar lanterns and computer were placed with PSUs/government agencies without calling for tenders. Rejecting the Government's contention that the procurement without tender had been rushed through to meet the deadline for completion of projects, the report says the purchase involving substantial funds should have been done with appropriate planning and according to procedures.

The report has also found that in 1998, the Corporation drew 677 cheques for Rs.74.78 lakhs in advance of requirement to project financial achievement of at least 90 %, which was a pre-requisite for release of the first instalment of Plan funds for the subsequent year. The council allotted Plan Funds of Rs.11.10 crores to the Corporation Secretary for the year 1997-98. The amount could be utilised up to June 30, 1998. It was seen that the Corporation drew 931 cheques for Rs.9.53/- crore in June 1998, of which 677 cheques for Rs.74.78 lakh were actually issued between July and August 1998.

The Corporation has recorded a heavy shortfall of 27 % in the utilisation of tied funds over the last five years resulting in a slowdown in the projects transferred from the Departments of Fisheries, General Education, Revenue and SC/ST. The report says the Corporation had failed to utilise Rs.2.18 crores out of the Rs.5.84 crores received from these Departments.

The Corporation has also been accused of avoidable payment of hire charges in the purchase of 28 tractors and 300 steel containers for garbage disposal from the Kerala Agro Industries Corporation (KAIC). An advance payment of Rs.1.80crores was made in May and June 1998 but the Corporation took delivery of the equipment only in January 1999 though it was ready by June1998. Dismissing the Corporation's contention that the delay was due to the dearth of sufficient number of drivers, the CAG says the local body should have taken action to appoint drivers in 1998 itself since the order for equipment was placed in April 1998. The delay resulted in payment of hire charges of Rs.13.35 lakhs for four lorries engaged in removal of garbage during the period July 1998-February 1999.

The report points to the inordinate delay in the beautification and development of the area in front of the Sree Padmanabhaswamy temple at East Fort. It says the work, which began in October 1998, had not been completed even by October 2000 though Rs.28.39 lakhs had already been spent.

Another irregularity was detected in the project for electrification of 500 BPL households and 2000 SC/ST families during 1997-98 and 98-99. Different rates were approved for similar works taken up by the same contractor resulting in a loss of Rs.8 lakhs. During 1997-98, the Corporation paid Rs.8.67 lakhs to KSEB as deposit for the "Own Your Electric Connection" (OYEC) scheme. The CAG observes that the deposit was unjustified since no OYEC deposits were collected by KSEB from beneficiaries of Kutir Jyothi, a similar scheme implemented by the Rural Electrification Corporation.

Before the People's Planning was introduced and when the planning and implementation was in the hands of the different government departments also similar paper reports on irregularities, corruption etc. were reported in papers. **No conclusions can therefore be made as to whether People's Planning has caused reduction of irregularities and corruption.**

Shift in investments and physical achievements in relation to felt needs of the community

As already discussed in previous Chapters, under PPP, the roles and responsibilities of the Corporation have undergone several fold increases. As different from a role of being maintenance set up, the Corporation is now responsible for developmental programmes of the community assessed through a process of participation of people and oriented to meet local needs. The process of assuring participation of people etc. has already been discussed in Chapter II. Let us see the shifts that have taken place in investments and physical achievements.

In Annexure 5.1 a comparison is made between the types of expenditure of the Corporation prior to and after the introduction of People's Planning in 95-96. The comparison is self explanatory in terms of the shifts that have taken place

A summary of investments on developmental programmes proposed in the 2000-2001 Project Plan of the Thiruvananthapuram Corporation is given in Annexure 5.2. The magnitude and shifts that have taken place since the introduction of People's Planning is easily understood from Annexure 5.2. Prior to 1996, the Corporation had hardly any projects in the various developmental areas. A list of Programmes proposed for 2000-2001 under 'Agriculture' is given in Annexure 5.3 to illustrate the wide variety of projects to be undertaken in each developmental sector.

A comparison of the proposed projects under 'Agriculture' in Annexure 5.3 and the developmental problems and issues identified in Annexure 4.1 would show that the projects directly or indirectly address the developmental issues identified.

As far as physical achievements are concerned, a general evaluation of the project implementation in the fourth year of People's Planning, given in the Project Plan 2000-2001 is summarised in Annexure 5.4. It can be seen that the picture is not very satisfactory. It is our finding from the several case studies presented, that if better results are to be achieved, the quality of project formulation, appraisal, implementation planning, implementation systems, monitoring and evaluation has to undergo major changes. Our recommendations in this regard are given in Chapter VI.

Chapter- VI

Conclusions and Recommendations

It is obvious from the analysis of the data and the discussion of the findings, that there are serious defects in the planning and implementation of the developmental projects undertaken by the Corporation under People's Planning. Cost estimates are prepared in a casual manner so much so, the projects are starved of finance for capital expenditure and sustainability. Inevitably, most of the projects remain either incomplete or unceremoniously wound up.

In this chapter, we present certain recommendations for the consideration of the key personnel in charge of the projects.

Training for the key personnel

The quality of the project proposals can be improved only by building capacity among the key resource persons who design the project. They would also need time to prepare good proposals. Further, the technique of defining an evaluation perspective for the projects (Ref: Dale & Reider: Evaluation Perspectives for Developmental Programmes, Sage 1999) and the use of **log frame** linking goals, objectives, strategies, activities and objectively verifiable indicators could be adopted. As of now, too many claims are made about the outcome of projects. For example, the objectives stated for setting up a computer centre claim good employment opportunities for trainees, industrial development etc. No mechanisms for verifying the achievement of objectives are built in the information system of the project in the phases of its operation and management. If a log frame had been developed, this aspect would have received proper attention.

Project approval is done by MLEC but it has no power to alter the project ideas or question the need for the project. It can only appraise the project technically and financially. Beneficiary contributions and the sustainability of the project are just presumed. It is suggested that MLEC members be trained to do professional project appraisal and enabled to use specific guidelines and formats in which the appraisal outcomes are recorded. Projects like computer training, mobile hypertension & diabetic clinic would need full recovery of expenditure for sustainable operation and maintenance and capital investment for replacement of plant and equipment. Can such non-plan expenditures be presumed to be supported by the Corporation year after year? This is an important aspect, which needs to be appreciated.

Financial appraisal

Administrative sanction links budgets to projects and examines the question of continued availability of funds to operate and maintain the project as well. Technical sanction is an occasion to scrutinise the estimates of investment. In other words, these two are important components of appraisal. These have now become more a **routine** as far as projects under People's Planning are concerned and do not have the **rigour** which they deserve to assure economy in investment as also availability of funds for operation and maintenance. As stated, clear guidelines have to be laid down for administrative and technical sanction.

Implementation

This involves:

- a) Determination of minimum time for completing the project
- b) Scheduling the activities to complete the project within the targeted time
- c) Allocation of adequate resources for the activities

The actual implementation of the project was found to be weak in all these aspects.

Beneficiary committees

The local bodies now undertake projects mostly through beneficiary committees. These committees do not possess sufficient expertise to plan the implementation systematically and in a cost-effective manner. After the disbursement of the mobilisation advances, when works are undertaken without proper knowledge of scheduling and resource allocation, beneficiary committees will have to find funds on their own to make the project reach the next stage for release of further funds. Often the beneficiary contribution envisaged in the project is not mobilised. Because of this, many projects are delayed, which in turn, increases the estimated cost of the project and this creates a chain of problems in resource mobilisation. In order to ease the situation, the monitoring committee may be authorised to assess the value of work done or materials brought to site and make interim payments.

Further more, the beneficiary contribution should be properly recorded. A formula for valuing contributions in the form of manual labour, supervision, management, materials or land is to be developed.

Another insurmountable problem faced by the committees is the restriction recently imposed on payment from the treasury. Cheques are not honoured and if any work is to take place, hard cash has to be mobilised by the committee from other sources. In such circumstances, it is only to be expected that the committees get work done through benami contractors. This defeats the very purpose of introducing the system of beneficiary committee, namely the elimination of individual contractors.

Monitoring system

Interview of people's representatives and officials of local bodies carried out in connection with another study of IURD reveals that the monitoring committees are not at all effective. There are also allegations that they merely sign stage certificates without even visiting projects sites.

Monitoring is an important component of project implementation. The object is to compare plans and schedules with achievements and take corrective action wherever there are deviations. It may be rescheduling, reallocation of resources, changing the logic of balance activities, adoption of changed technology etc. When periodic monitoring is not done systematically, corrective actions may not be timely and those responsible for implementation will build up stories for delays. Scheduling using techniques like **critical path method** and doing implementation planning and monitoring using software like M.S-Project can help considerably in project implementation and monitoring. Beneficiary committees and monitoring committees need training on such techniques.

Evaluation

Evaluation, systematically carried out, alone could reveal whether the objectives with which investments were made were realised and if so, to what extent. Unintended consequences and environmental problems also need to be assessed. Evaluation would reveal what went wrong and where and if successful, the factors which led to success. For instance, a timely evaluation of the agriculture project in the premises of the Peroorkkada Hospital would have revealed a number of problems related to sustainability, non-utilisation of investments in well construction, overhead tank, pump and piping system.

It is necessary that evaluation be carried out by an independent and unbiased agency. It is not a mere audit, but goes beyond in providing learning to planners and implementers.

The learning from evaluation should be fed into the planning of new projects and hence, need to be disseminated among planners, appraisers and implementers.

Staff structure

Another aspect that needs to be discussed in this context is the inadequacy of competent staff for project management in the Corporation. The present staff structure had evolved based on the maintenance (service) functions, which it was assigned prior to People's Planning. When it was loaded with planning and implementation of Plan Funds and that too, a sizable portion of State funds (35-40%), it is necessary that staff with capabilities be provided. This was not been done and hence, the gap is sought to be filled by engaging retired people and officers of various departments over whom the Corporation has practically no administrative control. Therefore, there is bound to be loss of quality of work or failures.

Considering the volume of work and the urgency with which projects have to be designed and implemented, it is recommended that the Corporation should be provided with a team of full-time personnel as detailed below:

- (i) an engineer with experience in project management
- (ii) a specialist in agriculture and animal husbandry
- (iii) an economist
- (iv) a social scientist
- (v) a town planner
- (vi) a general administrator

The above team should be subjected to intensive capacity building on all aspects of project management.

Recommendations for housing

At today's costs, the construction cost of a conventional building of 250 Sq. ft. would easily be about a lakh of rupees. Obviously, therefore, the assistance from the Corporation would not suffice to complete the building, satisfactorily. Unless people adopt cost-effective technologies and make their own contributions by way of money / materials / labour, it would not be possible to complete the building. The financial capacity of the selected applicants to mobilize sufficient money for the house was not assessed. As a result, the beneficiaries start work without any idea of their commitments. It would be necessary to educate the beneficiaries on such matters before they start construction. Guidance at appropriate stages could go a long way in assisting them to plan and limit their debt burden. It is also necessary to educate them about cost-effective technologies. Services of organisations like Nirmithi Kendra, Habitat, and Costford may be brought in at the appropriate stage to prevent the beneficiaries from getting into heavy debts. Presently, they consult masons, who are interested only in making money. They advise the beneficiaries from false notions of safety and security.

In building a house, about 30 to 35% of the cost is incurred in labour. The beneficiary and his family members can contribute much of this, if they are given some training in masonry work. The agencies already mentioned above can give such training.

The tendency on the part of people to spend beyond their means on housing has to be discouraged by controls while releasing the instalments. After all, in the name of building a house, if poor people are driven to moneylenders, that situation will create other social problems with serious repercussions.

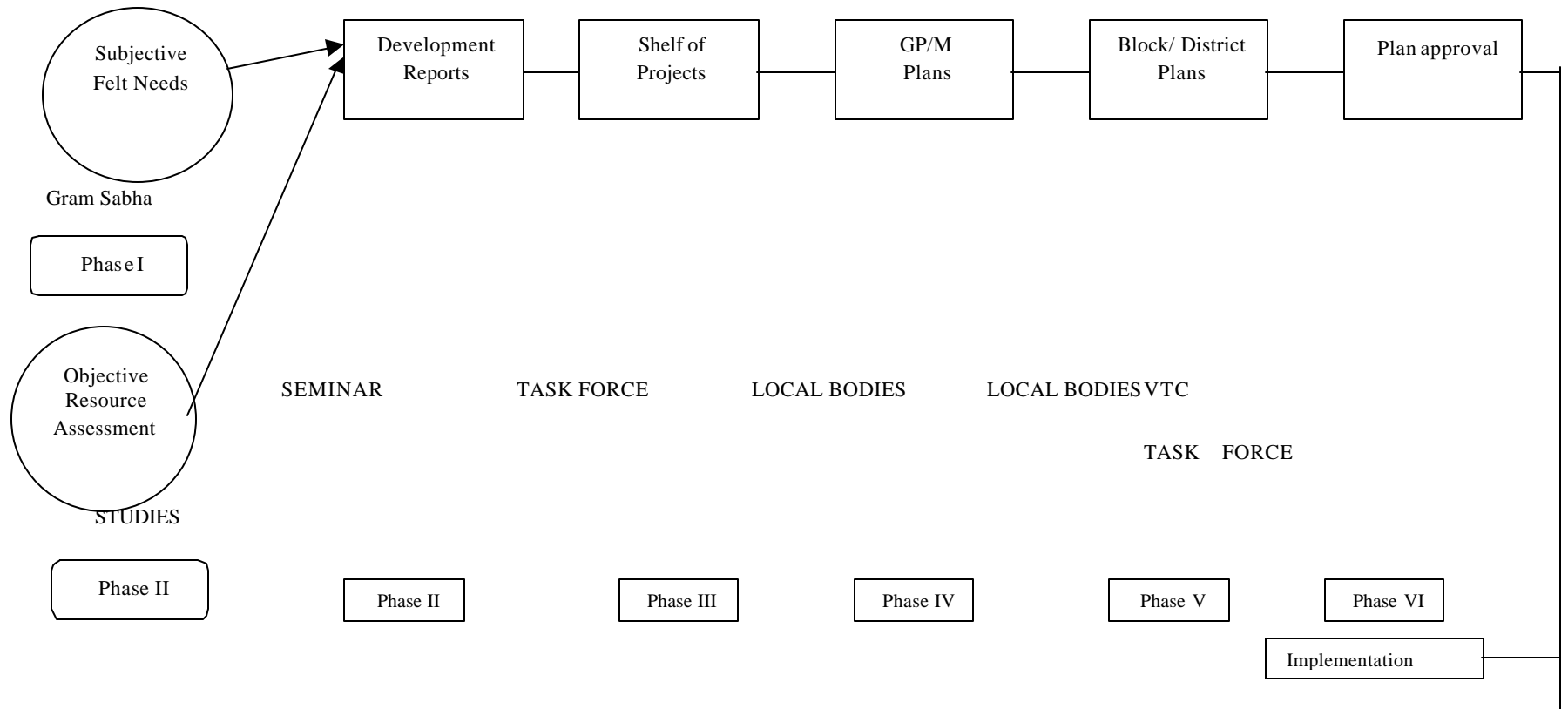
In spite of fixing criteria and the transparency arrangements, there are allegations expressed by some beneficiaries that more than one person from the same family has received assistance for housing.

The housing project needs to be planned more comprehensively as a piece of social engineering whereby the selected beneficiaries are given inputs not only in the form of money, but also education and guidance so that ultimately the beneficiaries take informed decisions to invest within their means and live a debt-free life in the new house.

The project proposal is silent on water supply, sanitation, community conveniences etc. These elements which make a house, a part of a habitat also deserve equal consideration in the social engineering objective already adverted to. A house without water and sanitation can create an unhealthy environment, which may create more problems than less if there was no house.

Annexure 2.1

Chart 1



Annexure 4.1

Thiruvananthapuram Corporation: Selected geographic, demographic, and socio economic features of Thiruvananthapuram Corporation

Date of formation	30/10/1940
Revenue villages within the Corporation	Thycaud, Manacaud, Thirumala, Cheruvakkal, Ulloor, Attipra, Pattom, Kudappanakkunnu, Peroorkada, Kowdiar, Vattiyoorkkavu, Vanchiyoork, Sasthamangalam, Pettah, Kadakampally, Muttathara, Thiruvallam, Nemom
Taluk	Thiruvananthapuram
District	Thiruvananthapuram
Assembly Constituencies	Thiruvananthapuram (East) (North) (West) Kazhakootam, Kovalam, Nemom
Parliament Constituencies	Thiruvananthapuram, Chirayinkeezhu
Area	141.74 sq. km
Intensity of population	6,976.51 per sq. km
Literacy	83%
Wards	81
Population	8, 29,847 (2001 census)
Utilisation of land	
Residential inhabitation	53.75%
Agriculture	9.62%
Common purposes	8.84%
Parks, open spaces	7.77%
Roads, lanes, streets	7.34%
Waste land, marshy land	5.32%
Canals	2.12%
Industrial uses	2.18%
Commercial use	1.33%
Prohibited places	1.73%
Corporation Administration	
Standing Committees	7
Councilors	81
Staff	
General & Council	58
Accounts	19
Revenue	160
Public Health	402
Cleaning	10
Engineering	163
Engineering Projects	8
Town Planning	26
Zonal Office	45

Functions handed over by different departments to the Corporation under Decentralised Planning

- Widows' pension and financial assistance for marriage of daughters of widows
- Old age pension
- Pension for handicapped
- Health centres and taluk hospitals (Homeopathy)
- Pension for agricultural labour
- Taluk hospitals
- Coconut development, seed production, organising manure production

- Integrated housing development, loans for landless, grants for roofing using thatch, tiles etc, marriages and treatment etc for SC
- Supervision of hospitals for animals
- Grant for Ayurveda hospitals and vaidyans
- Handicraft training
- Orphanage for girls
- Centres for handicapped
- Orphanage grant
- Scholarship for handicapped students
- Social welfare organisations
- Prohibition of dowry
- Inter caste marriages
- Self employment for women
- Managerial subsidy for co-operation
- Festival markets
- Assistance for saving mobilisation
- Assistance for self employment
- Monthly allowances for unemployed
- Supply of drinking water
- Housing
- Modernisation, awareness generation on cleanliness
- Constructing schools, office expenses for education, furniture for schools, scholarships, mid day meals, libraries and laboratories, quality improvement programme

Development Problems Identified

- i. Agriculture
 - ◆ Agriculture is not seen as a source of employment and income;
 - ◆ Agriculture is not profitable;
 - ◆ Land for agriculture is being converted for commercial purposes;
 - ◆ No conscious official intervention;
 - ◆ Innovative methods not encouraged;
- ii. Animal Husbandry
 - ◆ Lack of space, does not match with existing occupations, marketing problems, lack of facilities for rearing animals
- iii. Fisheries
 - ◆ Lack of production, mismatch between the socio economic conditions and the conditions under which financial institutions provide financial assistance;
 - ◆ Procedural difficulties involved in getting financial assistance.
- iv. Industries
 - ◆ Lack of land for starting units;
 - ◆ Absence of financial assistance for investments;
 - ◆ Marketing problems
 - ◆ Absence of arrangements and support for setting up modern small and cottage industrial units.

Annexure 4.2

List of persons connected with Thiruvananthapuram Municipal Corporation met and interviewed

i. The Mayor	Prof. Chandra
ii. The Deputy Mayor	Sujanapalan
iii. Secretary	Sharmila Mary Joseph
iv. Superintendent	Balan
v. Superintendent	Mohan
vi. Engineer, Water & Irrigation	Murugesan
vii. Slum Improvement	Rajan Kesavan
viii. Project Engineer	Lalithambika
ix. LMO	Dr. Jayalekshmi
x. Veterinary Surgeon	Dr. Pradeep
xi. Councillor, Sasthamangalam	Sreekumar
xii. Councillor, Peroorkada	Prof. Chandra
xiii. Councillor, Shangumugom	Baroma Patrick
xiv. Councillor, Chackai	Saju
xv. Councillor, Poonthura	Maria Dasi
xvi. Councillor, Pachallur	Sreekumar
xvii. Councillor, Punjakkiri	Sukarno
xviii. Councillor, Poojappura	Vinu
xix. Councillor, Chengallur	Maheswaran Nair
xx. Chairperson, Vanitha Vikasanam	Pushpalatha

Annexure 4.3

Documents of Thiruvananthapuram Municipal Corporation Referred

- i. People's Planning: Thiruvananthapuram Municipal Corporation: Draft Project Proposals for consideration of Ward Convention 2001-20002
- ii. People's Planning: Thiruvananthapuram Municipal Corporation: Project Plan: 2001-2002
- iii. People's Planning: Thiruvananthapuram Municipal Corporation: Project Plan(Draft): 2001-2002 for consideration in Development Seminar
- iv. People's Planning: Thiruvananthapuram Municipal Corporation: Vikasana Rekha
- v. People's Planning: Thiruvananthapuram Municipal Corporation: Project Plan 1999-2000
- vi. People's Planning: Thiruvananthapuram Municipal Corporation: Project Plan 2000-2001
- vii. Files maintained by the Corporation in respect of projects covered in the Case Studies presented in Chapter 5. (except files on the Solid Waste Management Project at Vilappilsala, which is with Vigilance)
- viii. Project Proposals in respect of projects covered in Case Studies presented in Chapter 5
- ix. Three volumes of Government Orders and Circulars compiled by the State Planning Board
- x. Pamphlets of Poabs Company relating to Manure produced in Vilappilsala Solid Waste Management Project

Annexure 4.4

Comparison of budgets of Thiruvananthapuram Corporation: 1940 - 41 and 1995 – 96

	Rs.	Rs.
	1940-41	1995-96
Opening balance	1, 16, 308/-	2, 33, 65, 073/-
Total Revenue	3, 26, 437/-	18, 30, 89, 370/-
Total Expenses	3, 47, 322/-	18, 12, 31, 560/-
Closing Balance	95, 153/-	2, 52, 22, 883/-

Annexure 4.5

Methodology Proposed in the Study Proposal

Secondary data relating to the project proposals, sanctions, work arrangements, recorded physical achievements, expenses etc. will be collected from the office of the Corporation and the records maintained by the departmental functionaries who were in charge. Site visits will be made to assess field level achievements. Beneficiaries, elected representatives of the Corporation, officials of the Corporation and other departments and external people who volunteered or who were retained to give technical help to projects will be interviewed to gather data on:

- 1) Method of selection of beneficiaries and participation of beneficiaries in the various stages of the activities
- 2) Work arrangements, supervision and quality control
- 3) Strengths and weaknesses of the current arrangements for carrying out developmental works
- 4) Perceptions of stakeholders
- 5) Outcomes/Impacts of the different schemes
- 6) Whether the additional developmental responsibilities have affected the traditional service role of the Corporation

In addition to collection of the above data and its analysis, an overall budget vs. actuals, both in terms of physical and financial aspects will be carried out to understand the trends of investments in the various sectors of development.

Pilot Study

Since the decentralised planning and administration system is relatively new and the dynamics of it is still evolving, it is proposed to do a pilot study first in a chosen Ward so as to get a more deep and clear understanding of the conceptual and methodological issues involved. The study proper will be based on the learning from the pilot study. If it is found necessary to modify the methodology based on the pilot study, such modifications will be incorporated in consultation with the Programme Co-ordinator of KRPLLD.

Outputs from the Study

The outputs from the study would be as below:

1. An inventory of project planning, implementation and monitoring practices currently being practiced by the Corporation in the developmental works with recommendations for improvements wherever needed
2. An analysis of stakeholder perceptions
3. An analysis of the extent of participation by beneficiaries in the different stages of planning, implementation and monitoring
4. Analysis of impact of specific completed projects
5. An analysis of shifts in investment patterns due to the introduction of decentralised planning and implementation
6. An analysis of whether the additional responsibilities for developmental works has affected the traditional service role of the Corporation
7. An analysis of the adequacy of organisational structure, systems and procedures to carry on the dual role of the Corporation as a service provider as also managing developmental works simultaneously

Annexure 4.6

Interview Schedule used for interaction with beneficiaries

1. Name
2. Age
3. Sex
4. Education
5. Relation to People's Planning
6. Have you taken part in ward conventions: If yes, how many?
7. Was the project with which you are connected formulated from discussions in ward convention?
8. Were there group discussions regarding the planning and implementation of the projects, in the ward convention?
9. Were the decisions taken in the group discussions incorporated in the project?
10. Who implemented the project?
Beneficiary committee
Corporation directly
Departmental
By open tender
Others
11. Were you a member of the beneficiary committee? Who was the convenor? Who was the chairman?
12. What was the amount invested by the Corporation in this project? What was the schedule of this project?
13. Have you contributed to this project?
Cash
Land
Materials
Technical supervision
14. Was there proper monitoring? Who did the monitoring?
15. What is your assessment of the working of the beneficiary committee? What problems did you face?
16. Was technical supervision for the project adequate? Did the project benefit by proper supervision?
17. Who gave technical help? Was it adequate?
18. Is the project complete?
Yes / No
If yes, what benefits do you derive from the project? What problems do you face from the project?
19. Was there any contribution from the Govt. dept. in this project?
20. What are the services rendered by the Corporation before People's Planning? Are these being given now