

**AN ANALYSIS OF SERVICE DELIVERY BY THE LOCAL SELF-  
GOVERNMENTS: A CASE STUDY OF THRISSUR DISTRICT**



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*For the award of the Degree of*

**Doctor of Philosophy in Economics**

By

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March 2025

## **CERTIFICATE**

This is to certify that this thesis entitled, “**An Analysis of Service Delivery by the Local Self Governments: A Case Study of Thrissur District**” being submitted by Bini.C.B for the award of the degree of Doctor of Philosophy, to the University of Calicut is a record of bona fide research work carried out by her under my guidance and supervision. The contents of this thesis, in full or in part, had not been submitted to any other institute or University for the award of any degree, diploma, fellowship or other similar title or recognition before. Plagiarism is checked and found within the permitted limits.

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## DECLARATION

I, Bini.C.B, affirm that this thesis titled “**An Analysis of Service Delivery by The Local Self Governments: A Case Study Of Thrissur District**” submitted to the University of Calicut for the award of the degree of Doctor of Philosophy in Economics is a bona fide record of research done by me under the guidance of Prof.(Dr)Rejimon.P.M, Professor of Economics, Mar Dionysius College Pazhanji. I declare that this thesis had not been submitted by me earlier for the award of any degree, diploma, fellowship or any other similar title or recognition of any University / Institution.

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## ABSTRACT

The Constitutional reforms for Strengthening the Local Self Governments (LSG), the Government of India passed many amendments from 1993 onwards, especially the decentralization process that started after the 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments. A three tier Panchayati raj system of District, Block, and Village levels is granted constitutional status and the Grama Sabha is recognized as a formal democratic body under the 73<sup>rd</sup> Amendment. Before the implementation of the Act, the Grama Panchayats had been performing three types of functions like mandatory, civic, and provision of basic infrastructure. Mandatory functions include functions like the issue of various certificates, registering births and deaths, giving and providing permissions for building construction etc. Civic functions include collecting and disposing of solid waste, cleaning markets, drainage of water and wastewater, constructing and maintaining public toilets, preventing the spread of communicable diseases, etc. It has to provide infrastructure facilities like construction and maintenance of roads, waterways, irrigation, ponds, drinking water supply, electricity etc. New functions like plan implementation, social welfare schemes, and maintenance of assets of some institutions were transferred to LSGIs after the implantation of the two Acts.

The study focuses to an analysis the utility services offered by the local self - Government in Thrissur district. The Thrissur District consists of 16 Block Panchayath and 86 auxiliary grama panchayaths, by using a simple random sampling method four block panchayaths are selected i.e, (Chowannur, Pazhayannur, Ollukkara and Chalakkudy). From these four Block Panchayath, three mentioned Grama Panchayaths were selected. In Pazhayannur Block Panchayath (Pazhayannur, Kondazhy, and Chelakkara), Chowannur Block Panachayath (Choondal, Kadavallur and Kadangode) Ollukkara Block Panchayath (Puthur, Kodassery and Nadathara) and Chalakkudy Block Panchayath (Athirappilly, Pariyaram and Varandarappily) were selected. The criteria for selecting these panchayats are, the panchayath has highest number of SC and ST populations, The Panchayath was situated in urban and rural areas also being had been selected. Twenty-five sample beneficiaries were selected from each Grama Panchayats' total sample size is 300

The first objective of the study was the trend and pattern of the Utility services provided by the Local Self Governments in Kerala. The details of funds allotted by the Thrissur District to various utility schemes such as drinking water schemes, sanitation schemes and Various housing Schemes such as (LIME, PMAY, Suvarna Bhavanam etc). The amount expended for each scheme shows an increasing trend but the amount meeting for required demand was not adequate.

The efficiency of the various Housing Schemes delivered by the local Self-Governments in Thrissur District. The Housing Schemes implemented by the grama panchayath are mainly public housing schemes and private housing schemes for the selected beneficiaries. The social or public housing scheme category main developments are the construction of Pakal Veedu, Construction of Vanitha Hostel, the

Construction of “she Lodge” and community welfare centers like old age homes and Balika Sadans are fall under the category of public utility housing schemes.

The sanitation schemes offered by the local self-government are in two ways i.e community sanitation facilities and individual household toilets. One of the markable findings is that even Kerala's economy is experiencing the growth of 2023 developmental and infrastructural experiences 32 % of the total sample respondents has no sanitation facilities. The Local bodies of these areas have failed to provide adequate sanitation facilities. The local self-government had implemented two types of drinking water schemes like community-based and household.

The study found that there are various challenges faced by the LSGDs while delivering these services. It includes non availability of Central Grants, Inadequate distribution of fund with respect to the demand, Political intervention, etc. Thus there are many utility services delivered by the Local Self Government to ensure the welfare of the community. But the efficiency of the schemes may want to be improved. The Government should give more attention to the allocation of funds and appropriately monitor the utilisation of funds with the satisfaction of intended objectives.

The present study is a micro-level study attempt to analyse the utility services offered by the local self –Government in Kerala. The trend of expenditure incurred by the local self-government is duly measured and various utility services offered by the LSGD are also measured. The main aspects taken for measuring the efficiency of the utility services are Housing Schmes, Sanitation Schemes, and other drinking water schemes are considered. The role of LSGD for economic development is too much widening and it is a multifaceted concept. There may be a variation in spending of government and the needs of the local rural people may vary with time is a further research area. The study reveals that there is a gap between utility services and fund allocation by the respective government. The satisfaction level of the beneficiaries are comparatively low. Political interventions and poor fund allocation and was the root cause of the reduced level of satisfaction.

**Key Words:** Local Self Government, Service delivery, Drinking Water Scheme, Sanitation scheme, Housing scheme

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1993 മുതൽ നിരവധി ഭേദഗതികളിലൂടെ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങളെ ശക്തിപ്പെടുത്തുന്നതിനുള്ള ഭരണഘടനാ പരിഷ്കാരങ്ങൾ (LSG) ഇന്ത്യാ ഗവൺമെന്റ് പാസാക്കി, പ്രത്യേകിച്ച് 73-ഉം 74-ഉം ഭരണഘടനാ ഭേദഗതികൾക്ക് ശേഷം വികേന്ദ്രീകരണ പ്രക്രിയ ആരംഭിക്കുന്നു. ജില്ലാ, ബ്ലോക്ക്, ഗ്രാമ തലങ്ങളിലുള്ള ഒരു ത്രിതല പഞ്ചായത്തീരാജ് സംവിധാനത്തിന് ഭരണഘടനാ പദവി നൽകുകയും 73-ാം ഭേദഗതി പ്രകാരം ഗ്രാമസഭയെ ഒരു ഔദ്യോഗിക ജനാധിപത്യ സ്ഥാപനമായി അംഗീകരിക്കുകയും ചെയ്തു. നിയമം നടപ്പിലാക്കുന്നതിന് മുമ്പ്, ഗ്രാമപഞ്ചായത്തുകൾ നിർബന്ധിതം, പൗരാവകാശം, അടിസ്ഥാന അടിസ്ഥാന സൗകര്യങ്ങൾ ഒരുക്കൽ എന്നിങ്ങനെ മൂന്ന് തരം പ്രവർത്തനങ്ങൾ നിർവഹിച്ചിരുന്നു. വിവിധ സർട്ടിഫിക്കറ്റുകൾ നൽകൽ, ജനന മരണങ്ങൾ രജിസ്റ്റർ ചെയ്യൽ, കെട്ടിട നിർമ്മാണത്തിന് അനുമതി നൽകൽ തുടങ്ങിയവ നിർബന്ധിത കർത്തവ്യങ്ങളിൽ ഉൾപ്പെടുന്നു. ഖരമാലിന്യങ്ങൾ ശേഖരിച്ച് സംസ്കരിക്കൽ, മാർക്കറ്റുകൾ വൃത്തിയാക്കൽ, ജലവും മലിനജലവും ഒഴുക്കിവിടൽ, പൊതു ശൗചാലയങ്ങൾ നിർമ്മിക്കൽ, പരിപാലിക്കൽ, പകർച്ചവ്യാധികൾ പടരുന്നത് തടയൽ തുടങ്ങിയവ പൗര കർത്തവ്യങ്ങളിൽ ഉൾപ്പെടുന്നു. റോഡുകൾ, ജലപാതകൾ, ജലസേചനം, കുളങ്ങൾ, കുടിവെള്ള വിതരണം, വൈദ്യുതി തുടങ്ങിയ അടിസ്ഥാന സൗകര്യങ്ങൾ ഒരുക്കേണ്ടതുണ്ട്. പദ്ധതി നിർവ്വഹണം, സാമൂഹ്യക്ഷേമ പദ്ധതികൾ, ചില സ്ഥാപനങ്ങളുടെ ആസ്തികളുടെ പരിപാലനം തുടങ്ങിയ പുതിയ കർത്തവ്യങ്ങൾ രണ്ട് നിയമങ്ങൾ നടപ്പിലാക്കിയതിനുശേഷം തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾക്ക് കൈമാറി

തൃശൂർ ജില്ലയിൽ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നൽകുന്ന യൂട്ടിലിറ്റി സേവനങ്ങൾ വിശകലനം ചെയ്യുന്നതിനാണ് പഠനം ഊന്നൽ നൽകുന്നത്. തൃശൂർ ജില്ലയിൽ 16 ബ്ലോക്ക് പഞ്ചായത്തും 86 സഹായ ഗ്രാമപഞ്ചായത്തും ഉൾപ്പെടുന്നു, ലളിതമായ റാൻഡം സാമ്പിൾ രീതി ഉപയോഗിച്ച് നാല് ബ്ലോക്ക് പഞ്ചായത്തുകളെ തിരഞ്ഞെടുത്തു, അതായത് (ചൊവ്വന്നൂർ, പഴയന്നൂർ, ഒല്ലൂക്കര, ചാലക്കുടി). ഈ നാല് ബ്ലോക്ക് പഞ്ചായത്തുകളിൽ നിന്ന് മൂന്ന് ഗ്രാമപഞ്ചായത്തുകളെ തിരഞ്ഞെടുത്തു. പഴയന്നൂർ ബ്ലോക്ക് പഞ്ചായത്തിൽ (പഴയന്നൂർ, കൊണ്ടാഴി, ചേലക്കര), ചൊവ്വന്നൂർ ബ്ലോക്ക് പഞ്ചായത്തിൽ (ചൂണ്ടൽ, കടവല്ലൂർ, കടങ്ങോട്) ഒല്ലൂക്കര ബ്ലോക്ക് പഞ്ചായത്ത് (പുത്തൂർ, കോടശ്ശേരി, നടത്തറ), ചാലക്കുടി ബ്ലോക്ക് പഞ്ചായത്ത് (അതിരപ്പിള്ളി, പരിയാരം) എന്നിവ തിരഞ്ഞെടുത്തു. ഈ പഞ്ചായത്തുകളെ തിരഞ്ഞെടുക്കുന്നതിനുള്ള മാനദണ്ഡങ്ങൾ, ഏറ്റവും കൂടുതൽ എസ്സി, എസ്സി ജനസംഖ്യ യുള്ള പഞ്ചായത്ത്, നഗര, ഗ്രാമ പ്രദേശങ്ങളിൽ സ്ഥിതി ചെയ്യുന്ന പഞ്ചായത്ത് എന്നിവയും തിരഞ്ഞെടുത്തു. 300 സാമ്പിളുകളുള്ള ഓരോ ഗ്രാമപഞ്ചായത്തിൽ നിന്നും ഇരുപത്തിയഞ്ച് സാമ്പിൾ ഗുണഭോക്താക്കളെ തിരഞ്ഞെടുത്തു.

കേരളത്തിലെ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നൽകുന്ന യൂട്ടിലിറ്റി സേവനങ്ങളുടെ പ്രവണതയും രീതിയും ആയിരുന്നു പഠനത്തിന്റെ ആദ്യ ലക്ഷ്യം. കുടിവെള്ള പദ്ധതികൾ, ശുചിത്വ പദ്ധതികൾ, LIME, PMAY, സുവർണ്ണ ഭവനം തുടങ്ങിയ വിവിധ ഭവന പദ്ധതികൾ എന്നിവയ്ക്കായി തൃശൂർ ജില്ല അനുവദിച്ച ഫണ്ടുകളുടെ വിശദാംശങ്ങൾ. ഓരോ പദ്ധതികൾക്കും ചെലവഴിച്ച തുക വർദ്ധിച്ചുവരുന്ന പ്രവണത കാണിക്കുന്നു, പക്ഷേ ആവശ്യമായ ആവശ്യങ്ങൾ നിറവേറ്റുന്ന തുക പര്യാപ്തമല്ല.

തൃശൂർ ജില്ലയിലെ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നടപ്പിലാക്കുന്ന വിവിധ ഭവന പദ്ധതികളുടെ കാര്യക്ഷമത. ഗ്രാമപഞ്ചായത്ത് നടപ്പിലാക്കുന്ന ഭവന പദ്ധതികൾ പ്രധാനമായും പൊതു ഭവന പദ്ധതികളും തിരഞ്ഞെടുത്ത ഗുണഭോക്താക്കൾക്കുള്ള സ്വകാര്യ ഭവന പദ്ധതികളുമാണ്. സാമൂഹിക അല്ലെങ്കിൽ പൊതു ഭവന പദ്ധതി വിഭാഗത്തിലെ പ്രധാന വികസനങ്ങൾ പകൽ വീടുകളുടെ നിർമ്മാണം, വനിതാ ഹോസ്റ്റലിന്റെ നിർമ്മാണം, "ഷീ ലോഡ്ജ്" നിർമ്മാണം, വൃദ്ധസദനങ്ങൾ, ബാലികാ സദനങ്ങൾ തുടങ്ങിയ കമ്മ്യൂണിറ്റി ക്ഷേമ കേന്ദ്രങ്ങൾ എന്നിവയാണ് പൊതു യൂട്ടിലിറ്റി ഭവന പദ്ധതികളുടെ വിഭാഗത്തിൽ പെടുന്നത്.

തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ വാഗ്ദാനം ചെയ്യുന്ന ശുചിത്വ പദ്ധതികൾ രണ്ട് തരത്തിലാണ്, അതായത് കമ്മ്യൂണിറ്റി ശുചിത്വ സൗകര്യങ്ങളും വ്യക്തിഗത ഗാർഹിക ശൗചാലയങ്ങളും. ശ്രദ്ധേയമായ കണ്ടെത്തലുകളിൽ ഒന്ന്, കേരള സമ്പദ്‌വ്യവസ്ഥ പോലും 2023 ലെ വികസന, അടിസ്ഥാന സൗകര്യ അനുഭവങ്ങളുടെ വളർച്ച അനുഭവിക്കുന്നുണ്ട് എന്നതാണ്. മൊത്തം സാമ്പിൾ പ്രതികരിച്ചവരിൽ 32% പേർക്കും ശുചിത്വ സൗകര്യങ്ങളില്ല. ഈ പ്രദേശങ്ങളിലെ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ മതിയായ ശുചിത്വ സൗകര്യങ്ങൾ ഒരുക്കുന്നതിൽ പരാജയപ്പെട്ടു. കമ്മ്യൂണിറ്റി അധിഷ്ഠിതവും ഗാർഹികവുമായ രണ്ട് തരം കുടിവെള്ള പദ്ധതികൾ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നടപ്പിലാക്കിയിരുന്നു.

ഈ സേവനങ്ങൾ നൽകുമ്പോൾ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നേരിടുന്ന വിവിധ വെല്ലുവിളികൾ ഉണ്ടെന്ന് പഠനം കണ്ടെത്തി. കേന്ദ്ര ഗ്രാന്റുകളുടെ ലഭ്യതക്കുറവ്, ആവശ്യാനുസരണം ഫണ്ട്‌ന്റെ അപര്യാപ്തമായ വിതരണം, രാഷ്ട്രീയ ഇടപെടൽ തുടങ്ങിയവ ഇതിൽ ഉൾപ്പെടുന്നു. അതിനാൽ സമൂഹത്തിന്റെ ക്ഷേമം ഉറപ്പാക്കുന്നതിനായി തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നിരവധി യൂട്ടിലിറ്റി സേവനങ്ങൾ നൽകുന്നു. എന്നാൽ പദ്ധതികളുടെ കാര്യക്ഷമത മെച്ചപ്പെടുത്തേണ്ടതുണ്ടായിരിക്കാം. ഫണ്ട് അനുവദിക്കുന്ന തീയതിയും ഉദ്ദേശിച്ച ലക്ഷ്യങ്ങൾ നിറവേറ്റുന്നതിനായി ഉചിതമായ രീതിയിൽ ഫണ്ട് വിനിയോഗം നിരീക്ഷിക്കുന്നതിലും സർക്കാരിന് കൂടുതൽ ശ്രദ്ധ നൽകണം.

കേരളത്തിലെ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ നൽകുന്ന യൂട്ടിലിറ്റി സേവനങ്ങൾ വിശകലനം ചെയ്യുന്നതിനുള്ള ഒരു സൂക്ഷ്മതല പഠന ശ്രമമാണ് ഈ പഠനം. തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങൾ ചെലവഴിക്കുന്ന പ്രവണത കൃത്യമായി അളക്കുകയും തദ്ദേശ സ്വയംഭരണ വകുപ്പ് വാഗ്ദാനം ചെയ്യുന്ന വിവിധ യൂട്ടിലിറ്റി സേവനങ്ങളും അളക്കുകയും ചെയ്യുന്നു. യൂട്ടിലിറ്റി സേവനങ്ങളുടെ കാര്യക്ഷമത അളക്കുന്നതിന് എടുക്കുന്ന പ്രധാന വശങ്ങൾ ഭവന പദ്ധതികൾ, ശുചിത്വ പദ്ധതികൾ, മറ്റ് കുടിവെള്ള പദ്ധതികൾ എന്നിവയാണ്. സാമ്പത്തിക വികസനത്തിൽ തദ്ദേശ സ്വയംഭരണ സ്ഥാപനങ്ങളുടെ പങ്ക് വളരെയധികം വികസിച്ചുകൊണ്ടിരിക്കുന്നു, ഇത് ഒരു ബഹുമുഖ ആശയമാണ്. സർക്കാരിന്റെ ചെലവിൽ വ്യത്യസ്തമുണ്ടാകാം, കൂടാതെ പ്രാദേശിക ഗ്രാമീണ ജനതയുടെ ആവശ്യങ്ങൾ കാലക്രമേണ വ്യത്യസ്തപ്പെടാം എന്നത് കൂടുതൽ ഗവേഷണ മേഖലയാണ്. യൂട്ടിലിറ്റി സേവനങ്ങൾക്കും അതത് സർക്കാരിന്റെ ഫണ്ട് വിഹിതത്തിനും ഇടയിൽ ഒരു അന്തരം ഉണ്ടെന്ന് പഠനം വെളിപ്പെടുത്തുന്നു. ഗുണഭോക്താക്കളുടെ സംതൃപ്തി നിലവാരം താരതമ്യേന കുറവാണ്. രാഷ്ട്രീയ ഇടപെടലും മോശം ഫണ്ട് വിഹിതവുമാണ് സംതൃപ്തിയുടെ അളവ് കുറയാനുള്ള മൂലകാരണം.

പ്രധാന വാക്കുകൾ: തദ്ദേശ സ്വയംഭരണ സ്ഥാപനം, സേവന വിതരണം, കുടിവെള്ള പദ്ധതി, ശുചിത്വ പദ്ധതി, ഭവന പദ്ധതി

## **Chapter- I**

### **Introduction**

#### **1.1. Introduction.**

The Constitutional reforms for Strengthening the Local Self Governments (LSG), Government of India passed many amendments from 1993 onwards, especially the decentralisation process that started after the 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments. A three tier Panchayati raj system of District, Block, and Village levels are granted constitutional status and the Grama Sabha is recognized as a formal democratic body under the 73<sup>rd</sup> Amendment. Constitutional status to Municipal bodies was granted after the 74<sup>th</sup> Amendment. Followed by these two Constitutional Amendments, the Kerala Panchayat Raj Act 1994 and the Kerala Municipalities Act 1994 were passed. These two Acts open the way for the transfer of powers and functioning of various departments of the State Government to the three tiers of Panchayats, Municipal Councils, and Corporations. Transferring responsibilities from the center to the local level of government can improve service delivery and liability of the governing body. Transferring responsibilities means giving local government more political powers for example, conducting local elections and providing local Governments with high financial resources by authorizing tax collection and by providing more administrative responsibilities. According to the constitution, the panchayaths and municipalities shall be elected every five years and encourage States to devolve functions and responsibilities to them.

Before the implementation of the Act, the Grama Panchayats had been performing three types of functions like mandatory, civic and provision of basic infrastructure. Mandatory functions include functions like issue of various certificates, registering

births and deaths, giving and providing permissions for building construction, etc. Civic functions include collecting and disposing of solid waste, cleaning markets, drainage of water and wastewater, constructing and maintaining public toilets, preventing the spread of communicable diseases etc. It has to provide infrastructure facilities like construction and maintenance of roads, waterways, irrigation, ponds, drinking water supply, electricity, etc. New functions like plan implementation, social welfare schemes, and maintenance of assets of some institutions were transferred to LSGIs after the implementation of the two Acts.

When completing 25 years of decentralization the Peoples Participation Planning Campaign can be considered as the dominant experiment and successfully implemented to achieve its objectives. It makes the way for the development of local infrastructure, increasing the efficiency of service delivery, enhancing local productivity and ensuring environmental harmony thus increasing social welfare and social justice.

The term public service has two meanings. Governmentt employment is a public service. Public service includes the provision of essential services like electric power, water, fuel etc. The delivery of public service means the goods and services offered by government institutions to the public and it includes the interface between the citizen and the government. When the decentralisation process begins, local governments is committed to providing large number of public services to its citizens with high quality and equitable manner. There are various kind of Public Services like Civic Services, Welfare Services, Human Development Services, basic minimum services and in addition to the above services government provides lot of regulatory and administrative services. The Service Delivery Policy of the Government of Kerala has published in 2004 aims at citizen-centric administration and it is called "A People Centred Service

Delivery Policy". Since the decentralization makes a beginning of efficient service delivery of Local Self Governments apart from this the introduction of Service Delivery Policy, Right to Service Act and the Citizen Charter are the important milestones towards most efficient service delivery of public institutions including LSGIs.

## **1.2. Local Self-Government Department.**

The 73rd and 74th amendments to the Constitution, the three-tier system of governance came into existence in India. Transfer of resources and administrative powers make Local Self-government in Kerala Local Self-Government institutions are uplifted as an effective organisation for implementing many developmental programmes. Gram Sabha are the platforms for identifying the beneficiaries for these developmental programmes. Table 1.1 shows the district-wise number of rural and urban local bodies in Kerala. Kerala has 941 Grama Panchayats, 152 Block Panchayats, 14 District Panchayats, 87 Municipalities and 6 Corporations.

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**Table 1.1**

### **District-wise Number of Rural and Urban Local Bodies**

District	Grama Panchayats	Municipalities	Municipal Corporations
Thiruvananthapuram	71	4	1
Kollam	68	4	1
Pathanamthitta	53	4	-
Alappuzha	72	6	-
Kottayam	71	6	-

District	Grama Panchayats	Municipalities	Municipal Corporations
Idukki	52	2	-
Ernakulam	82	13	1
Thrissur	86	7	1
Palakkad	88	7	-
Malappuram	94	12	-
Kozhikode	70	7	1
Wayanad	23	3	-
Kannur	71	9	1-
Kasargod	38	3	-
Kerala Total	941	87	6

Source: Kerala Economic Review, 2024 Vol.22

### 1.3. Local Self Governments.

The 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments paved the way for decentralised governance in our country and LSGIs were created for improving the efficiency of governance from the base level with people's participation. Followed by these two amendments, the KPRA 1994 and the KMA 1994 passed by the State Legislature to make local governments function as a three-tier government system. The Grama Panchayaths Block Panchayaths and District Panchayaths in the rural level and the Municipalities and Municipal Corporations in the urban level. The local governments in both rural and urban areas are referred to as Panchayath Raj Institutions and Urban Local Bodies. They are functioning independently each other.

The chief executive head of Local Government is the President/chairperson/Mayor. Each Local Government Institution has a Secretary who is the Chief Executive Officer. The President, Vice-President and Chairpersons of the standing committees are elected by the members of each tier Panchayat Raj Institutions. Similarly, in a Municipality/Municipal Corporation the councillors elect the Chairperson/Mayor,

Vice-Chairperson/Deputy Mayor. Standing Committees are created to analyze issues and proposals before presenting Panchayat Committees/Municipal Councils. The KPRA and KMA give the power to LGs to formulate development plans at the local level with the help of Grama Sabha. On the basis of guidelines issued by the Government LGs prepare development plans for every year. As a part of functional decentralization LGs are entrusted to implement Centrally sponsored schemes and various welfare schemes and the many public service delivery institutions are transferred such as public health centers, schools, dispensaries, etc to Local Self Governments.

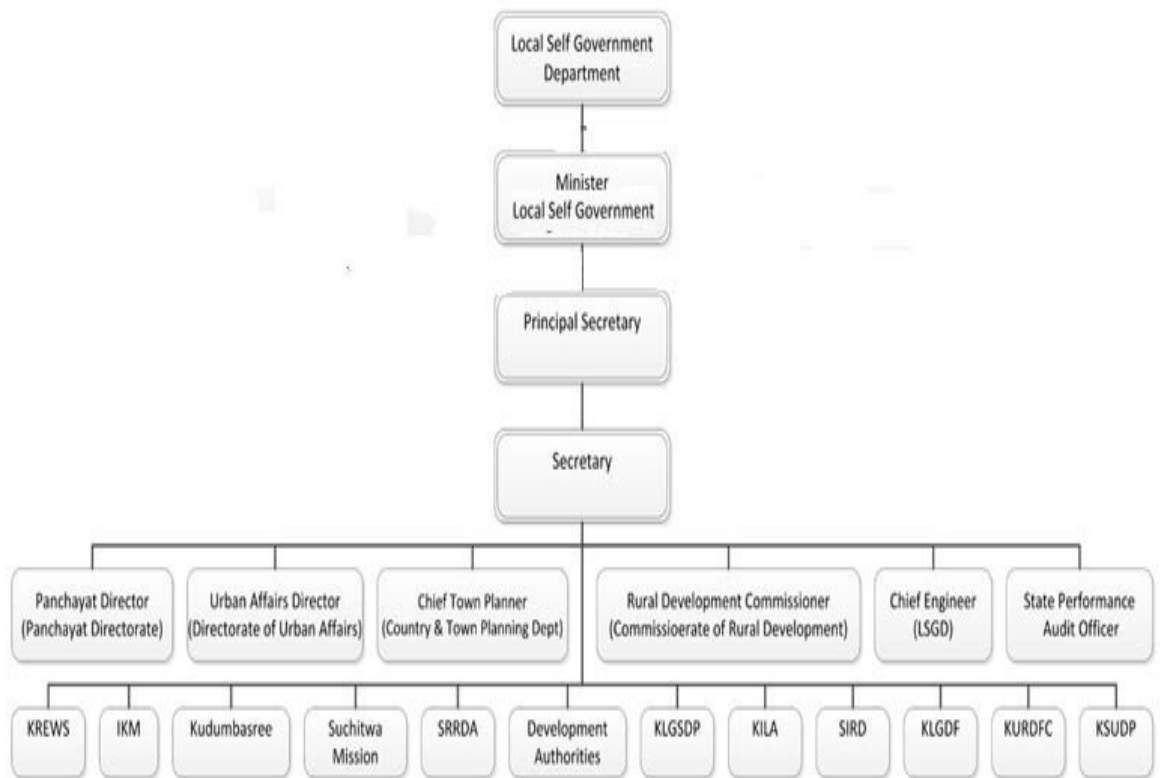
#### **1.4. Evaluation of Local Self-Governments in Kerala.**

Kerala completed 29 years of the introduction of decentralisation, which brought a drastic change in the structure, roles, and functions of LSGs. Decentralisation leads the way to the devolution of many powers and financial resources to the LGs, that empowered them to meet the needs of local people and find solutions for their issues. LSGs implemented various programmes that ensure social security and social welfare and also make asset creation in various sectors. The LGs are also successful in health, housing, education, and infrastructure development. They are exerting a great influence on the community lives when the State faces the emergencies during 2018 floods and the COVID-19 Pandemic. The history of the decentralisation starts with the ‘People’s Plan Campaign’ which meaningfully proved the idea of participatory planning during the ninth plan period. In the tenth planning period introduces Kerala Development Plan and the twelfth plan witnessed the introduction of information technology for strengthening the planning process. During the thirteenth plan period emphasis gave on to enable LSGs to formulate innovative projects. Fourteenth five-year plan gave importance to promoting the local economic development and rapid urbanisation goals.

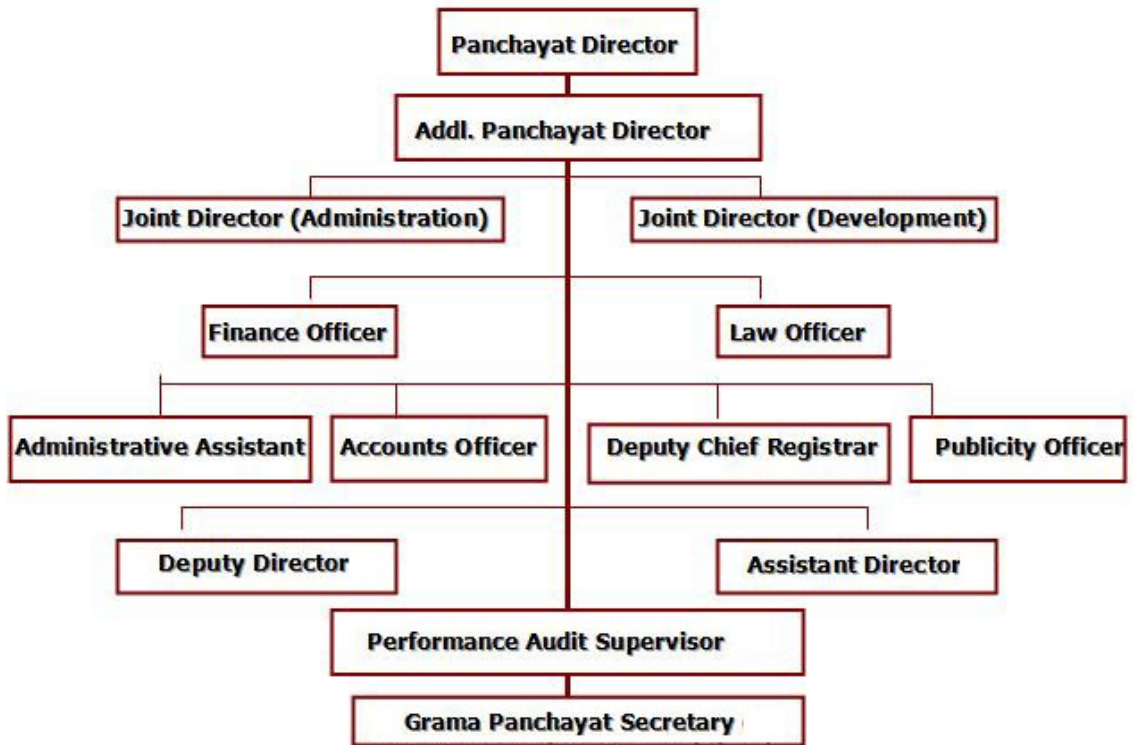
The administrative structure of Local Self-Government Institutions during the implementation of decentralization is given in the flow chart below (Figure 1.1) It shows that the governance structure is headed by the Ministers, one Principal Secretary, one Secretary and six Division Heads and twelve other institutions like KREWS, IKM, Kudumbasree, Suchitwa Mission, SRRDA, Development Authorities, KLGSDP, KILA, SIRD, KLGDF, KURDFC, and KSUDP.

Figure 1.1

**Administrative Structure of Grama Panchayats**



Source: <http://lsgkerala.gov.in/en/lsgd>



Source: <http://lsgkerala.gov.in/en/lsgd>

The political structure of Grama Panchayats is given in the above chart. Every five years the elected members of the political parties decide the activities of Grama Panchayaths. The Panchayath President is the Chief of the local government Institutions. There is a standing committee with three categories i.e. Finance, development, and welfare standing committee depending upon their functions. Grama Sabha and neighbourhood groups are the lowest level decision makers. The decisions taken in Grama sabha are taken up with suitable modifications for implementation with the financial assistance of government. Gramasabha is the forum to the local people to present their needs in Gramasabha the beneficiary selection for each schemes were taken.

### **1.5. Statement of the problem.**

The provision for providing efficient, affordable, and quality basic services is considered a prime function of local self-governments to the society for the attainment of the welfare of society. Delivery of services like drinking water, sanitation, and housing relates closely to the health and well-being of rural people. Service delivery is one of the most important interfaces between a modern democratic state and its citizens. The aim of public service delivery is to deliver cost-effective, high-quality services that the private sector is unable or unwilling to deliver. It includes expenditure on health, nutrition, literacy, education, social welfare safety nets for vulnerable groups, and all other areas that improve the quality of life of citizens. The Government of Kerala had expended crores of rupees for the well-being of the society. The present study is more important because of whether the amount expended by the LSGD institutions are efficient or not while comparing the benefits of the utility services delivered by the Local Self Governments.

### **1.6. Research Questions.**

1. What are the various utility services provided by the local –Self Governments in Kerala?
2. What is the actual trend of Expenditure incurred for the various Utility Services by the Local-Self Governments in Kerala?
3. What are the various indicators used to examine the efficiency of the utility services rendered by the LSGDs.
4. What are the various constraints faced by the LSGDs while providing Utility Services.

### **1.7. Objectives of the Study.**

1. To understand the trend and pattern of the Utility services provided by the Local Self Governments in Kerala.
2. To analyse the efficiency of the various Housing Schemes delivered by the local Self-Governments in Thrissur District.
3. To identify the impact of the drinking water facilities and Sanitation services provided by the Local- Self Governments in Thrissur District.
4. To examine the various challenges faced by the local self -Governments while delivering Utility Services.

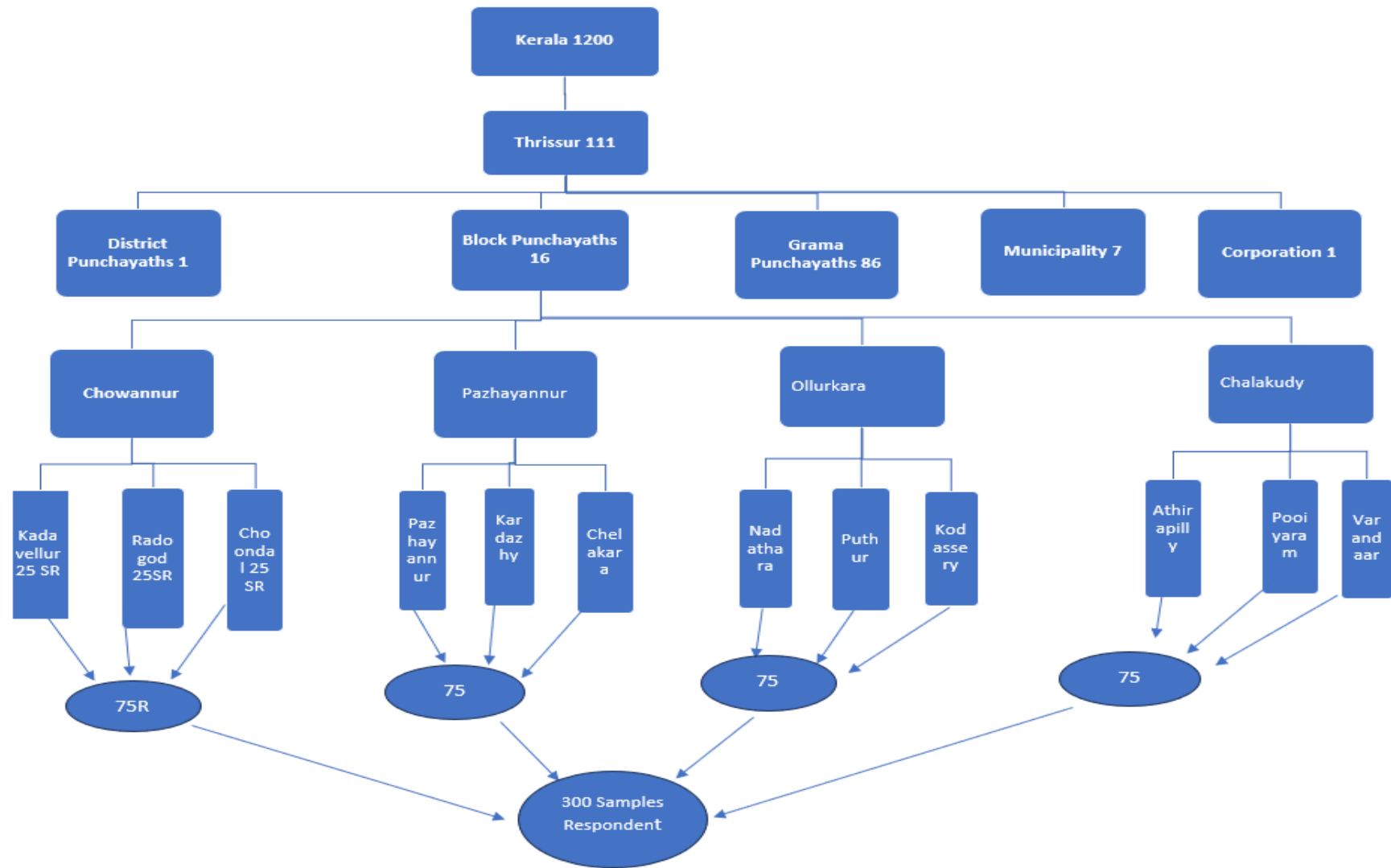
### **1.8. Methodology of the study.**

The present study is based on both primary and secondary data. Secondary Sources were various reports and data prepared by governmental organisations such as Department of Economics and Statistics, the Kerala State Planning Board, Ministry of Rural Development and other official sources (such as Sulekha expenditure statement Report, Sanchaya Reports, and Sankya Reports, etc.) Primary data were collected from Panchayath Raj Institutions, including officials and from the selected households. After the Pilot Survey structured Interview Schedule was used to collect primary data. A multistage stratified random sampling method is used to sample the local bodies. For identifying the efficiency of the services delivered by the local Self – Governments field investigation approach is also adopted.

The study focuses on examining the efficiency of utility services offered by the local self -Government in Thrissur district. The Thrissur District consists of 16 Block Panchayath and 86 auxiliary grama panchayath, by using simple random sampling method four block panchayath are selected i.e, (Chowannur, Pazhayannur, Ollukkara

and Chalakkudy). From these four Block Panchayath three mentioned Grama Panachayath were selected. In Pazhayannur Block Panchayath (Pazhayannur, Kondazhy and Chelakkara), Chowannur Block Panachayath (Choondal, Kadavallur and Kadangode) Ollukkara Block Panchayath (Puthur, Kodassery and Nadathara) and Chalakkudy Block Panchayath (Athirappilly, Pariyaram and Varandarappily) were selected. The criteria for selecting these panchayats are, the panchayath having highest number of SC and ST populations, The Panchayath were situated in urban and rural areas also being had been selected. Twenty five sample beneficiaries were selected from each Grama Panchayaths. The total sample size is 300.

### 1.9 Sampling Frame work -Flow chart



### **1.10. Tools and Techniques**

The present study has one descriptive objective and three core objectives which reveal the goals and aim of the study. The first objective was, to understand the trend and pattern of the Utility services delivered by the Local Self Governments in Kerala. It is an objective assessed through a descriptive nature, to assess the trend and pattern of the various utility services offered by the LSGD the focus areas are identified as variables, the main focus areas are the nature and importance of LSGD institutions, the role of the governmental programmes to promote community welfare are also assessed in descriptive nature. The Second objective of the study was to analyse the efficiency of the various Housing Schemes delivered by the local Self-Governments in Thrissur District. Housing was the main component scheme of the LSGD, to understand the efficiency of the various housing schemes the researcher tries to develop a logical approach which under the demand of the people for the housing schemes, fund allocation by LSGD through various sources, fund expended by the LSGD to allocate for various housing schemes. The procedure and instalment-wise fund allocation and completion status were prime criteria for considering the efficiency of the various housing schemes implemented by the LSGD. The main tools used to assess the fund allocation and fund expended was correlation and the Multi Linear Regression model is used to assess the fund allocation and expenditure. The third objective of the study to identify the impact of the Drinking Water facilities and Sanitation services provided by the Local- Self Governments in Thrissur District. To assess the impact of the various Drinking Water schemes offered by the LSGD institutions to ensure clear and safe drinking water in a sufficient manner. The main water distribution sources, number of beneficiaries used the schemes, payment status, and satisfaction of the consumers are also assessed. To understand the efficiency and impact of the drinking water schemes

water samples collected by the researcher and conduct a water contamination test. The test score is identified with a statistical approach and the result is evaluated. The economic concept of consumer surplus is also calculated to ensure efficiency. The final objective was to examine the various challenges faced by the local self-government while delivering utility Services. The indicators used to assess the influence political factors are identified and correlated with other variables. The present study mainly used tools like Averages, Percentages, Arithmetic Mean, Correlation, Rank Method, Multi-linear Regression Model, Cost-Benefit Analysis, and Consumer Surplus.

### **1.11. Scheme of Study**

The study is presented in 6 chapters. The first chapter is an introductory one. It gives an overview of the study and discusses the background of the study, objectives, methodology, limitations, etc. The second chapter presents a review of the literature and theoretical background of the study. Chapter three presents the area profile of the Thrissur district and the methodology adopted for data sampling, data collection, and analysing data. The fourth chapter is an overview of various Services provided by the LSGDs in Kerala and various utility schemes are discussed in detail. Chapter five is an analysis chapter that discusses all the parameters of the utility schemes delivered by the LSGD institutions. The last chapter describes the summary and important findings of the study.

### **1.12. Keywords**

Amendments Amending the Constitution of India means a change to the nation's fundamental law or supreme law. Local self-governments got constitutional status after the 73rd and 74th amendments.

**73rd Amendment** The 73rd Amendment gives village, block and district level bodies a constitutional status under Indian law. 74th amendments: Constitutional status to municipal bodies granted after 74<sup>th</sup> Amendment.

**Decentralisation** is a political process where administrative authority, public resources and responsibilities are transferred from the Central Government to the Local Government. It includes the transfer of political, administrative, and fiscal responsibilities

**Decentralised planning** the process of Decentralised Planning in Kerala during the Ninth Five-Year Plan period, consequent to the enactment of the Kerala Panchayati Raj Act (1994) and Kerala Municipality Act (1994). It started with the People Plan Campaign in 1996.

**Peoples Plan** Decentralised Planning in Kerala started under the Peoples Plan Campaign in 1996. It was an important movement towards decentralised planning and governance at the sub-state level. To reform the local government, the state government took the process of local planning under the People's Plan campaign.

**Citizen Charter** The Citizen's Charter is a document of commitments made by an organization to the citizens in respect of the services being provided to them or to be provided to them.

**Right to information Act** Right to Information Act, 2005 was to promote transparency and accountability in the working of every public authority. It means the right of the citizens to get information from local governments such as Panchayaths / Municipalities / Corporations under the provisions of the Act. Every local government, a Public Information Officer as well as an Appellate Authority is designated to provide information to the citizens.

**Service Delivery** The delivery of public service means the goods and services offered by government institutions to the public and it includes the interface between the citizen and the govt.

**Service Delivery Policy** The Service Delivery Policy of the Government of Kerala is aims at citizen-centric administration. The term public service has two meanings. Public service means government service and it also means the provision of essential services namely, essential goods or services such as electric power, water, fuel etc. The delivery of public service means the goods and services offered by government institutions to the public and it includes the interface between the citizen and the govt.

**Kerala State Right to Service Act, 2012** The RTS Act provides an effective and time-bound redress of public grievances and delivery of services to people and for making government servants liable in the case of default of the services given.

**Kerala Panchayat Raj Act, 1994 (KPR Act)** Followed by two constitutional Amendments Kerala enacted the KPR Act 1994 for economic development and social justice. It is an Act to replace the present enactment relating to panchayats and District Councils by a comprehensive enactment.

**Kerala Municipality Act, 1994 (KM Act)** It is an Act to replace the present enactments related to municipalities and Municipal Corporations by a comprehensive enactment

**Panchayati Raj System:** Panchayati Raj is a form of government at the village level where each village is responsible for its own activities.

**Local Governments** A form of democratic governance where the participation from the grassroots level of society is encouraged is Local self-government The primary objective of these local bodies is to promote local economic development, social justice, and infrastructure development.

**Panchayath Raj Institutions (PRIs)** 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments mandated the establishment of panchayats and municipalities as elected local governments constitutionally established PRIs in India.

**Grama Sabha / Ward Sabha** Grama sabha is the primary body of the Panchayat Raj system consisting of people registered in the electoral rolls relating to a village comprised within the area of Panchayat at the village level. It is a permanent body and it is regarded as a grassroots organisation of democracy. The three main functions of Gram Sabha are to help implementation of the development programs and schemes of the Panchayat, to identify beneficiaries for different programs and schemes, and to request support for financial and other matters from the public for the community welfare programme.

### **1.13. Limitations of the Study**

The scope of the study is limited to explore the extent of efficiency of the utility services offered by the local self-government in Kerala. The study on the efficiency of the utility services on the household sector is constrained by the non-availability of data on certain variables related to the measurement efficiency of the utility services. The nonavailability of plan expenditure from some local bodies are another constraint faced by the LSGD institutions. Moreover, the study has some other limitations, the beneficiaries list obtained from the Grama-Panchayath and the knowledge of the beneficiaries about the services delivered by the Panchayath. In spite of these limitations, the present study is a considerable attempt to recognize the importance of the various utility services delivered by the LSGD and its efficiency at the grassroots level.

## **Chapter- II**

### **Review of Literature and Theoretical Background of the Study**

#### **Part A- Review of Literature**

##### **2.1 Introduction.**

This chapter provided a comprehensive review of the existing literature about decentralisation, local governments and its efficiency from various articles, research works, research publications etc. from 1998 to 2022. The available review literature is classified under the following major heads.

##### **2.11 Studies related to Decentralisation**

Bardhan ,& Mookherjee (1998), examined with two parts making evaluation of public spending programmes and cost effectiveness. The study analyses that there are four conditions to satisfy for getting better results of decentralisation. Otherwise, when any one of these four conditions are not satisfied, decentralization may perform worse than centralization. These four conditions are, local governments are not vulnerable to capture, local governments have access to adequate local financing sources, there are no inter-jurisdictional externalities in service provision; and local governments have all the bargaining power and access to relevant cost information public enterprise managers.

Nair .(2000) made a comparative analysis of two panchayaths in Thiruvananthapuram district, he look in to the making of the Plan, its size and dimensions, programme contents and programme quality, the implementation of the Plans and related issues. The study covered the fiscal years of 1997-'98 and 1998-'99. The study has made a positive result about the achievements of Plan implementation in the selected

panchayats. The major findings of this study are, the people of the panchayats were not, in general, aware of the exact nature and content of People's Planning, a large majority of the beneficiaries did not experience any difficulty in receiving the benefit from the concerned implementing authorities. Other findings of the study are the magnitude of corruption in the delivery system has come down, Plan benefits are distributed among all the wards of the panchayats more or less equally, Ward members of the panchayats have acted as effective disseminators of information about the Plan programmes among the people etc.

Abdul. (2000), discussed the evaluation of local governance system in Karnataka with reference to panchayat raj institutions and examined how far it had been responsive and effective. He found that on many occasions, the plans of Local Self Government Institutions are often changed according to the interests of the elected representatives to protect their vote banks. In his study he noticed the unfriendly relationship between bureaucrats and nongovernmental organisations. As a result of elected representatives' behaviour that is looking non-governmental organisations and their functionaries as competitors the panchayats and nongovernmental organisations have been distancing themselves because they thought there is no cooperation between them. At last he pointed out that the grama panchayath should be strengthened by providing those adequate funds, personal and technical support. He suggested that if the planning process of Panchayath is free from State intervention and ensure people participation it would become more fruitful.

Oommen, (2001) gives a critical examination on how panchayat raj institutions function in India. This shows that there is decentralisation politically in the country but so far from decentralisation in governance. The Panchayati Raj institutions have to be

made effective organs to improve the quality of developmental and democratic process in the country. Otherwise it will maintain its position as a vulnerability point of the given country.

Harilal, (2004) reviewed in a paper about that the decentralisation process reforming local government structures in India. Decentralisation initiatives with peoples plan and devolution of funds to the local government helps it to perform efficiently their welfare functions

The article Democratic Decentralization and Empowerment of Local Government Associations in Kerala Commonwealth Journal of Local Governance, Ramakantan (2009), Kerala Institute of Local Administration discussed on the historical background of the process of the Democratic decentralisation in Kerala and its developments. He outlined how People's plan campaign contributes to turning the decentralisation process into a successful programme. The largest goal of decentralisation was to strengthen local governments and if will contribute to establish political decentralisation and increase mass base of local governments. In nutshell, it provides the clear picture about the status of financial management of local government and various institution for developing capacity of local government.

Isaac,Thomas (2017) tries to find out the salient features of Kerala's decentralisation programme. The study reveals that there is only a minority of the local bodies have working in accordance with the new ideas from decentralisation and other minority misuse the new situation. So, Kerala has to go miles to reach the merits of decentralisation.

Sharma, (2003). studied a paper that intends to have a reflection over pros and cons of the People's Campaign in Kerala. It can therefore be asserted that the goals of

democratic decentralisation can be depended on the socio economic and political situation of Kerala. The decentralisation campaign demonstrates that the Kerala is competent in public mobilisation, which it has done splendidly. The author did case study and identify several problems and difficulties that stood in the way of the implementation of the project. Challenges realised during the process of participatory planning brought out a need of proper implementation of decentralisation- programme. The policy that has been published by the Government of Kerala as mentioned in the GO (P) No 260/04/GAD dated 20/9/2004 is called a people centred Service Delivery policy because it purely meant for its citizen of Kerala and people centric policy .

Ramakantan,(2009), Kerala Institute of local administration: explained the process of democratic decentralizations and formation of L G 's in KERALA. He clarified how People's plan campaign worked to ensure decentralisation process became a successful programme. Decentralisation had its main goal in strengthening local government and this will assist in developing the political decentralisation and also the consolidation of the mass base for local governments. It is very beneficial in presenting considerable information about the financial position of the local government and various institutions for the purpose of capacity building for that local government

“India Rural Governments and Service Delivery Sustainable Development Unit: South Asia Region (2007)” is a collection of papers analyzes decentralisation in rural areas. The first one is a literature review on Rural decentralisation in India & the second one is Fiscal decentralisation to Rural Governments in India. This third study is aimed to support the governments more in delivery of services pertaining to the rural people in as many areas as the health, education, provision of drinking and sustainable sanitation as well as anti-poverty sector. On account of several factors, it has been constrained to

concentrate on four states namely Kerala, Karnataka, West Bengal and Rajasthan. The finding also indicates that there are two apparently major issues that impact on service delivery in India, these are blurred and overlapping roles and responsibilities of the various levels of government and weak methods of 'procurement' of service deliverers to deliver those services.

Regarding this Vijayanand, (2007), has pointed out that the planning of Kerala democratic decentralisation has been liked as model for extending it to the other parts of the Country. Thus, the responsibilities of local governments altered the decentralisation, and it achieved appreciable results and experienced more challenges. The major accomplishment for which the local governments managed to achieve was to come up with excellent examples in various fields of development such as housing, water supply and sanitation, poverty eradication, women's emancipation, public education, and health, among others. That is the reason why the decentralisation process which has been a remarkable achievement, has seen the provision of physical facilities that enhances the delivery of public services especially schools' hospitals and other transferred institutions. Another major change is that there is a growing consciousness among people about the functioning of local government.

Robinson, (2007) targets the development outcomes of both centered and decentralised governments, equality, efficiency and the political and institutional factors leading to these outcomes. It is noted that equity and efficiency gains are connected with financial enablers and local government in the less developed countries. Decentralisation for Good Governance and Service Delivery in India

## **2.12 Studies related to Political influence and decentralisation**

Decentralisation in India: Another paper Poverty, Politics and Panchayati Raj, Johnson, (2003) Department of Political Science University of Guelph, Ontario concluded the decentralisation in India aspects. It also finds out the level of decentralisation elements in two selected Indian states, Andhra Pradesh and Madhya Pradesh. This paper looks at the independence of political parties in enhancing efficiency in the local government bodies as well as the part played by the union government in supporting the local government bodies in their efficient administration. Therefore the research establishes that aspects of local governance have a stronger influence on the ecology, relation between farmers and political organizations.

Sharma,(2003) examined that assess evaluations of people's campaign in kappa Alleppey. In this study, an attempt was made to identify the effects of political allegiance, staffing aspects, and the want of technical crew on the trajectory of the project implementation based on a case study of ten grama panchayaths in Palakkad district. The study will try to establish the nature of Panchayaths and at the same time, look into new trends for key issues. In her study, Sharma, R has more inclination towards dissatisfied and disappointment and in her own viewed of perceived disgusted she stated that the revenue generation was not undertaken with any interest in the Grama Panchayats (GPs). No strict measure initiated with the defaulters. When Palakkad district was examined to measure the success and failure of decentralised planning and implementation, despite the fact that the GP mobilized and expended big fund amounts, it was observed that they did not possess trained personnel to maintain accounts and sums. She explained the issues local governments experience in implementing; this paper evaluated those problems that arise concerning the implementation of the plan.

### **2.13 Studies related to E governance and Service delivery**

Electronic governance and service delivery in India: Sangita, S. N., & Dash. (2005), explicates the potentials of e-governance based on its effects on the service delivery in regard to its efficiency, accountability, participatory nature and equity. According to the above explanation, the electronic governance is cheap and it can deliver instant services. It has immense capacity to deliver efficient and effective, citizen friendly services to the common man. Getting rid of corruption, eradication of official harassment and other difficulties experienced in the process of receiving services from different departments etc. are some of the benefits that can be associated with e-governance. It also enables the people to exercise adequate influence in the governance process hence meeting their expectations. However, e-governance not immune to the problems either. Some of the challenges it experiences include inadequate skilled manpower, no proper attitudinal orientation of officials and other people and so on. Hence, the study suggests many methods of enhancing governance quality and, consequently, the efficiency of the service delivery of the Government. Studies related to the efficiency of service delivery

A Study by Satyanarayana Sangita examined about Karnataka and Andhra Pradesh LSGIs. In the case of decentralisation, the work explores the issue of quality of governance and the theory and practice revolving round service delivery in India. Following the conceptual and analytical frame work of this study, the issues concerning decentralisation are explained. Based on the study decentralisation improves the quality, speed, and volume of government institutions. But in some areas, it increases costs and reduced the efficiency and raised-inequality. Reddy,& Lakshmi, (2008), deals with the reform initiatives in service delivery implemented by the government of

Kerala: the Service Delivery Policy, and the key challenges of service delivery. To start with, bringing out a good, sound policy entails a good structure that can facilitate the delivery of services to the required standards. For the purpose of enhancing the service delivery some prerequisites are essential such as sufficient funds at the local level, benefits beyond the black box of local elites, and bargaining capacity. It is shown that the service delivery initiative is a lasting and probing process where positive outcomes of certain interventions are discernible only after some time. The advantages of the concept can be ascertained by the citizens on their own. We can never be in a better position than clients to determine whether the Service Delivery Policy has improved access, quality, cost and efficiency of public service delivery. The final part deals with the questions arising from Kerala's efforts in effectiveness enhancement of the delivery of services, as well as with the prospects of its simulation by other states.

Gopikuttan, (2009) identified some challenges during the decentralised planning implementation. He said that the major programmes under decentralised planning were committed to weaker section of local area that is only a minority. The major middle class has no substantial interest in any form of activities concerning the foregoing political art. The governing body members are overloaded with lot of activities and responsibilities. The major problem encountered by the state government is to determine the demand for the type and amount of professional expertise needed for local planning. Some of the other major issues experienced during the process of decentralisation are no coordination between the programmes launched and executed by the three tiers of PRIs, the line departments and centrally sponsored schemes etc.

## **2.14 Studies related to the Service Delivery of LSGs.**

Prasannakumar, B. (2004) the head lecturer in the Institute of Management conducted a report under the topic of 'Service Delivery Policy'. In this report he described service delivery, its definition as well as the different classifications of service delivery. The requirement of enhancing the service delivery policy was also justified based on such challenges. The guiding principle that underlines most of the services is people centeredness. The present Kerala government attempts to offer people in the state first-rate services. For the most part, the quality offered by the government throughout the nation depends on the behaviour of dispensers of these services.

A Survey of GramaPanchayats in Kerala by Prakash, B. A., et al. (2013), is designed with a view to analyze the flow of service delivery of Grama Panchayats in Kerala. Mandatory and Civil Activities of Transferred Institutions to Grama Panchayats, Implementation Pension and Welfare Schemes, Maintenance of Assets and Delivering Services of Transferred Institutions to Grama panchayats of the district and performance of MGNREGS are the aspects here under study. The Fundamental duty of every grama panchayath is that it has to deliver civic services with the quality of standard to the public. Thus, the most significant focus should be placed on the enhancement of the services' delivery. But, as highlighted in the study most of the grama panchayaths failed to offer good services to its people most of the time. Focusing on the objectives of the study some recommendations have been made on how the service delivery can be enhanced. The study revealed some of the factors that might have led to this worse performance of service delivery as mentioned below Staffing crisis- both administrative and technical staff There were no set out procedures on the formulation as well as the implementation of the projects There was no proper

mechanism for monitoring the implementation of the projects Lack of adequate physical infrastructure such as buildings , equipment and other facilities These and others led to certain recommendations for improving the effectiveness of service delivery. “Kerala Local Government Service Delivery Project”, “Centre for Socio-Economic & Environmental Studies (2013)”, aims to determine the level of satisfaction of the people and their feedback regarding the service delivery of GPs and municipalities in Kerala as well as the level It also evaluates the effectiveness in terms of people’s participation and awareness of the common population in the formulation of the plan. “The study has also looked at service delivery in a few selected sectors such as; roads and street lighting, water and sanitation, health, education and Anganwadi etc”. The overall satisfaction of the citizen on sevices from various GPs was also brought under analysis. Like any other survey, the survey can be categorized into two which includes; the household sample survey as well as the community survey. Health care institutions and schools administered and managed by the government as well as departments of anganwadis. Consequently, the research investigated the aspects to include the “quality of service or efficiency of service delivery”, “the involvement of LGs in sanitation”, “satisfaction on grievance redressed satisfaction with the service and recommendations of the citizens on the way they would like the service to be improved”. Based on this study, Municipalities have provided much higher satisfaction than GPs in the other civil services, not including the sanitation.

The Twentieth Anniversary Report of Expert Committee on Leveraging Panchayats for Efficient Delivery of Public Goods and Services (2013) is a report which reviewed the Poverty Alleviation and Livelihood Programmes through Panchayat Raj Institutions in the introductory chapter. The specific scanning of specific studies proposed by the

report has to do with a review of the policy and guidelines governing Centrally Sponsored Schemes for antipoverty programmes where specific recommendations have been made. Hence the goal of this proposed research study is to help enhance the capacity of delivery of services of the LSGIs, to establish what hampers efficient provision of services and to guide the process of increasing the efficiency of service delivery. It denotes how imitating programmes can be used to encourage the central government to decentralise three functions, ie. transfers of funds, functions and functionaries to Panchayaths. It provides an overall information related to infrastructure of rural areas and PRIs and education, skill and development programs of the country, health and family welfare and various schemes planned for the weaker sections and backward zones. Implementing Service Delivery of Local Self Governments in Kerala

### **2.15 Studies related to the Impact of Decentralisation and its powers**

Ghuman, , & Singh, (2013) , aims at finding out the impact of decentralization on the delivery of public services in Asia. The effects that decentralization has towards the delivery of public services are; the general policy, the time it takes for the implementation process, the decentralization model which can be diluted if it will cater for the dissatisfied segments of the stakeholders for the employees, and participative governance. Decentralisation which promoted local governments with full autonomy and devolution of resources with financial resources has led to enhancement on delivery of local services. In the process of carrying out the systematic review of the study the benefits of decentralisation include; The effect of decentralisations on access, quality, efficiency and effectiveness of services. The current paper established that there is negative effect of decentralization on public service delivery in the context of abbreviate models of decentralization.

.According to Jaffer(2014) decentralisation provides assistance to the governments by mobilising local people and resources for planning and development in the grass root level. The Kerala Sasthra Sahithya Parishath is a micro level experiment that helps to popularize the efforts of decentralisation. People's planning Campaign is another experiment that helps to mobilise people for the planning process.

Harilal, Heller, & Chawdhari (2004) made a study to analyse the impact of decentralised planning especially the people's campaign in Kerala. The study involved 72 panchayat from Kerala, finds that due to the introduction of the peoples plan campaign, Kerala experienced achievements in quality, efficiency and inclusiveness of development. People's participation in Kerala changes the development culture raising their own problems and suggesting solutions for them.

Harilal, K. N. (2005). "New Vistas of Local Self-Governance: A Study of Democratic Decentralization in Kerala suggests that efficiently managed from the grass root level could get better results. Since local governments are major players of service delivery within Kerala, implementation of the service delivery plans is likely to conform to the service delivery principles identified in the policy document. Effective citizen participation, transparency and lower risk of local decision-making being captured by elites are the conditions for getting better results of decentralisation.

Prakash, B. A. (2005) made a study on the impact of decentralised planning in Kerala, and analysed the situation before and after the implementation of the decentralised planning process. The study makes a conclusion that impact of decentralisation has both positive and negative results. According to him, the major positive results of decentralisation were local bodies got more powers and people get an opportunity about plan programmes. Gramasabha's provided actual places for beneficiary's selection,

speedy implementation of the projects and the local bodies have taken better initiatives are the other positive feed backs. The major negative results were flow of huge funds leads to misuse and wastage, low participation in gramasabha etc.

Chathukulam,(2013–2014) made an attempt to evaluate the status of decentralised governance in Kerala. It also updates the devolution status of panchayath raj institutions on the basis of their functions, functionaries and finances. In this report he attempted to interpret the role of the State Finance Commission, the State Election Commission and the District Planning Committees. Transparent and inclusive administration of good governance during the decentralisation process makes effective administration of panchayaths.

Decentralised Planning and Its Impact on Rural Development in Kerala State, Krishnan, (2014), conducted in Kerala. It is case study that explore of the benefits and challenges of the implementation of decentralization rural development and its impact on using plan fund or components like GPs, BPs, and DPs. The study find out that resource transfers to the Panchayath Raj institutions are mostly in the form of grants- in-aid. The Grama panchayat has very little financial autonomy and less initiative in plan projects or rural development. Therefore, decentralized planning is to overcome, the existing system of resource transfers could be transformed by additional resource mobilization. The paper aims to find out the decentralisation effects in rural areas and its findings suggest that the allocative-efficiency argument is well grounded in rural municipalities. In rural settings, decentralization might improve governance and welfare, but it can also be detrimental to other aspects.

## **2.16 Studies related to the Finance of Local Self Government.**

Muraleedharan, (2017). Made a study to know an enquiry on selected Panchayaths Functioning in Ernakulum District. The findings of the study show that the sample GPs enjoy expenditure autonomy which means the actual power to engage expenditure decisions without interference from other authorities but they act in line with the State Government when disbursement of funds is concerned. The selected Grama panchayaths have partial political economy. Regarding the administration independence there is partial administrative independence in the selected GPs. According to the weighted average of functional score functions, ranking of the GPs takes place. Specialization of the GP got highest rank is due to more functions and resource in production and service sectors

From the analysis of works done by various authors relating to the topic of local finance in Kerala like that of Oommen, (2015), the trends in the income and the expenditure of the local government have been determined. The overall research aims the critical analysis of the sources and application of the finances of Local Governments of Kerala and the further development of a suitable, long-term, and acceptable financial reporting framework. The findings of this study indicate that decentralization to the GPs and municipalities has advanced very far measured in terms of receipts and expenditures per General Practitioner (GP) and per municipality. The study also revealed that the period of analysis has seen a decrease in the contribution of own source resource revenue to total expenditure, there is poor improvement in various areas of tax, accountancy, monitor etc. The following are the few limitations related to the retrieval and analysis of financial data at the local government sector in Kerala. One of the shocks identified in the present study regarding the budget is the reducing OsR England

contribution. Fiscal Decentralization in Kerala, Oommen, M. A. (2015) is a chapter that describes fiscal decentralization in more details. This highlighted the history of local bodies and the fund flow Panchayaths i. e. the channels of finance to GPs. Reviews the awarding and utilization of different expenditure and tax revenues of Panchayath by the different GPs. Thus, the report throws light on Intergovernmental transfers and Panchayaths. Different aspects of the accountability mechanism as well as the problems and proposed solutions in the connection with it in Kerala are described in it. In this way, informing about the state of fiscal decentralisation in Kerala, the report hints at some measures to address the problems on the track of efficient realisations of fiscal decentralisation. “People-Friendly Panchayat: ISO 9001: 2008 Through TQM” Rajan,& Biju, (2015) Kerala Institute of Local Administration, describes various good governance initiatives by local self-governments in Kerala. The Total Quality Management is a practical management instrument for ensuring efficient office management and timely service delivery with adequate quality by LSGIs.

The New Panchayat Raj In Kerala Reflections On Its Institutionalization And Developmental Record Kannan, (2015) Occasional Paper, Research Unit On Local Self Governments Centre For Development Studies Thiruvananthapuram. Local Finance in Kerala: A Study of Five Grama Panchayats in Ernakulam District Working Paper No. Patrick, M. (2016) tries to review different sources of finance for Grams Panchayats in Kerala and analysis the effectiveness of such fund mobilization with the problems associated with revenue mobilization then they made suggestion to improve the effectiveness. The findings of the study emphasis the need for improving the potentiality of GPs for generating own revenue. The study finds that the GPs are performing better compared to their performance three decades earlier but they are still

not meeting expected standards. GPs are performing with certain tools and controlled by many procedures and formalities that hinder the delivery of efficient services to the people. If the GPs can collect more revenue and implement projects it is very beneficial to their local communities

### **2.17 Studies related to Water and Sanitation services of LSGs**

Domestic Water and Sanitation in Kerala A Situation Analysis”, Chakrapani, (2014) “which aims to analysis the issues related to WATSAN in the state and to understand the current status of drinking water supply and sanitation in the state of Kerala”. “The issues including the quantitative coverage of drinking water and sanitation in Kerala, the type of facilities available for sanitation and water supply in the state, quantitative analysis of spatio-temporal variations in water availability, the quality issues associated with drinking water, and urban and rural divides in providing drinking water supply and sanitation facilities”. By treating water supply and sanitation separately, “they argued that safe drinking water is provided to ensure community health and the major part of the environmental sanitation programmes are being implemented by the local self-government department”. For analysis, “quantitative information is very meagre and inconsistent, no scientific analytical tools are applied. Only qualitative discussions are resorted to”. “The personal and household hygiene of Kerala is better than elsewhere in the country, The study finds out the main causes of sanitation problems in Kerala are defective planning process, poor public sanitation awareness, increased usage of plastic etc.

Decentralization and the Delivery of Water and Sanitation Services in Kerala, India (2017) is a publication, that have the aim to clear the meaning of the vertical organisation of water and sanitation services in Indian context with the help of

qualification 'decentralised provision of water and sanitation services. At the state level in Kerala there are agencies for decentralised delivery of water and sanitation services and the prime partners include local government institutions along with the beneficiary groups. Kerala Water Authority is para-statal for water provision in all local governments in Kerala and most of the water supply services executed by local governments are done through KWA. Analyzing the physical structure or infrastructural facility, it can be summarized that rural governments are relatively much better than urban local governments and have good infrastructural facility for efficient delivery of water supply. In matters concerning sanitation services Suchitwa Mission is a nodal agency for extending support to the local bodies. Challenges of GPs in the management of waste and protection of the environment.

The study conducted by Padmanabhan, and Ajaykumar, (2017), exclusively focused on an examination of the involvement of GPs in the management of solid and liquid waste and environmental protection particularly in four chosen panchayaths in Kerala. The KPRA 1994 Act also aims at empowering and conferring the GPs in Kerala the duty of environmental protection specifically undertaken the responsibility of preservation of drinking water resources, collection of solid waste, regulation of disposal of liquid waste etc. Four general practitioners' cases reveal the fact that the garbage in the form of solids and liquids produced even in villages of Kerala are contributing to a gradual polluting process of the rural ecosystem. Accordingly, the study suggests the need to develop an integrated environment management plan that will address all the environment functions assigned to GPs under KPR Act 1994 and in the process make use of both plan fund and MGNREGP fund. It also indicated that resources map that has been developed needs to be revised and used when Developing

projects. As for all stakeholder's state holders state district, public, NGOs, SHGs, and students' group, all involved is in one union to strive for the vision of environmentally sustainable development for the state of Kerala.

Unstructured Post Construction Support under Structured Local Governance: To know the post construction gaps for a sustainable service delivery the paper evidences from rural drinking water service delivery Kurian, & Kurian,(2017) is an apt logical analysis. The research made in Mundathikode Grama Panchayath of Kerala State which is in the recommendation list of best local body performance and it depicted the failure of rural drinking water supply scheme in this area. The actual facts that the relatively well empowered communities are operating in the constraint for the past one decade with full cost recovery while the supply driven large utilities are grant funded for sustenance itself is an endorsement of the viability of the service delivery model. While elaborating the findings of the Thirteenth Five-Year Plan (2017-2022) Working Group on Drinking Water and Sewerage Report (2017) is a report which outlines the overview of the eleventh and twelfth five-year plans and the KRWSA- Kerala Rural Water Supply and Sanitation Agency. It also explains the problems and prospects of Jalanidhi a project of KRWSA. Finally, in relation to the findings of the report, the study discussed the challenges facing drinking water supply in Kerala and offered some recommendations in this regard.

Transfer of Functions to Local Governments in Kerala: This paper focused on Major Issues Prakash, B. A. (2017) concerning the classification of Local Governments, the roles given to LGs and problems arising from the transfer of the roles. It defines the new functions to the local bodies to implement through the data of the fifth State Finance Commission (SFC) and the new legislation depends on the new constitutional reforms. This production canopy of Panchayath Raj System comprising

the Grama Panchayaths and the Block Panchayaths as well as the District Panchayaths were implemented after KPRA act with certain functions.

The LGs were provided the mandatory and general functions, The Sectorial functions and the developmental functions. The BPs and DPs also carries out several new functions as well new functions satisfied by both BPs and DPs include; The report also delved into some of the challenges that this movement of these new functions presented. The decentralisation process has indeed been able to achieve the reservation of women with 50% seats of elected members. Some of the major issues connected with decentralisation include a misfit between the transfer of function, absence of administrative staff, absence of clarity in rules and functions etc..Another problem that had an impact on the development scheme of the local government is the scarcity of funds hence becoming a local financial burden.

### **2.18 Housing Schemes and services delivery of LSGs**

Gopikuttan, (2017) compares the various schemes of public housing in Kerala and agencies of state and central government. The manual defines lively hood Inclusion and Financial Empowerment (LIFE) is a state level housing development scheme is a programme which benefits the landless-homeless poor people. The paper also explains the new projects in the housing sector under the 13th plan period and regarding the funding of the projects. The last discussion revolves around the problems and obstacles observed in government during the practical realization of these projects – the processing stage.

Government of Kerala; Kerala State Planning Board (2017) Thirteenth Five-Year Plan (2017-2022) Working Group on Housing report – Social Services Division (2017) is evaluation report of various housing schemes in Kerala and it gives the indication of

the present plight of housing facilities in Kerala. The report examined different government housing schemes of Central as well as State governments and gave the details related to housing finance. “Kerala Local Government Service Delivery Project”: An Analysis Nandu, S. (2017) Kerala Local Government Service Delivery Project (KLGSDP), which commenced in the year 2010, is one of the experimental projects launched by the “Government of Kerala with the technical and financial support provided by the World Bank”. “The primary purpose of KLGSDP is to build up the local government system’s capacity to provide and perform services and administrative functions of governance to the people of Kerala in a sustainable manner”. This study can therefore be best described as an attempt at assessing the operation of KLGSDP. Specifically, the objectives of the study are to analyse the criteria of the performance grant determine the existing awareness level of officials on the implementation of KLGSDP. Local panchayat presidents and implementing Staff forms the target population and sample respondents of the study.

According to the study the efficiency of service delivery of Grama Panchayath and governance had improved through a fully discretionary performance grant and strengthened institutions. The KLGSDP which incentivizes GPs and Municipalities through a discretionary performance grant is a better option to enhance the State’s current decentralization process. Through financial decentralization and there by strengthening local governments KLGSDP has made a significant improvement in the service delivery mechanism.

### **2.19 Studies related to Challenges faced by the LSGs**

A research done by “Brettenny,&Sharpin, (2016)” applied “a data envelopment analysis approach , where the government is always encountering different public

protest over the several issues relating to service delivery particularly water and sanitation”. Regarding these problems, the government of South Africa developed a benchmarking system similar to the blue drop and green drop in the case of water and sanitation services. The measure applied to determine the efficiency of the basic service delivery is the Data Envelopment Analysis in this study. The finding of the study assists in recognizing the effectiveness of the basic services delivery and enables the government to instigate a change in the delivery system of services and comprehend the constraints.

Blessed with impeccable academic excellence and research skills, Mathew, (2017) defending decentralisation in Kerala probing the autonomy of Keralas urban local bodies October 2017 d Dhanraj centre for public policy research, deals with the issue of decentralisation process in Kerala. Thus, political pressure from the down from the people of India particularly at grass root level has helped in improved devolution of local self-governance in Kerala. Rising trend in the level of urbanization in Kerala necessitates general enhancement in urban infrastructural developments. The fact that the state is experiencing a very high rate of urbanization draws attention to the need for strong Local Self Government institutions in the state especially in the urban zones. However, the municipalities and corporations in Kerala, are operating under a very conservative environment that limits their operations in terms of an independent organisation.

Mohammed, & Pushpagandhan (2013) discovers that there are many challenges and factors that retard the programme implementation. To this effect, the study makes an attempt at it. The main issue, concerning the accomplishment of goals by managing the resources in a proper and effective way, are: absence of own fund and problems in

mobilisation, ineffective utilisation of fund, absence of trained human resource etc. Grama Panchayaths, to certain extent, may be said to be performing well but not quite up to the expected or desirable level. The adequate measures even of decentralised planning have not produced the desired aims. There should be more efforts to design projects with more than one source of finance and as for the increased efficiency of implementation there should be development of methods of continuous monitoring and performance auditing.

“End Line Study of the Kerala Local Government Service Delivery Project (2017)”, has two level studies a base line study in 2013 and an endline study. The study based on a “household survey, a community survey and an assessment of sample projects funded by KLGSDP”. “The main aspects covered in this end line study are access to and quality of services and level of satisfaction of citizens with the efficiency, affordability and sustainability of project services”. “The civic services covered are street lighting, roads, water and sanitation”. “The services of transferred institutions, government health care institutions, anganawadis, government schools, and offices of the local governments were also assessed. Since the base line study there is an improvement in the access of roads and street lighting in GPs and Municipalities”. “The study reveals that there is a significant decline in citizens’ satisfaction in GPs about these services while there was no change from the baseline level in the case of Municipalities”. “The citizens are least satisfied with sanitation services”. “The study also finds that the improvement in access to civic services is relatively lower in Vulnerable GPs and Backward Municipalities compared to other categories of GPs and Municipalities.”

“People Centric Service Delivery in Local Self Government Institutions”, Administrative Reforms Commission (2021), is a report that including certain measures for improving the efficiency, effectiveness and responsiveness of Local Government Institutions for a welfare state. Various institutions at the grass root level like Krishi Bhavan, Matsya Bhavan, Primary Health centres, Taluk Hospitals, Anganawadis and Local Government Institutions like Grama Panchayaths, Municipalities and Municipal Corporations covered under the study. Focus of the report is to look services of LSGIs both civic and administrative, provision of health care, livelihood activities and social services. The study tries to realise the major barriers that causes effective delivery of services and suggest certain measures for solving these issues.

“The local government’s efficiency in the EU countries: evaluation by using the data envelopment analysis”, “Halaskova, R., Halaskova, M., et al. (2021)”, by using data envelopment analysis the study aims to find out the efficiency of local government of European Union countries. The main objective is to calculate the efficiency of allocated expenditure of local government of these countries on the basis of efficiency of governance and also corruption in g. the. the findings of the study is that majority countries has achieved a growth in total productivity and it is impact of growth of technical efficiency.

## **2.2 Research Gap.**

By reviewing various kinds of literature related to the study area, it is understood that the studies mainly focus on the topics on decentralisation and transfer of powers, decentralised planning, level of women participation in decentralised planning process and various schemes implemented by the local Self-Government institutions. The decentralised planning and local-level development are the grass root pillars of the

LSGD. The local developments are only routed through the different efficient services by the LSGD. Studies have not attempted to examine the role of local Self-Governments to the delivery of basic services (providing drinking water, sanitation, and housing facilities) in Kerala for local development and enrichment of the welfare of the community. There are number of services delivered through the Local Self Government Institutions but attempts have not been seen made to examine the quality of the services provided and its efficiency. This is the context in which the present study emphases on the various utility services provided by the LSGD and its efficiency in the Kerala context.

### **2.3 Conclusion.**

All these studies are confined mainly to the decentralisation and transfer of powers, transferred institutions and their performances, decentralised planning, etc., and not a single study has so far tried to explore the role of the Local Self-Governments in providing the basic amenities such as drinking water, sanitation and housing facilities in Kerala. Even though many services are being implemented and delivered through Local Self Government Institutions no attempts have been made to study the quality of the services being delivered and other efficiency and related issues. This is the context this study focuses on the delivery of basic services and its efficiency. The majority of the studies discussed above were carried out during the early phase of decentralised planning initiation in the state of Kerala. This study seeks to fill this gap by embracing a period of four years from the year 2017 to 2022. In the following, the performance appraisal of LSGIs and its surveys carried out during 2017-18 to 2022-2023 are presented with reference to twelve panchayats from Thrissur district.

## **Part- B Theoretical Background of the Study**

### **2.4 Introduction.**

Theories and various models related to local self-government, a base upon which the particular study can proceed and give an idea about the thoughts of traditional and modern economists. These developmental theories related to local self-government provide valid information about the past as well as present circumstances upon which the theory is built. These theories can make a strong foundation to the present study.

The panchayath raj institutions play a crucial role in rural infrastructural development and improving the living standard of the people in the rural areas by providing various assistance to the local people.

### **2.5 Tie bout Model of Political Theory.**

Tie bout hypothesis or the Tie bout model is a positive political theory developed by Charles Tie bout in the article “A Pure Theory of Local Expenditures” (1956). This theory concentrates a non-political solution of the free rider problem in local governance. The Free Rider problem is related to a market failure concept when people are enjoying benefits from goods and services that do not pay for it. If there are more free riders the goods and services may be overprovided. Thus, it would create a free rider problem. It is commonly seen as goods with no-excludable benefits i.e, public goods.

According to the Tie bout model, if the municipalities offered several government services to the people at various tax rates, different people with different personal valuations of these services and taxes would move from one local community to another for maximising their utility. That is an optimal allocation of households in local

communities can be achieved through the perfect mobility of households. In Tiebout's model, the perfect mobility of households will lead to an optimal allocation of households among local communities. The various factors that determine the optimum level of decentralisation are Tax-benefit linkage, the extent of positive externalities and economy of scale.

## **2.6 The Pareto Efficiency Theory of Utility Services.**

The Wilfredo Pareto efficiency also referred to as Pareto optimality is describes a situation where no further improvements to society's well-being can be made by reallocating the resources and it makes at least one person better off without making someone else worse off. Efficiency in consumption, efficiency in production and efficiency in both consumption and production are the three conditions necessary for the attainment of Pareto optimality. If all members of a society consume a public good are paying a price equal to the marginal benefit, they attain from the consumption of the quantity provided, and if the sum of these marginal payments is balanced against marginal cost, then no individual can be made better off, such as by paying less and retaining more surplus benefits, without making another individual worse off. If one individual paid less, either someone else would have to pay more to make up the deficit at the margin, or the quantity provided would decline below the Pareto-efficient level and the collective benefit of the lose unit would exceed the marginal cost.

## **2.7 Allocative Efficiency Theory and distribution of Utility services at Grass-Root Level.**

Allocative Efficiency or social efficiency means that scarce resources can be used in a way that it meets the needs of a people in a Pareto optimal way, and is not to be used to meet the needs as best as possible. Allocative efficiency is a condition of market

equilibrium where both the producers and consumers receive equal benefits. If a firm sells goods of allocative efficiency, it means that the marginal cost of production for each unit sold will equal the marginal benefit to the consumer who consumes the good. When the marginal utility of goods and services is same for the buyer and the seller there will be allocative efficiency. Allocative efficiency is also called social efficiency. Social efficiency means that scarce resources are used to meet the needs of people in a Pareto optimal way. Allocation of resources will be on the basis of the wants and tastes of the people. The presence of an efficient economy and accurate data about customer demand are requirements for allocative efficiency. It is achieved when one group does not benefit at the expense of another during the process of resource usage to produce goods.

## **2.8 Bounded Rationality Model for Social and Economic Development.**

Herbert Alexander Simon was the first to use the term bounded rationality and it is used in different fields of economics, computer science, psychology, etc. Bounded rationality describes the way that human decision is influenced by our thinking capacity, time, and the information that is available to them and it departs from perfect economic rationality. So, the model can study the relationship between rationality and decision making. Bounded rationality impacts the decision making of an organisation, by as a social system tries to maintain the balance between the behaviour and the structure of values of the people, but that is bounded to the rationality of the decision maker. Bounded rationality occurs when companies lack accurate information of the result of their action. This implies that firms can make decisions but it is not completely optimal because they have to adjust to the conditions in which they operate

## 2.9 Cost-Benefit Analysis of Public Utility Services.

**Cost-benefit analysis (CBA)**, sometimes also called **benefit–cost analysis**, is a systematic approach to estimating the strengths and weaknesses of alternatives. It is used to determine options which provide the best approach to achieving benefits while preserving savings in, for example, transactions, activities, and functional business requirements. A CBA may be used to compare completed or potential courses of action, and to estimate or evaluate the value against the cost of a decision, project, or policy. It is commonly used to evaluate business or policy decisions (particularly public policy), commercial transactions, and project investments. For example, the U.S. Securities and Exchange Commission must conduct cost-benefit analyses before instituting regulations or deregulations.

CBA has two main applications:

1. To determine if an investment (or decision) is sound, ascertaining if – and by how much – its benefits outweigh its costs.
2. To provide a basis for comparing investments (or decisions), comparing the total expected cost of each option with its total expected benefits.

CBA is related to cost-effectiveness analysis. Benefits and costs in CBA are expressed in monetary terms and are adjusted for the time value of money; all flows of benefits and costs over time are expressed on a common basis in terms of their net present value, regardless of whether they are incurred at different times. Other related techniques include cost–utility analysis, risk–benefit analysis, economic impact analysis, fiscal impact analysis, and social return on investment (SROI) analysis. Cost–benefit analysis is often used by organizations to appraise the desirability of a given policy. It is an

analysis of the expected balance of benefits and costs, including an account of any alternatives and the *status quo*. CBA helps predict whether the benefits of a policy outweigh its costs (and by how much), relative to other alternatives. This allows the ranking of alternative policies in terms of a cost–benefit ratio. Generally, accurate cost-benefit analysis identifies choices which increase welfare from a utilitarian perspective. Assuming an accurate CBA, changing the *status quo* by implementing the alternative with the lowest cost-benefit ratio can improve Pareto efficiency. Although CBA can offer an informed estimate of the best alternative, a perfect appraisal of all present and future costs and benefits is difficult; perfection, in economic efficiency and social welfare, is not guaranteed. The value of a cost-benefit analysis depends on the accuracy of the individual cost and benefit estimates. Comparative studies indicate that such estimates are often flawed, preventing improvements in Pareto and Kaldor–Hicks efficiency. Interest groups may attempt to include (or exclude) significant costs in an analysis to influence its outcome. In the present study the researcher tries to attempt, to calculate the benefit received by the individuals in the local body for the various utility schemes implemented by the Local self-government such as drinking water schemes, health schemes, etc.

## **2.10 Effort-Reward Imbalance (ERI)**

The Effort Reward Imbalance Model was introduced by Synergist et al in 1986. ERI model explains the imbalance between efforts and rewards leads to strain reactions. ERI model related to medical sociology and his model contains three important assumptions. The first one is high efforts with low rewards increase the risk it is called the extrinsic ERI hypothesis and the second one is a high level of over commitment increases the risk and it is called intrinsic over commitment the third one is than an

extrinsic ERI and a high level of over commitment have more risk. ERI emphasizes both the effort and the reward structure of work. Effort represents job demand and obligations that are imposed on employees. A reward distributed by the employer and it consists of money, Job opportunities and self-esteem. ERI model specify that working hard without receiving appreciation causes stressful imbalances.

### **2.11 General Systems Theory.**

The general system theory is associated with the name of Australian biologist Bertalanffy in 1928. A system composed of interrelated parts and elements. These elements are interconnected. The basic idea behind the systems theory is 'the whole is greater than the sum of its parts. The system can be considered in two ways open and closed system. The open system can be considered as a transformation model, it receives various inputs and transforms it to as outputs. According to this theory the LSG functions in the open transformation model. Under this transformation process various utility services are rendered as inputs and it transformed as output as infrastructural facilities.

### **2.12 Public Choice Theory and Utility Service.**

The term public choice is introduced by Dennis Muller and the Public choice theory is the application of economics to the study of public administration. He defined public choice as "the economic study of non-market decision making or simply the application of economics to political science. It challenges the Public Interest theory of democratic government which holds that decision making in government is motivated by selfish benevolence by elected representatives or government employees. That is according to public interest theory, public servants are motivated by a desire to maximise society's welfare. The public bureaus will compete with private suppliers under public choice

theory and there will be a competition to improve the quality of public services and its supply to the service seekers. This will improve the decentralisation process.

### **2.13 Peacock-Wiseman Theorem**

The Peacock-Wiseman Theory states that public expenditure does not allow a smooth or continuous trend. But an increase in public expenditure takes place in jerks or steps, due to some social and other disturbances in an economy. To reduce the jerk, increased expenditure is needed as the existing public revenue cannot solve the disturbance. The public authorities want to take many initiatives to increase the public revenue and adopt the methods for pumping public expenditure in a stagnant way without any jerks. The Peacock-Wiseman Theory is closely related to the public bodies decision-making in respect of their fund allocation to various schemes.

### **2.14 Conclusion.**

The various theories related to the distribution of utility services and their impact on the modern rural economy is mentioned and the Tie-bout model and Cost Benefit analysis explain the clarity between the cost and benefits derived from two sides the cost is incurred by the local bodies and benefit is received by the common people without paying anything. The second dimension of the Cost and Benefit theory is applied in the analysis part of the thesis to examine the efficiency of public projects.

## **Chapter- III**

### **Area Profile and Research Methodology of the study**

#### **PART A-Area Profile of the study**

##### **3.1. Introduction.**

The study analyses the service delivery of Local Self Governments in Thrissur district of Kerala. The efficiency evaluation is based on the services provided by the Gram Panchayats in housing, drinking water, and sanitation. As per the 73<sup>rd</sup> and 74<sup>th</sup> Amendments of the Constitution, Local Self Government has the power to rule to the lowest level of the political order. After decentralization, the process of administration is from the grass root level of society.

##### **3.2. Kerala Overview.**

Kerala, the God's Own Country is a small state in the southern end of India that was formed on 1<sup>st</sup> November 1956, under the declaration of the State Reorganisation Act. Kerala combines the Malayalam-speaking regions of Cochin, Malabar, South Canara and Travancore and the official language is Malayalam. The Kerala economy ranked 8<sup>th</sup> position in India with ₹ 8.5 trillion in GSDP. The state is divided into 14 districts and Thiruvananthapuram is the capital city of the state. Regarding to the geographical features Kerala is spread over a land of 38,863 km<sup>2</sup> the boundaries of Kerala are Karnataka, Lakshadweep Sea, and Tamilnadu. The state has 590 km of coast with numerous beautiful beaches and coconut trees. On the basis of the physical features, the land of Kerala is divided into Highlands including hills and valleys, lowland the coastal regions, and midland the plains. Kerala is well known for its incredible literacy rate and for general excellence in the public towards its civic duties. With reference to the business and economy, the service industry is dominated in Kerala. In terms of GDP

and productivity Kerala is ahead of the states in India. The Kerala Model Development is renowned for a set of practices to achieve better productivity, increased life expectancy, low infant mortality rates, and improved healthcare facilities and power population growth. The Human Development Index in Kerala is high with a high-quality health care system.

According to the last census Kerala's population was 3.34 crores with 16,943,890 (48%) males and 17,378,649 (52%) females and it forms 2.76% of India. The sex ratio of females was 1058 per 1000 males in Kerala. Kerala's rural population is around 52.30% of the total population and the urban population is 47.7%. As per the last census, the literacy rate in Kerala is 94% is the highest rate in India. Concerning social development indices such as elimination of poverty, primary education and healthcare Kerala ranks highest in India.

### **3.3. Overview of Thrissur District.**

Thrissur district is located in the middle part of Kerala and is known as the cultural capital of Kerala. It covers the area of 3032 sq km of Kerala and its land profile is divided into three natural divisions the highlands, the midlands, and the low lands the coastal area. As per the census 2011, the total population of the district is 3,110,327, 9.32% of the Kerala population with a rural population of 1,020,537 and an Urban 2,089,790. The population density of the district is 1,026 inhabitants per square kilometre and has a sex ratio of 1109 females for every 1000 males. The average literacy ratio of the district is 95.32% with 93.99% rural literacy and 95.97% urban literacy.



Table 3.1

## Details of Local Self-Government in Kerala

Institutions	Kerala	Thrissur
District Panchayats	14	1
Block Panchayats	152	16
Grama Panchayats	941	86
Corporation	6	1
Municipalities	87	7
Total	1200	111

Source: Kerala Economic Review

Thrissur district consists of 86 Grama Panchayaths, 16 Block Panchayats, 1 District Panchayat, 1 Corporation and 7 Municipalities. The twelve panchayats were selected as sample Grama Panchayath for the present study from four Block Panchayats. By adopting a proportionate sample method four Block Panchayats were selected. The selected Block Panchayats are, Chalakudy, Chowanoor, Pazhaynoor, and Ollurkkara. The corresponding Grama Panchayats are, Pazhayoor and Kondazhy, Pariyarm Nadathara, Athirappilly, Puthoor and Choondal, Kadangode and Chowanoor, and Chelakkara and Kondazhi and vararandarappilly. From each GPs twenty-five beneficiaries of Housing, Drinking Water, and Sanitation were selected, for the qualitative analysis of the study. Thus, there are 300 sample respondents and the literacy rate more than 80% in all Grama Panchayaths.

## **Part-B - Research Methodology**

### **3.2.1. Introduction.**

The present study is an analysis of service delivery by the Local Self Institutions to its citizens. The efficiency of services can be evaluated from the various utility services provided by the Local Self Government Institutions to its people. The study

concentrates on the basic utility services provided by Local Self Government Institutions such as Housing, Drinking Water, and Sanitation.

### **3.2.2. Research questions.**

1. What are the various utility services provided by the local –Self Governments in Kerala?
2. What is the actual trend of Expenditure incurred for the various Utility Services by the Local-Self Governments in Kerala?
3. What are the various indicators used to examine the efficiency of the utility services rendered by the LSGDs?
4. What are the various constraints faced by the LSGDs while providing Utility Services?

### **3..2.3 Population.**

Population is the entire group of individuals that we are intended to study. The present study is based on the utility services provided by the LSGIs in Thrissur district. In this study, the targeted population is the Local Self Government Institutions in Thrissur Districts. It consists of 86 Grama Panchayats, 16 Block Panchayats, 7 Municipalities, One District Panchayat, and, One Corporation.

### **3.2.4. Sampling Procedure.**

A sample is a significant part of the population but not the entire population. In the present study out of 111 Local Self Government Institutions in the Thrissur district, four Block Panchayats were selected by adopting a proportionate sampling method. From these Block Panchayats, three Grama Panchayats were selected randomly. To understand the beneficiary satisfaction and attitude of the beneficiaries 25 samples were selected from these twelve Grama Panchayaths. The total sample size is 300

households. By using a well-structured interview schedule information collected for the specific purpose of the study.

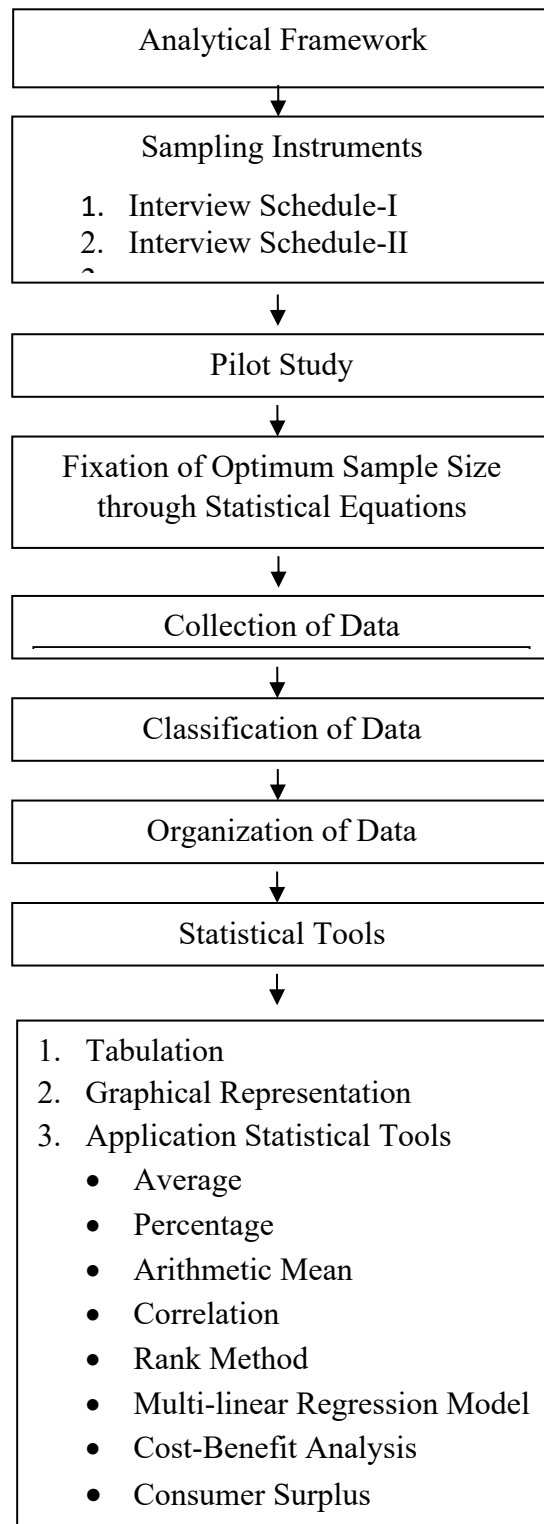
### **3.2.5. Pilot Study and Pre-Testing of Tools**

A pilot study is a small-scale replica of the main study. It is the rehearsal of the main study covering the preparation of a broad plan, collecting data with constructed tools and processing it. Here the researcher, before going to actual data collection a pilot study was conducted pilot study among a group of twenty-five sample respondents in Choondal Grama panchayath Thrissur District. The researcher conducted the pilot study on the month of August 2023.

### **3.2.6. Data Collection and Processing of Data-Sampling Framework**

After finalizing the questionnaire, the next step was to conduct actual data collection. As explained in the sample design, twenty-five sample beneficiaries were taken from each Grama Panchayath. The beneficiary was randomly selected from the beneficiary list obtained from the Grama Panchayath during the financial year 2019-20, 2020-21, and 2021-2022. Actual data collection was conducted from September 2023 to October 2023. Then the researcher moved to the data processing stage, data processing is an intermediate between data collection and data analysis. Collected data was coded and analysed with the help of statistical packages.

### 3.2.7. Analytical Framework



**Source:** Prepared by the investigator.

### **3.2.8. Tools and Techniques**

The present study has one descriptive objective and three core objectives which reveal the goals and aim of the study. The first objective was, to evaluate the trend and pattern of the Utility services provided by the Local Self Governments in Kerala. It is an objective assessed through a descriptive nature, to assess the trend and pattern of the various utility services offered by the LSGD the focus areas are identified as variables the main focus areas are the nature and importance of LSGD institutions, the role of the governmental programmes to promote community welfare also assessed in descriptive nature. The Second objective of the study was to analyse the efficiency of the various Housing Schemes delivered by the local Self-Governments in Thrissur District. Housing was the main component scheme of the LSGD to understand the efficiency of the various housing schemes the researcher tries to develop the logical approach under the demand of the people for the housing schemes, fund allocation by LSGD through various sources, fund expended by the LSGD to allocate for various housing scheme. Procedure and instalment wise fund allocation and completion status was prime criteria for considering the efficiency of the various housing schemes implemented by the LSGD. The main tools used to assess the fund allocation and fund expended was correlation and multi linear regress model is used to assess the fund allocation and expenditure. The third objective of the study to identify the impact of the drinking water facilities and Sanitation services provided by the Local- Self Governments in Thrissur District. To assess the impact of the various drinking schemes offered by the LSGD institutions to ensure clear and safe drinking water in sufficient manner. The main water distribution sources, number of beneficiaries used the schemes, payment status and satisfaction of the consumers are also assessed. To understand the efficiency and impact of the drinking water schemes water samples collected by the researcher and conduct a

water contamination test, test score test identified with a statistical approach and results are evaluated. The economic concept of consumer surplus is also calculated to ensure efficiency. The final objective was to examine the various challenges faced by the local self-government while delivering utility Services. The indicators used to assess that influence political factors are identified and correlated with other variables. The present study mainly used tools like Averages, Percentages, Arithmetic Mean, Correlation, Rank Method, Multi-linear Regression Model, Cost-Benefit Analysis, and Consumer Surplus.

### **3.2.9 Conclusion**

In this chapter, the researcher brings an overview of Kerala and the selected District-Thrissur District. All the socioeconomic factors such as education, literacy, population, and sex ratio were figured. The research methodology adopted by the researcher is also discussed in detail.

## **Chapter - IV**

### **Local Self-Government and Utility Services in Kerala - An Overview**

#### **4.1. Introduction.**

The two articles, that is, the 73rd and the 74th of the Indian Constitution, laid the foundation for the development of the local Self-Government Institutions. Decentralized planning has helped make the local governments strong and also enhanced the capability of delivering the needs of the community at a local level. After twenty-five years of decentralization experiments, the government altered the goal, role, and structure of Kerala's LSGs. It enhances the accountability of LSGIs and opens the way to the enhanced delivery of services to the public. In view of enhancing the legal base of decentralized governance, the Sen Committee and the Committee on decentralisation of powers suggest some changes in the KPRA and the KMA. In rural areas, it is three-tier structure of District Panchayaths, Block Panchayaths, and Grama Panchayaths has been put in place. Municipal Corporations are established in the cities and Municipalities in the towns, and they are located in the urban areas. The decentralisation process can also be evidenced by the transfer of several institutions to Local Self Government Institutions, and the obligation for the publication of the Citizen Charter ahead of Panchayath Raj Institutions.

#### **4.2. Transfer of Functions to Local Self Governments.**

Before the two legal frameworks, that is, the KPRA 1994 and KMA 1994, the functions of the Grama Panchayats and Municipalities were limited to simple civil works such as providing public toilets, putting up roads, and putting up source of light among others. After the enactment of these two Acts, the Panchayat Raj System came to be known as

a three-tier system with different functions for each tier. There are two categories of functions: consisting of 27 compulsory activities: sectoral and general. (Appendix 1). Besides these duties, in recent years, Grama Panchauaths have been entrusted with the responsibilities of several institutions such as lower primary schools under the government, health centers, Anganwadi, Krishi Bhavan, etc. The Seventy-Third and Seventy-Fourth Constitutional Amendments of India empowered it to formulate social justice and municipal development plans. There are other responsibilities of Grama Panchayaths such as tax collection for mobilizing revenue. The recommendations for a significant portion of cash to be used for development projects have come from the various State Finance Commissions.

#### **4.3. Five-year Plans and Local Self-Governments in Kerala.**

The structural reforms for the higher efficiency of local government were begun with the ninth five-year plan. The process of decentralization was started in the ninth five-year plan and the enactment of the Kerala Municipality Act and Kerala Panchayat Raj Act of 1994 can be regarded as the historic foundation. In this paper an effort has been made to ensure that it can be stated almost as proved that qualitative change has been introduced in the governance structure by decentralized governance structure practiced through the People's Plan Campaign in Kerala. The decentralization approach results into a new format which is reflected as the Kerala Development Plan (KDP) during the Tenth Five Year Plan. To boost and improve the delivery of good and efficient services to the people, Modernization in Government was established. With the financial support of the Asian Development Bank, it includes asset management, budgets and accounting, administrative reform and improvements of public service delivery. While the 11th planning period for proper implementation of decentralisation measures came

into being, the People's Plan Programme stepped into the second phase. In the Twelfth Five Year Plan, total quality management is suggested for the purpose of enhancing the quality of service and good governance. The State Planning Board takes some steps to assertively support good governance and the service delivery system. A few changes were made in the planning process during the period of 13th plan that enabled the LSGIs to prepare the plans on time, to utilize the finances efficiently, to have an integration of plan and budget and to develop and implement imaginative projects. To guarantee the quality of services delivered by the Panchayats to the people, the Government has made it mandatory for each and every one of them to acquire an ISO Standards membership during the planning of the Panchayats. The accelerated urbanization issues were the main concerns of the Fourteenth Five-Year Plans, which defined the LGs as the strategic economic nodes of the region. As a result, services quality and the status of LSGIs are improved as well.

#### **4.4. Local Self Government Institutions Revenue.**

Besides the Own Resources, which has already been discussed, State Members, LSGIs, can also obtain Loans, Grants in aid not exceeding Own funds and other Revenues. Own funds also embrace the government and non-government as well as the tax and non-tax funds. Current sources of revenue of the LSGIs include property tax, professional tax, entertainment tax, and advertisement tax. Other non-tax revenues include market fees, license fees, registration fees, permit fees, interest revenues, fines and penalties, receipts from transferring institutions etc. Such aid grants are extended by the federal or the state governments. Also, there are transfers which include Development, Maintenance and General Purpose from the State Government.

#### **4.5. Funds of Local Self-Governments in Kerala.**

An important feature as regards decentralization in Kerala has been the formula based rational distribution of the funds. It ensured that the money would go round the state especially the backward areas which lacked the infrastructure to benefit from the money. The grants for three sources were disbursed to the Local Government Institutions, in consonance with the proposal made by the State Finance Commission. General establishment expenses as well as traditional functions are funded from the General-Purpose Fund. Development money is spent on development, and the maintenance fund is spent to maintain the local government property. The state provided 26% of the State Plan Outlay as development fund and 3% of own tax revenue as general-purpose fund to the LGs in 2021-2022; additionally, 6% of own tax revenue was provided as maintenance fund to the same. The purpose of the money transfer is to give enough of it to each region of the state to feature “local area development and enhance the lives of people.” A new intention was made by the Fifteenth Central Finance Commission on the grants issued to the Local Self Governments “under two streams, Basic Grants, and Tied Grants. The proportions of these grants are Basic Grant-50% and the Tied Grant -50%.LSGIs, particularly Grama Panchayaths and Municipalities, have been granted powers to generate their own revenue.

#### **4.6. Government Programs to Enhance Service Provision.**

Therefore, many steps were taken by the government of India to enhance the service delivery mechanisms of LSGIs from the year 1996 when decentralization was begun. The state administration is always engaged in enhancing the provision of services by integrating different programs. The Minimum Needs Programme (MNP) was initiated in the first five-year plan with the notion of raising the standard of living of people with

a view to ensuring at least conditions of life. Modernizing Government Programme (MGP) is a social program of the Kerala government departments, whereby various departments aim at reinventing themselves with service delivery reforms, management of assets and finances, and new patterns of administration. It may not be a move that appears major from a bird's eye view, but the Kerala government has made a leap toward change in service delivery in the long run. ADB offered financing for five reform domains in order that MGP might implement them. The five Formative objectives of MGP are as follows: enhance the accessibility of attendant ministrations services to the poor, enhance growth, achieve fiscally sound development at the state and local government levels, enhance the effectiveness and efficiency of government operations and deliver LSGs that are both available and responsive. Many improvements were achieved in the service delivery due to changes with this 2003 service delivery policy by the State government. The Service Delivery Project was developed in 2005 and it was a component of the broader Modernizing Government Program. This project helped to set out service standards and performance measures for the services as well as the stipulated times that the services would take.

#### **4.7. Information Kerala Mission.**

Coming to the Information Kerala Mission, the State Government has remained the major factor that has urged the creation of the same. The main focus is therefore on contributing to the improvement of local self-government employing ICT. This program's primary software includes the following, so far, seventeen significant software solutions have been created; these pieces of software were gradually integrated into local organizations. ” It is one of the biggest computerization and networking ventures that the local self-government of our nation has ever embarked upon. Among the advantages would be the provision of services more quickly and in a manner which

is viewed as 'friendly to citizens. 'The primary workers on the diagonal of the web applications include Samagra In a way that aims at enhancing service delivery, this is a smartphone application. More than twenty five services listed in this program include information on construction licenses, welfare pensioners, property tax and record, marriage certificates, Births, and Deaths among others It encompasses information about specific instructions by the government, welfare pensions, e-payments, building taxes, the latest on all applications to LSGIs Sulekha is a programme is designed for the monitoring of LSGIs' decentralised plan systems Sevana is used by LSGIs as a single model to facilitate the delivery of social security's services. It involves information on seniors which is utilised in the disbursement of social welfare benefits on planned periods. Sanchaya This is a e-governance program can be integrated with the revenue and licensing system and it is used to make electronic payment for other online services. Soochika is used for the record of case statuses, any complaints from citizens and any new information on provision of services. Many other offline options are also possible to facilitate service delivery to people. Sanketham is software for building permits, whereas Saankhya is an accrual-based business accounting, double entry program. Seaman is a software for public works which includes all the stages of the work.

Sugama and Sulekha are now integrated with each other in terms of the formulation of a particular project, approval of that project, and the payment of bills through the Sankhya software. Some of the e-governance programmes that are implemented by LSGIs are Sakarma for attending meetings and Sthapana for a master roll of staff and Sachitra for the maintenance of asset database.

In the 2019-20 Kerala Budget, a new program named Nava Kerala Mission has been implemented to elevate the living standard of its citizens. LIFE Mission, another

housing scheme, provides financial support and makes inhabitants of the state's homeless/landless population economically productive. The objective of the plan is to build a shelter for four thousand homeless persons in the state over the period of five years. In the aspect of sanitation, the Haritha Keralam Mission will fund the enhancement of wastes management programs, purification programs of drinking water sources and programs related to organic farming. The government of Kerala adopted the Integrated Local Self-Government Management System in the year 2021. This enterprise resource planning software ensured that the panchayat office deliver proper services to the people directly.

As a result, starting in February 2022, the government intends to efficiently and quickly combine all common services. A single department was created by combining five LSG-affiliated departments with relevant directorates. Files will be able to move quickly as a result, handling requests quickly. The ministerial departments that operate autonomously at the moment are Block Panchayath, Grama Panchayath, engineering, and urban affairs. The District Panchayaths are under the secretariat division. In order to efficiently construct more services that are more personable, five of these departments have been combined into one. The Integrated Local Governance System (ILGMS), an automated software created by the IKM in 2020, has been implemented in 150 GPs to guarantee accuracy, punctuality, transparency, accountability, and technical supervision for the provision of public services for which there is absolutely no manipulative interference. The characteristics of this new software emphasize how quickly an organization's services must all be accessible online.

#### **4.8. The Local Self Government's Services in Kerala.**

The KPR Act of 1994 and the KMA 1994 enshrine the legal framework within which the LSGs' powers to discharge their authority and functions are to be devolved. Prior to the Act's enactment, the Grama Panchayats were responsible for three different sorts of tasks: They also continued the debate on the nature of local, compulsory, and basic supply. Typical obligatory functions include the issuance of various certifications, registration of birth and death, issuance of building construction permits amongst others. Paid or recognised civil obligations are the physical cleaning and sanitation of markets, prevention of epidemic transmission of diseases, construction and management of public toilets and sanitation, and the removal and disposal of solid waste, garbage. Finally, it has to provide infrastructural services such as constructing and maintaining roads, River, irrigation systems, ponds electricity and drinking water supplies. After the implementation of these two Acts, LSGIs were called upon to perform new tasks concerning the implementation of the plans, social welfare, and maintenance of some assets of institutions.

#### **4.9 Drinking water and sanitation initiatives taken by the Local Self Governments in Kerala.**

Water and sanitation services were first undertaken and initiated at local level with the help of State department of Local Self Government. This has given a notion that there are link between water, sanitation, health and welfare. When people are dirty, are living in their own filth and are surrounded by garbage, you cannot begin to speak of development. Drinking water and sanitation have thus become part of the LOLF because of this decentralization act By this decentralization act the following subjects are among those that the LGs will be holding accountability; The LSGIs include

operation and maintenance of water supply system in relation to the provisions made under the 73rd and 74th Amendment relating to concentration of governance and administrative reforms. According to the last available data, this ranges from 30 % to 40 % of the resources allocated to the state plan. Therefore, micro and mini projects in the drinking water sector cannot be fully implemented without LSGIs. To facilitate a disease-free environment and promote better drinking water standards the LSGIs introduced many drinking water and sanitation programs in the ninth, tenth, eleventh, and the twelfth planning commission. As for the enhancement of the performance of PRIs in discharging their tasks connected with water and sanitation, the Keralan government formulated the water policy in 2008. The program was oriented on the internal consumption of water with the main focus on water supply to industry, agriculture and electricity production and other necessary fields. Rain water harvesting is also among the services, it provides. In order to ensure that water is available to its populace, the Keralan government has put forward a number of institutional changes. Thus, through Kerala Water Authority (KWA), Kerala Rural Water Supply and Sanitation Agency (KRWSA) and Local Self Government Institutions (LSGIs) drinking water is being supplied by the Kerala government. The following types of organizations are also within the sector; these include the Ground water department, the Communication and Capacity Development Unit (CCDU), The Center for water Resources and Management (CWRDM) and other non-Governmental organization that support service providers.

#### **4.9.1. Water Authority of Kerala (KWA)**

The KWA was set up in Kerala State in March 1984 with the specific aim of planning, implementing, and managing the water supply and sewage and drainage facilities in the state. As from the financial year 1999-2000, Kerala Rural Water Supply and Sanitation Agency functions as a Public Limited Company which is grant-in-aid based with the prime focus on World Bank-financed Jalanidhi schemes for rural water supply and sanitation. Therefore, the responsibility to run the water supply system through operation and maintenance rests directly on all LSGIs. Other than KPRA 1994, other acts in the state of Kerala are also available, related to RW & AS such as Kerala Water Supply and Sewerage Act 1986. The Act of 1986 also describes the functions of the power of Kerala water authority, the ground water act 2002 and the like.

#### **4.9.2 Kerala Rural Sanitation and Water Supply Agency (KRWSA).**

It is a government undertaking of Kerala that fulfilled its requirements to execute the Jalanidhi water supply and sanitation scheme that was funded by the World Bank in 1999. The implementation of Kerala's water-related projects is done by a government agency known as KRWSA. It is also the leading implementing organization of the Jal Jeevan Mission Program in Kerala.

#### **4.9.3 Project Jalanidhi.**

Kerala Rural Water Supply and Sanitation Agency was helped by the World Bank for implementing the demand based Jalanidhi project in which CSS was taken as community water supply and sanitation. Thus, in response, the Jalanidhi project has successfully completed two phases of response. It can be separated into two phases: Most of the studies done were in Phase 1 (2000–2008) and Phase 2 (2012–2019). Of the Jal Jeevan Mission a major programme of the Indian Government in the State, is

planned to be undertaken by KRWSA during 2020–2024 as envisaged by the Government of Kerala. In the case of Jalanidhi, the general practitioners have a pivotal role in the mobilisation of the projects at grass root level. In this regard it offers sanitation and water supply that is affordable and accessible to all the members of the community. Another organization is the KRWSA from the State government, which has a certain function of monitoring the Rain Harvesting program. The first phase of the Jalanidhi which was under implementation took Rs 411 crores and was implemented in 112 GPs. Hence, 1,3694 minor water supply schemes and 16 big water supply schemes reached 10,56 thousand people in the course of the year. The second phase of the Jalanidhi initiative addressed almost 115 new and generalized police stations In addition to the above, certain other targets included Rain water harvesting structures Building me ground water recharging operations Construction of pit and latrines Environmental sanitation programmes, etc The total expenditure in the second phase was Rs: 11, 05, 700 and a total of 57,000 persons were enrolled for the various Jalanithi programmes. Since Jalanidhi programmes are implemented through GPs and the beneficiary groups they elect, they are in harmony with Kerala's decentralised planning approach. The outcomes of the first two cycles of the project are as follows They are now managing 5884 rural water supply projects as a result of the project's two phases. This means that the Community has the responsibility of implementing these projects operation and maintenance strategies. The project built 14,000 individual latrines and raised awareness of the Rain Water Harvesting Program. The most striking aspect is that it may be applied to the majority of rural areas and has even reached the most isolated ones. Finally, by including women leaders, it raised gender standards.

Table No: 4.1

District wise details of water supply connections of Jananidhi as 2021- 2022 in Kerala.

Sl. NO.	District	Domestic Connections
1	Thiruvanthapuram	4,572
2	Kollam	22,235
3	Pathanamthitta	5,977
4	Alappuzha	0
5	Kottayam	52,541
6	Idukki	40,160
7	Ernamkulam	2,173
8	Thrissur	66,123
9	Palakkad	50,631
10	Malappuram	95,040
11	Kozhikkode	50,890
12	Wayanad	39,349
13	Kannur	24,404
14	Kasargode	22,416
	Total	4,76,502

Source: "KRWSA"

According to a district-level project achievement report for the Jananidhi project, the district of Kozhikkode has the most projects, while Thrissur has the highest coverage (26.16%). 23,14,743 rural people were benefited by 5,884 Jananidhi initiatives as of August 2022. With the greatest number of links, Malappuram was ranked first, followed by Thrissur.

#### 4.9.4 Mission Jal Jeeven.

The central government's Jal Jeeven Mission, which went into effect on August 15, 2019, aims to supply water to rural families in the nation by 2024 through household

tap connections. The underprivileged in rural areas, families residing in hilly terrain, and the SC/ST Colonies—where women and girls must frequently walk great distances in search of potable water—will all benefit from it. The Central government and the State governments will split the project's cost 50/50. the initiative put in place by the federal government to achieve "har ghar jal" in collaboration with state governments. The Kerala government was given a grant of Rs. 1,804 crore by the central government to ensure that every home has access to tap water, and the government is pushing for the prompt implementation of "Har Ghar Jal" in Kerala by 2023. The Central government has increased funding four times in order to achieve the aim of providing tap water to every rural residence by 2023. Known also as the Jal Jeevan Mission, PPMC was introduced in Kerala on August 15, 2019. Sixty-six of the chosen families have access to tap water, according to the state. In Kerala alone, 34.26 percent of households currently have tap water connections. By 2023–2024, the state wants to guarantee that every residence has access to pipe borne water from the tap. In 2021–2022, the Mission will have a total budget of Rs. 50011 crore. Due to State own resources and Rs 26,940 crore of the total Rs 48,677 crore released by the 15th Finance Commission for water and sanitation in the PRIs, over one lakh crore rupees will be spent in the rural drinking water supply sector. It was possible to deliver 6 to the rural families. about 64 lakh Functional Household Tap Connections (FHTCs) at this time. According to the considered information, by the end of March 2022, the indicator to deliver drinking water connections 28. The objective of having 18 lacks rural homes in Kerala has therefore been realized. The second objective of the Jal Jeevan Mission was to ensure that there was provision of drinking water in schools and anganawadi.

#### **4.10. Sanitation Programmes.**

One of the major functions of the LSGIs is the removal and transportation of solid and liquid waste from homes, firms and other common places. Hence, waste management and sanitation became an important socioeconomic problem in the sphere of urbanisation. If measures are not taken right from the management, discharge or recycling of such trash, the environment will be polluted and many diseases may occur. Among the primary requirements that influence the general outlook, encircling conditions, and well-being, cleaning is the one which should not be discussed too often, as it is required daily. Therefore, waste management has become one of the prevalent problems that create constraints to the development of the state. The State government has initiated several campaigns and programs with regard to the matter. Most government campaigns and attempts at public sensitisation are sponsored by the national and state governments and are coordinated through LGs. The facilities and installations of supply of and space for, and the management of, drinking water; the disposal of human and animal faecal matter; washing and bathing; washing of food and dwellings; the discharge of waste water and liquid wastes; and the hygiene of the community are all comprehended in sanitation. Increased rate of diseases due to poor sanitation leads to loss of wages, families have to incur on medical bills, and productivity is touched. The Strategic plan for sanitation in the Kerala involves, solid waste management, storm water drainage, drinking water and wastewater and an integrated program. An improved quality of life is therefore realised when people have sustainable methods in remitting waste and disposal, orderly human and economic development.

#### **4.10.1. Suchitwa Mission.**

The legal responsibilities of the beneficiary local governments are to offer the inhabitants within their jurisdiction's minimum standards of sanitation while technical support is provided by KWA and Suchitwa Mission. A state implementing partner for its LSGD, Suchitwa Mission assists panchayaths, municipalities and metropolitan in waste management and sanitation. The functions of the Suchitwa Mission involve formulation of activities for implementation, acting as a source of policy on any implementation activities relating to sanitation and waste management, and the provision of technical support to the implementation of sanitation and waste management activities. Therefore, improved quality requirement in terms of cleanliness, hygiene, general health and wellbeing of the populace is realised. Suchitwa Mission also has a governing body to supervise and plan most of the outfits of the organization. Furthermore, it can be stated that the Minister of Local Self-Government acts as the Chairman of the Mission as well. It has district branch offices all around the state. Although, the State government initiated 'Suchitwa Keralam (Rural and Urban)', for source level waste management treatment and funded limited to LG's waste plans. Parallel to this through successful advocacy of LGs Suchitwa Mission undertook several pre monsoon cleaning drives to check the spread of communicable diseases. The NHM, Directorate of Health Care and the Society for Medicines and Haritha Kerala Mission also supported the implementation of this program. The LGs started implementing solid waste projects under the Suchitwa Keralam Urban plan that cost a cumulative of Rs. 40 crore. Apart from several waste removal programs; several awareness programs are also conducted 'for sensitising the public.' Phrases such as 'My waste, my control' are common and many efforts are made in order to prevent waste from being produced in the first place. For towns the systems include mechanical,

biochemical and advanced systems Depending on the needs of the town, institution or home different bio-waste treatment systems are available.

#### **4.10.2. Swachh Bharat Mission.**

The Swachh Bharat Mission has been launched by our Prime Minister in 2014 with the objective of improving the standards of sanitation. Under the Mission, the principles of open defecation-free general practitioners (GPs) and S&LWMs have been planned for improving the levels of cleanliness in rural areas. Sanitation is the main focus of 'its two abroad missions, Swachh Bharat Mission (rural) and Swachh Bharat Mission (Grameen)'. Rural sanitation among the state government's functions is under the supervision of the central government's Minimum Needs Programme. The State government is financially assisted by the federal government in matters concerning cleanliness drives. The rural sanitation program in Vietnam was initiated in the first five-year plan of the nation. The TSC focused on the establishment of peoples' capacity, education, and human resources in order to enhance the outlook of the residents in the rural areas on sanctuary. The Centre launched the NIRMAL GRA MINISP in India in 2003. This was awarded to the PRI for sanitation improvement campaign, specifically for the campaign to stop open defecation in the community and provision of good standard sanitation facilities. This theory was introduced in 2012 under the title of Nirmal Bharat Abhiyan (NBA) with the aim of enhancing the sanitation situation in the rural areas.

#### **4.10.3. The Swatch Bharat mission**

The Swatch Bharat project they allow the State governments autonomy in the policies and programs that may be undertaken. Some of the subtopics that can be writing with regards to how programs are implemented include: The planning stage of program

implementation The execution stage of program implementation The partnership/sustainability stage of program implementation The government paid specific attention to how best to help the public, change its behaviour, and ensure that there are facilities for hygiene in homes, anganawadis, and in public places as well as techniques in relation to solid and liquid waste. The existence or lack of water is another consideration in the provision of the sanitary facilities. The state government implements sub-programmes at the district level, such as NRDWP, SBM (rural) GPs, and for providing drinking water. The government's SBM (G) should ensure that every family in rural areas has access to individual house hold latrines.

The aforementioned state affiliated with the ODF in 2016, and the state constructed 1,74,720 IHHL in rural areas only. For the construction of an IHHL, an amount of Rs. 12000 was earmarked; BPL and APL families under this project were categorized under SBM(G). The State will get Rs. 3000 out of this incentive or 25 percent of the total sum whilst the Center will get Rs. 9000 or 75 percent of the total sum. Regarding SBM (G) at ICDSs, the state constructs Community Sanitary Complexes (CSCs) with washbasins, bathing cubicles, toilets and wash platforms. It can be produced in public places including bus stops, markets etc the maintenance and running of these CSCs is on the exclusive responsibility of the GPs. The upliftment of the general quality of life, health, sanitation & hygiene within the rural territories has been taken up as one of the major objectives of SBM (G). The overall fund availability for SLWM projects under SBM (G) will be based on the total number of households of the GP; for instance, for a GP with 150 households Rs. 7,00,000 will be allocated; for a GP with 300 households Rs. 12,00,000 will be allocated; for a GP with 500 households Rs. 15,00,000 will be allocated; and for a GP SLWM funding is split 75:25 at the federal and state level. If additional finance is required to complete the projects, it will be provided by the State,

GP, and other funds. The Swachh Bharath Mission (Urban) to undertake works of sanitation, waste management and hygiene with the objectives of eradication of manual scavenging, developed construction to the open Defecation Free India and adopting the behaviours changes associated with sanitation and hygiene practices. Its five constituents are individual home latrines, public sanitary facilities, solid wastes management, capacity development and information education communication. In respect of IHHL, 29, 578 IHHLs were constructed in the metropolitan areas; and 92 ULBs obtained ODF certification from the Quality Council of India. The GPs themselves turn into initiators for making toilets for individual households and for the community in villages. The first phase of SBM (U) has so far constructed 658 public toilets and has distributed 1,97,303 household waste management devices Open Defecation Plus (ODF Plus) For eradicating OD, all general practitioners have to obtain ODF plus status by fulfilling the standards prescribed by the Department of Drinking Water and Sanitation. The criteria for ODF Plus are all residents of the village should have access to toilets, exercise proper usage of toilets especially in the case of liquid waste, management of solid and liquid waste and availability of public sanitation facilities etc. "Presently as many as 554 villages have been declared ODF Plus and this is being targeted on every village in a phased manner."

#### **4.10.4. Haritha Keralam.**

The Nava Kerala Mission was established by the Keralan government to carry out a number of projects in four sectors: such social amenities as; shelter, health, hygiene, and education. Haritha Keralam of the Nava Kerala Mission includes organic farming and its link with waste and water resources. The Mission plan will help realise the goal of a clean and hygienic Kerala by undertaking the following activities in the area of waste management. It also sets out several sanitation schemes, together with those

related to water conservation, agriculture development and promotion of organic farming. The objective of the Mission is to address the issue of plenty of water and good quality, sanitation, and cleanness. The overall aim of organic farming is to cultivate increased reliable and innocuous foods. Some other objectives of the Haritha Kerala Project are to spread awareness regarding rainwater harvesting, recharging of ground water and the conservation of the soil and water resources of the earth. The sanitation and waste processing programs of the Haritha Kerala Mission were launched on August 15, 2017. Using the slogan “Freedom from Waste,” it set a basis for sanitation and waste processing initiatives as the HS “created basic requirements for waste processing techniques including material collection centres, Haritha karma sena, resource recovery centres, SHs functioning as household level treatment plants, community compost units etc”. The Mission provides the local government with all these needs which are essential in the pursuit of sanitary crusade.

#### **4.10.5. Haritha Karma Sena.**

Kudumbasree ladies are the part of the unsung soldiers of Haritha Karma Sena comprising Green Technicians and Green Supervisors. These individuals are capable and competent enough to collect and transport, process and recycle, manage and supervise waste materials. “For helping in creating a hygienic Kerala, Kudumbasree Mission will work in co-ordination with Haritha Keralam Mission, Suchitwa Mission, and Clean Kerala Company Ltd.” One ward comprises 250 families that a Green Technician is supposed to cover, and 15 wards are managed by a supervisor. “Waste collection will be by that Green Technician and will be in accordance to user fee “The agency formed to provide technical support to the Haritha Kerala Mission is known as the Haritha Sahaya Sthapanams. The wastes that are going to be collected through

Haritha Karma Sena will also be classified in to number of sections with reference to features.

Green etiquette Suchitwa Mission and the Haritha Kerala Mission are currently implementing a public awareness raising programme with a view to improving people's knowledge of green protocols. It is a compilation of guidelines for actions that are meant to alter the behaviour of people with regard to waste management and hygiene "to zero waste" for individuals and society. The Suchitwa padavi received the LGs that ensured public health by the installation of public restrooms and latrines in each home, implemented the activities of the Haritha karma Sena that raised public awareness about waste disposal, encouraged the use of recyclables and reusables, burdened with the separation and subsequent reduction of waste at the source and the treatment of both biodegradables and non-biodegradables.

#### **4.11. Housing Schemes in Kerala.**

purchasing houses is one of the basic needs of life, while being a home owner, shows a person's class and standard of living. A characteristic outcome of society is the possession of quality structures that allow for the provision of shelter. The government needs to deal with the issue of shelter of the poor in the rural areas if at all it will completely eliminate poverty in Tanzania. It is the intention of this essay to provide a revelation for the following statement: the State government can provide a solution to the housing crisis given that decentralization programs are done correctly. Since the enactment of the Land Registration Act of 1956, various departments of the government of Kerala have tried adequately ensuring that there was availability of land to the landless and the needy in the society. The One Lakh Housing Scheme of Kerala begun in 1972 is still considered to be an example for housing construction in other states. It

also launched a massive one lakh housing scheme for the poor through which many projects to help the poor and the down trodden were launched. These included Maithri, Kairali, Thanal Suraksha and Saphlyam. EMS housing is a housing scheme that was started by the state government in 2009 aimed at aiding the homeless in putting up a home. From the aforementioned research on sums of money that they are allowed to borrow it was clear that the state government had allowed LSGIs to borrow from Primary and District cooperative banks. Second, a programme called 'Lakshamveed Punarnirmana Padhadhi' has been started for the renovation of the older houses constructed under the 'One Lakh Housing Scheme'.

#### **4.12. The Kerala Local Self Government Housing Schemes.**

The government initiated the Indhira Awas Yojana (IAY) in 1996 especially for providing accommodation to needy rural poor. They constructed dwelling units for the members of the Scheduled Castes, Tribes and other backward sections. This scheme was started to provide residents to stay in house other facilities such as drinking water and sanitary restrooms were also made compulsory in the houses. Subsequently, PMAY incorporated IAY. Other than the CSSs in housing schemes that has been discussed above, there are the grants for construction of homes to meet the Housing needs of weaker sections of Society through Valmiki Ambedkar Awas Yojana (VAMBAY) , Integrated Housing & Slum Development Programme (I H&SDP) & Basic Services to Urban Poor (BSUP) etc. BSUP provides funding in sectors such as supply of water. Water and Waste Management. Conservation of water bodies and management of solid wastes. IHDP was formed by integration of a Central Sector Scheme, VAMBAY and NSDP. The Rajiv AwasYojana (RAY) is policy that is aimed at low-income earning people who dwell in urban region across the country. Prime objective of this central

sector scheme is to eliminate the structure of slums from India in the next five years. Civil Infrastructures: Gives them social amenities or infrastructure, social facilities or infrastructures, shelter, or basic infrastructures for all the people in the society.

An urban as well as rural housing scheme that is split into two phases: Pradhan Mantri Awas Yojana-Gramin (PMAY-G) and Pradhan Mantri Awas Yojana-Urban (PMAY-U) is designed in order to turn all homeless citizens into homeowners provided with homes equipped with the necessities by 2022. Being the Nodal Agency at the state level for Kudumbasree, it is in charge of exercising the social development strategy called the “Female-headed Household Assistance Programme”. The PMAY-G scheme under which several rural housing schemes have been launched is also aimed at helping rural people. Its main purpose is to provide elementary services and concrete housing to people dwelling in rural regions. This is why the construction of one lakh dwellings for the indigent and homeless in the rural areas in the fiscals 2016–17 and 2018–19 is targeted. The rest of the share will go to the Central as well as the State governments and both will share the proportion of 60:40. In conjunction with the LIFE Mission the quantum of help has been increased to up to Rs. 4 lakh. The selection of beneficiaries is fixed on the ratio originating from the decision that took place in the Grama Sabha with appropriate criteria. “It was found that the fund for the house construction is provided in three tranches and remitted to the bank accounts of recipients”.

#### **4.13. PMAY-U- Pradhan Mantri Awas Yojana-Urban**

The Pradhan Mantri Awas Yojana, PMAY Urban was initiated by the Ministry of Housing and Urban Affairs in 2015 with an objective of achieving housing for all by 2022. The scheme mainly targets two categories, the dwellers in the slum areas and the the urban poor. In PMAY (U), the Beneficiary Led Construction’s (BLC (N)) central

share is Rs 1.5 lakh per dwelling unit, and State and urban LSGs must together contribute Rs 2.5 lakh.

#### **4.14. Livelihood Inclusion and Financial Empowerment (LIFE)**

Livelihood Inclusion and Financial Empowerment (LIFE) is a powerful housing scheme of the Government of Kerala, to provide safe, secure and dignified housing to all homeless and landless families in the State. It consists of three implementation stages and the works were launched in 2016.. This is a housing program aimed at giving shelter to the homeless and houseless in the state of Kerala. The project has an individual goal to eliminate homelessness in the next five years. Besides, the recipients are provided with social infrastructure including the provision of housing units and other amenities like primary health care, geriatric aid, and skills development, among others; with a view of empowering the recipients socially and economically. The project is being implemented “under the direction of the mission group headed by the high-ranking administrative committee formed by the Social Welfare Department and the LSGD with the mission of constructing 4. 3 lakh homes in the next five years alone, to offer executive control to its clients. The beneficiaries will reside in multi-storied apartment like buildings which will have modern facilities as listed above and these will be given to enable the beneficiaries meet out their fundamental needs for existence.

Out of the three phases completed in the mission, more than 15 lakh homes have already been made. In the first phase of the mission, 50514 dwellings from the previous housing program that were uncompleted were completed. Phase I achieved 93% of what was aimed at. About 81 percent of the dwellings that have been constructed in the course of Phase II is for the homeless people although they own land. It further subdivided and established phase II in 2017, which had the objective of building homes for the landowners and was completed at 14627 homes. On its third stage, it targets individuals

with no access to land or homes. All districts will identify housing units for development of shelters for homeless families with children. Receiving it from the Kerala Chief Minister in September 2021, the beneficiaries were provided with over 12,067 houses built under the 'Life Mission Project'. This is a part of the state government's 100day programme where 7,832 days would be provided for homeless persons, 3,964 days for SC/ST communities and 271 days to homeless persons from fisherman background. Among the total of 12067 households, 10058 households are enumerated under Life Mission and other LSGI programs while the remaining 2009 households are under PMAY program. Thus, in the third phase of the mission, 135 lakh people have been identified as recipients.

Table 4.2 brings an overview of houses constructed under the various LIFE Schemes. The Schemes reveal (LIFE Phase 1, LIFE Phase 2, LIFE PHASE 3, PMAY-U, PMAY-R, LIFE SC,LIFE ST,LIFE Fisheries, LIFE Minority and beneficiaries from the LIFE additional list) The large number of houses were constructed under the scheme of PMAY-Rural, that is 7413 houses were constructed. Out of the total houses constructed in Thrissur was 22526.

Table No: 4.2

Details of houses constructed by LIFE Mission as on October 2022 in Thrissur District.

Category	Number
Phase I	2997
Phase II	5159
Phase III	1467
PMAY-R	7413
PMAY-U	2103
SC Dept.	2264
ST Dept.	50
Fisheries Dept.	180
Minority Dept.	118
Additional list	755
Total	22526

Source: Economic Review 2022.

#### 4.15. Budget Allocations.

Table 4.3 brings an overview of houses constructed under the various LIFE Schemes. The Schemes reveal (LIFE Phase 1, LIFE Phase2, LIFE PHASE 3, PMAY-U, PMAY-R, LIFE SC, LIFE ST, LIFE Fisheries, LIFE Minority and beneficiaries from the LIFE additional list) The large number of the houses constructed under the scheme of PMAY-Rural, that is 7413 houses were constructed. Out of the total houses constructed in Thrissur was 22526.

Table No.4.3

Devolution of Maintenance Fund, General Purpose Fund, Development Fund to LGs.

Rs in crores BY LSGD in Kerala.

Year	Development Fund	Maintenance Fund	General Purpose Fund	Total allocation	Percentage of State Plan Outlay
2017-18	6227	2183	1337	9748	23.5
2018-19	7000	2343	1427	10,770	24
2019-20	7500	2741	1626	11,867	24.5
2020-21	7158	2943	1717	11,818	25.9
2021-22	7280	2943	1949	12,172	26

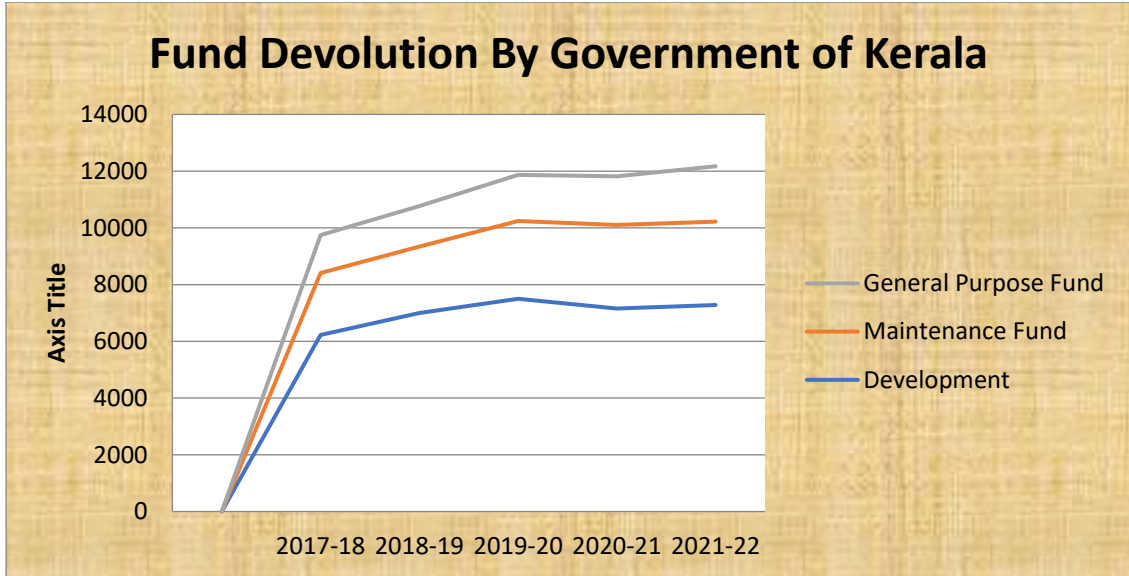
Source: Budget Documents from various years

The above table 4.3, shows the fund devolution of the LSGD in Kerala During the period of 2018-19 to 2021-22. An increasing trend shows in the Development fund, Maintenance fund, and General-purpose fund. The percentage allocation of the fund provision ranged between 23.5% to 26 %, even if 26 % of the total budget allocation is allotted for LSGD for various plan schemes but the study revealed that the amount spent for the utility schemes is not proportionate to the requirement of the Local Self Government institutions.

Figure.4.1

Devolution of Maintenance Fund, General Purpose Fund, Development Fund to LGs.

Rs in crores BY LSGD in Kerala.



Source: Budget documents for various years and LSGD website

Table No.4.4

Budgeted outlay and expenditure of development fund during 13<sup>th</sup> plan period (2017-18-2021-22)

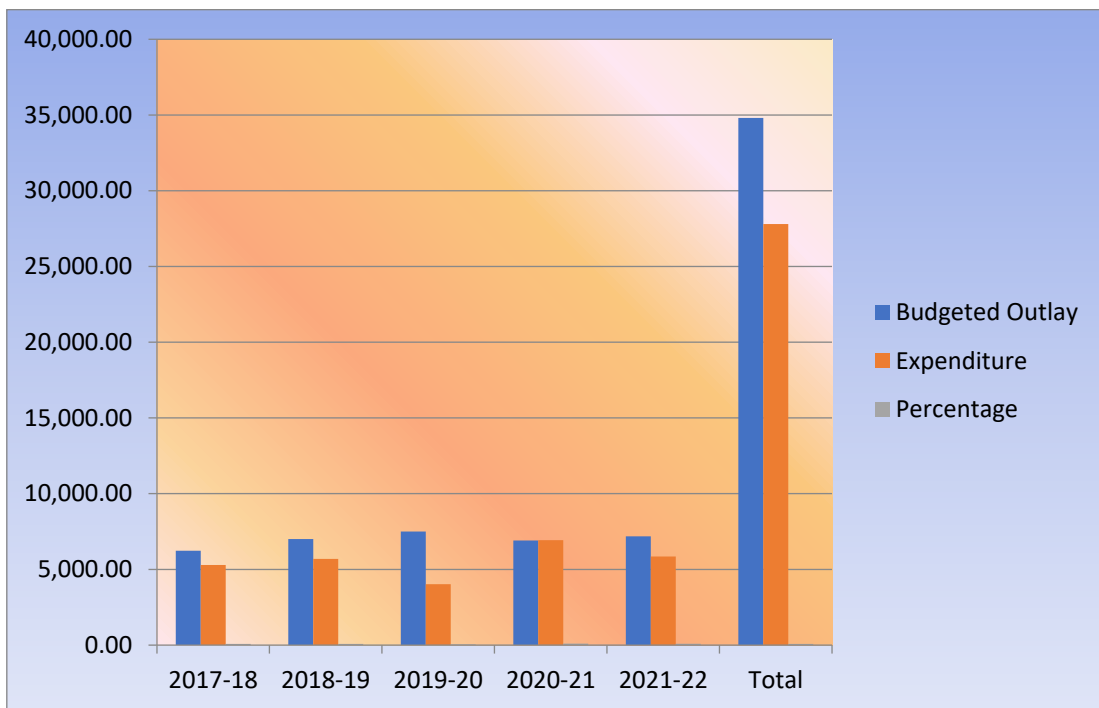
Year	Budgeted Outlay	Expenditure	Percentage
2017-18	6,227.50	5,292.71	84.99
2018-19	7,000.00	5,696.08	81.37
2019-20	7,500.00	4,027.44	53.70
2020-21	6,903.00	6,903.00	100
2021-22	7,180.00	5,853.07	88.38
Total	34,810.50	27,797.13	79.85

Source: Budget documents for various years and LSGD website

Table 4.5 reveals the percentage of budget allocation used for various development purposes. During the period of 2019-20, only 53.70 % of the budget outlay was expended. That is clearly indicates that 56% of the amount was lapsed during the period. The period 2020-21, 100% of the Budget outlay was expended. It is highlighted that nearly 20% of the budget allocation was lapsed by the LSGD from the 2017-18 onwards.

Figure No.4.2

Budgeted outlay and expenditure of development fund during 13<sup>th</sup> plan period (2017-18-2021-22)



Source: Budget documents for various years and LSGD Website.

Table No.4.5

Details of total fund allocated for Drinking water, Sanitation and housing projects-  
Thrissur District

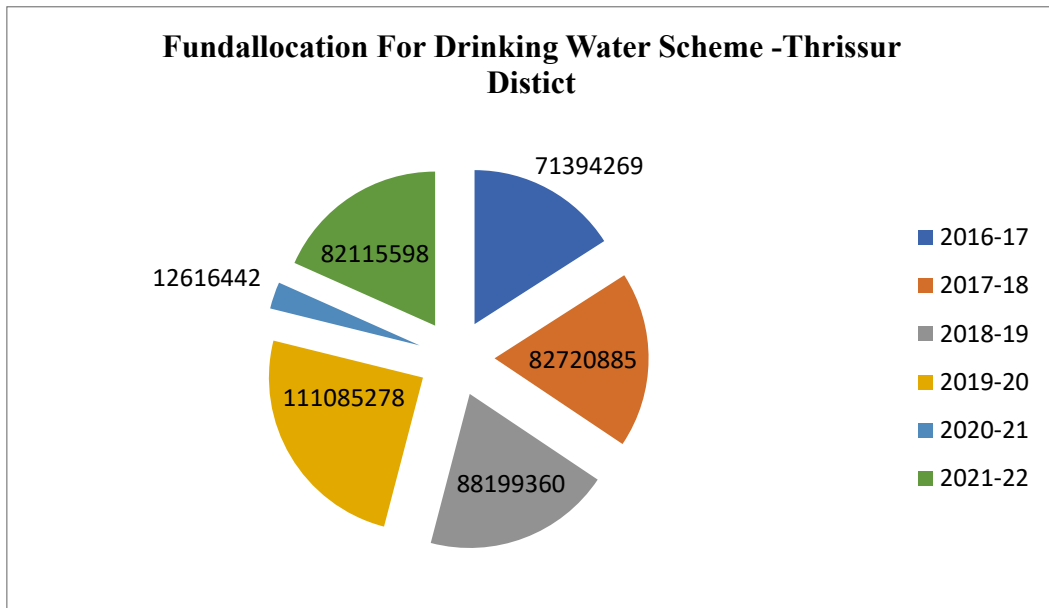
Name of Schemes	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Drinking Water	71394269	82720885	88199360	111085278	12616442	82115598
Sanitation	40070162	25884257	32216081	23471890	25951655	30069817
Housing	4117007	182085152	200532859	164445764	127153058	203039970

Source: Budget Documents for the various years and the LSGD website.

The above table shows the details of funds allotted by the Thrissur District to various utility schemes such as drinking water schemes, sanitation schemes, and Various housing Schemes such as (LIME, PMAY, Suvarna Bhavanam, etc). The amount expended for each scheme shows an increasing trend but the amount meeting for required demand was not enough. So many of the housing and water schemes are not fully completed by the user end level. Sanitation fund allocation shows a peacock-wise man trend, because of the first increase in 2016-17 and decline further increased. Hence shows an increasing trend.

Figure No.4.3

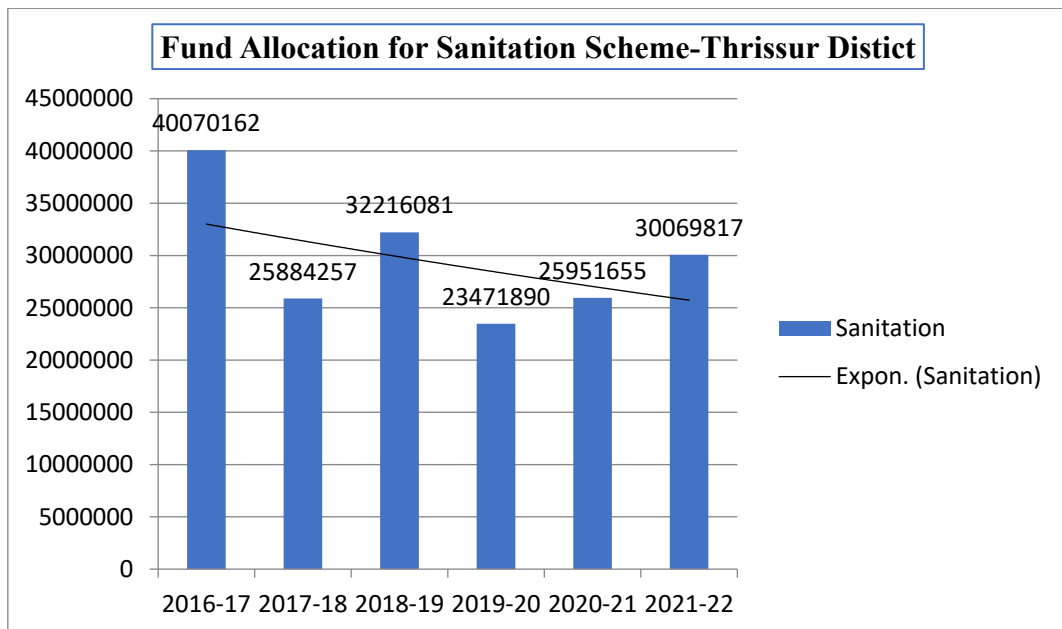
Fund Allocation for Drinking Water Scheme-Thrissur District



Source: Budget documents

Figure No.4.4

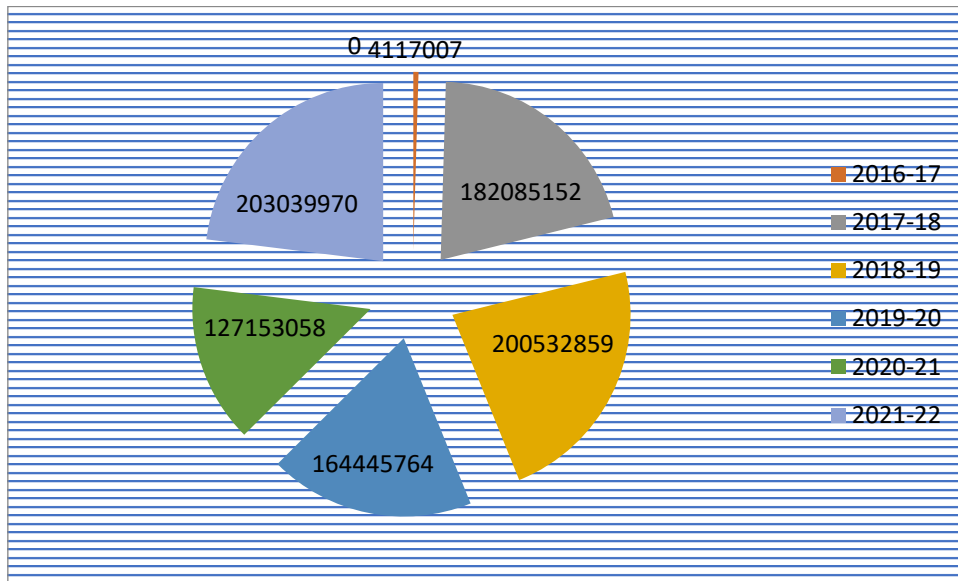
Fund Allocation for Sanitation Schemes -Thrissur District



Source: Development Reports 2016-17 to 2021-22

Figure No.4.5

### Fund Allocation for Housing Scheme-Thrissur District



Source: Development Reports 2016-17 to 2021-2022

Table No.4.6

Development annual Report-Thrissur District- Details of total fund expended for Drinking water, Sanitation and housing projects.

Name of Schemes	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Drinking Water	20424646	18064507	23078065	22901069	58438991	20834400
Sanitation	24431386	12144978	16718530	7773505	7121809	3800348
Housing	70000	119828859	160883048	92516153	115584850	178658889

Source Budget Documents for various years and LSGD website

The table 4.7 Shows the fund allocation by the LSGD- Thrissur for three utility schemes such as Drinking water scheme, sanitation scheme and housing schemes. the volume of amount expended for housing schemes was rapidly higher -up to compare the last four

years. The amount expended the sanitation and drinking water schemes shows a stagnant trend

Table No.4.7

Fund Allocated and fund utilised for Drinking water Scheme by the LSGD in Thrissur District.

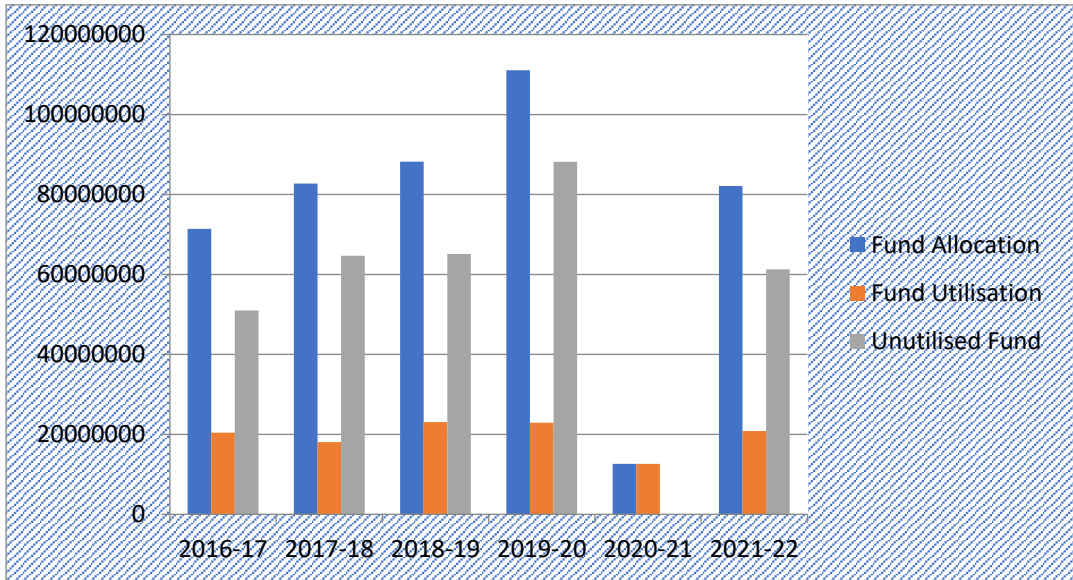
Name of Schemes- Drinking water Schemes	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Fund Allocation	71394269	82720885	88199360	111085278	12616442	82115598
Fund Utilisation	20424646	18064507	23078065	22901069	12616442	20834400
Unutilised Fund	50969623	64656378	65121295	88184209	0	61281198
% Of Utilisation	28.61	21.84	26.17	20.62	100.00	25.37
%of Unutilised Fund	71.39	78.16	73.83	79.38	0.00	74.63
Correlation	0.92	0.93	0.97	1.00	1.00	0.92

Source: Prepared by the Investigator

The above table shows the statistical comparison of the fund allocation of the drinking water schemes in Thrissur District. The table clearly depict that only 2020-21 the fund allocation and fund utilisation was same. i.e the entire amount allotted was utilised and the remaining years below 30%of the allotment was utilised for the implementation of various drinking water schemes. The Table also shows that 2019- 20 the correlation co-efficient was significant and other years the correlation between fund allocation and fund expended was less significant.

Figure No.4.6

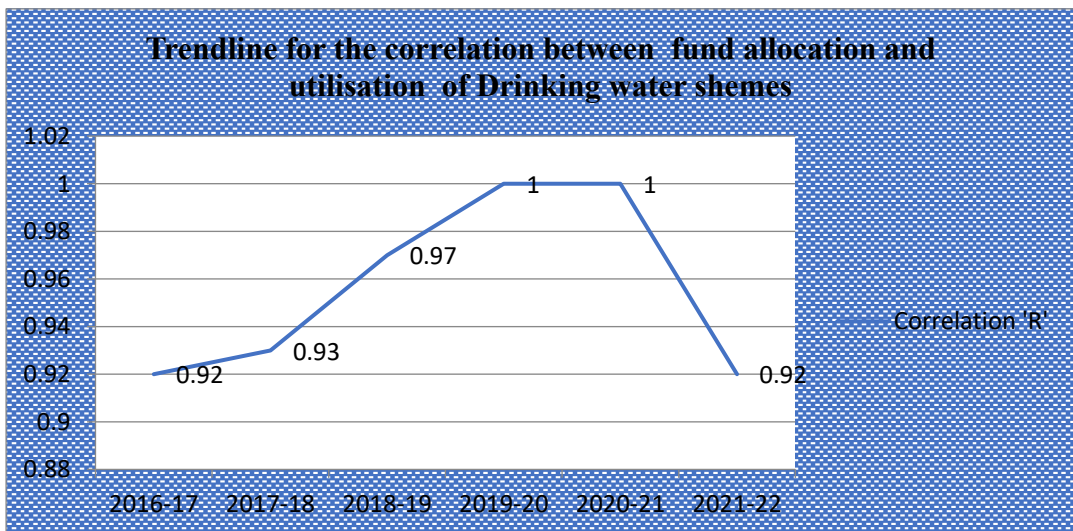
Comparison Between Fund Allocated utilised for Drinking water Scheme by the LSGD in Trissur District.



Source: Development Reports Development Reports 2016-17 to 2021-2022

Figure No.4.7

Correlation trendline for the fund utilisation of Drinking water Scheme By the LSGD in Trissur District.



Source: Development Reports 2016-17 to 2021-2022

Table No.4.8

Fund Allocated and fund utilised for Sanitation Scheme by the LSGD in Thrissur District.

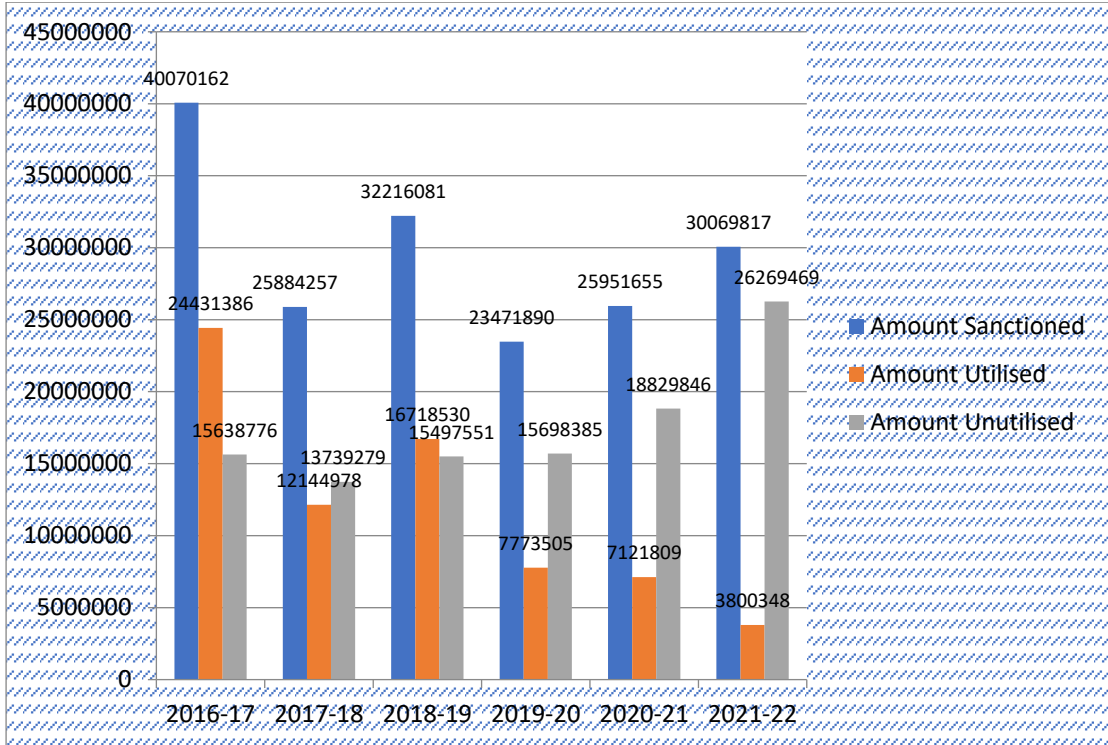
Sanitation Scheme	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Amount Sanctioned	40070162	25884257	32216081	23471890	25951655	30069817
Amount Utilised	24431386	12144978	16718530	7773505	7121809	3800348
Amount Unutilised	15638776	13739279	15497551	15698385	18829846	26269469
% Of Utilisation	60.97	46.92	51.89	33.12	27.44	12.64
%of Utilisation	39.03	53.08	48.11	66.88	72.56	87.36
Correlation "R"	0.18	0.35	0.26	1.00	0.67	0.80

Source: Development Reports 2016-17 to 2021-2022

The above table 4.8 shows the statistical comparison between funds sanctioned and fund utilised for the sanitation scheme in Thrissur District during the period 2016-17 to 2021-22, during the period 2016-17 39.03% of the sanctioned amount was not used for the said purpose, even if many of the beneficiaries have demanded. The trend for utilisation of the sanctioned amount was increasing up to 2021-22, during the period 2022-23 it was nearly 88% , which means poor and inefficient utilisation of the sanctioned amount. It is clearly indicated that the volume of the amount utilised has to be increased in the upcoming years to attain maximum satisfaction to the beneficiaries at the grass-root level.

Figure No.4.8

Fund Allocated and fund utilised for Sanitation Scheme By the LSGD in Trissur District.



Source: Development Reports 2016-17 to 2021-2022

The table 4.9 also reveals the statistical comparison between fund allotment and fund utilisation for the various housing schemes implemented by the LSGD in Thrissur district. During the financial year 2020-21 90% of the sanctioned fund was utilised to various housing schemes. While in comparison, it is understood that 98% of the funds allocated was not utilised and only two percent of the funds was utilised in the said period, the reason behind that the plan formulation and implementation were being the end weeks of the financial year and many of the schemes were implemented as spill over schemes. Lagged completion and delay in valuation and delay for submitting claims were also rooted in the main problem behind it.

Table No.4.9

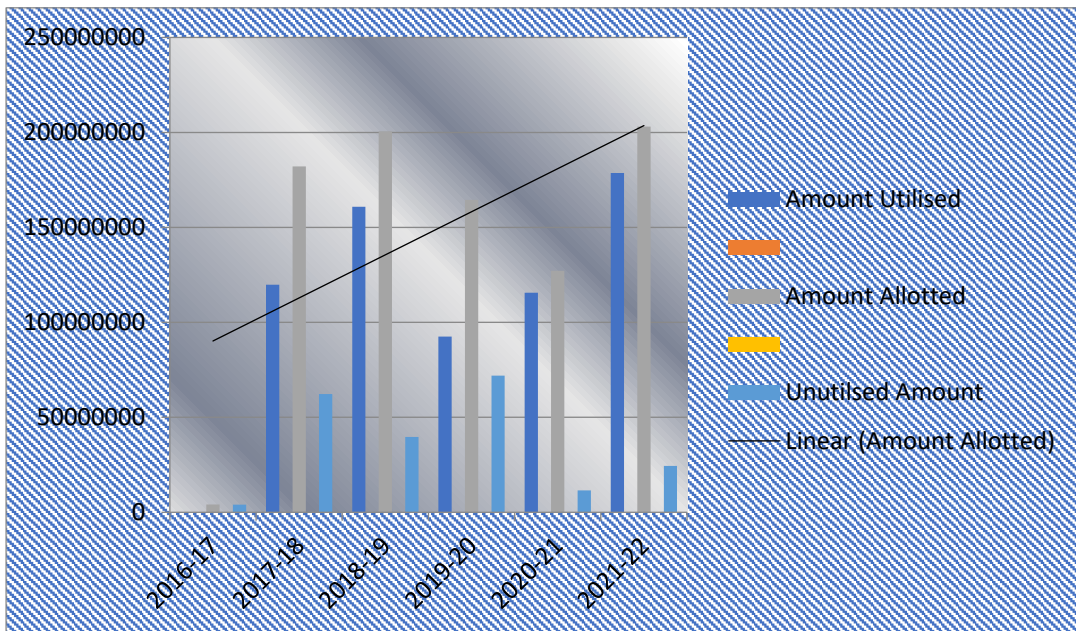
Fund Allocated and fund utilised for Housing Scheme by the LSGD in Trissur District.

Name of Schemes	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Amount Utilised	70000	119828859	160883048	92516153	115584850	178658889
Amount Allotted	4117007	182085152	200532859	164445764	127153058	203039970
Unutilised Amount	4047007	62256293	39649811	71929611	11568208	24381081
% of Utilisation	1.70026429	65.8092424	80.2277735	56.2593713	90.902139	87.99197961
% of Utilisation	98.2997357	34.1907576	19.7722265	43.7406287	9.0978606	12.00802039
Correlation "r"	0.93707275	0.71798891	0.76727838	0.71418882	1	0.93707275

Source: Development Reports 2016-17 to 2021-2022

Figure No.4.9

Fund Allocated fund utilised for Housing Scheme by the LSGD in Trissur District.



Source: Development Report.

#### **4.16 Conclusion**

In this chapter, the researcher discussed the overview of various utility schemes implemented by the local Self- Government in Kerala. This chapter narrates various nodal agencies that are the implementing agencies of the various utility schemes and their organisational set-up, and also tries to exhibit the financial status of the various component plans and their fund allocation and utilisation. This chapter clearly concludes that even if many nodal agencies are promoting the various utility schemes the demand for fund requirement and fund utilisation is less significant, because of fund utilisation for various utility schemes, such as drinking water schemes, sanitation schemes, and housing schemes, was less significant in the study period.

## **Chapter - 5**

### **An analysis of Utility Services offered by Local Self Government in Thrissur District: An Analytical Description**

#### **5.1. Introduction.**

The Socio-Economic Status of the sample respondent plays a great role in considering the various schemes implemented by the local bodies. The primary survey of the selected Grama Panchayath brings a clear idea about the current socio-economic status of the sample respondents. The marga-rekha clearly emphasizes the criteria for the selection of the beneficiaries for the various developmental schemes implemented by the local Self-governments in Kerala. The main socio-economic statuses of the sample respondents are combined with the major indicators used to examine the socio-economic status of the selected beneficiaries of the various projects by the selected Grama panchayath. The researcher used seven indicators to calculate the socioeconomic status of the sample households. They are detailed below.

1. Age
2. Sex
3. Religion
4. Educational Attainment
5. Employment
6. Annual Income and Financial Source
7. Types of Family the Respondent reside

#### **5.2. Age-wise Classification**

Age is an important socio-economic indicator used to assess the living standard of the People especially in rural areas of Kerala. Twelve Grama Panchayath were selected for the purpose of the study out of these four Grama Panchayath are situated in traditional

rural areas and the living standard of the people is inversely affected with age, by the direct experience while collecting the primary data from the selected GPs they are expressed that the medical assistance provided by the Grama Panchayath and the social security pension was the main source of income to the old-age group.

Table No.5.1

Age Wise Classification of the Sample Respondent

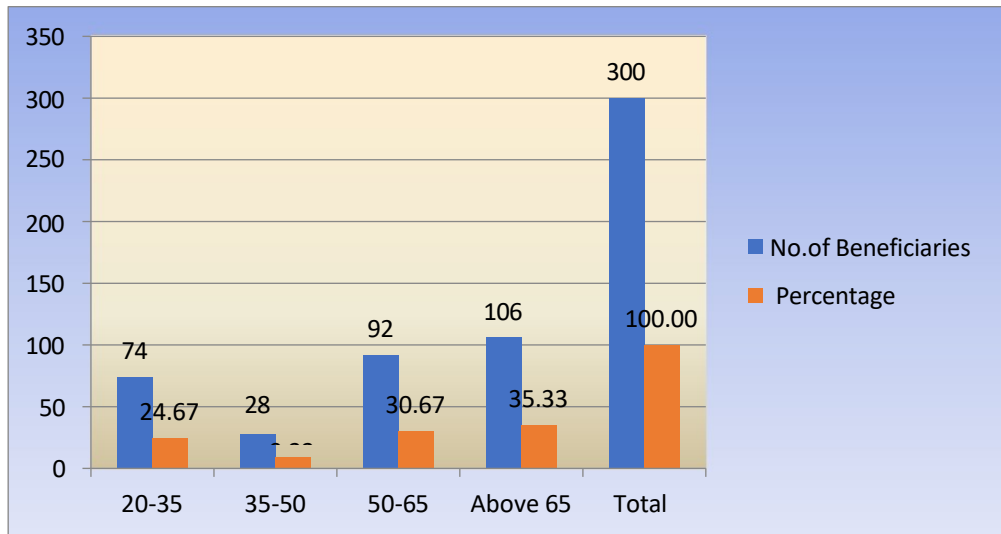
Age-Group	No. of Beneficiaries	Percentage
20-35	74	24.67
35-50	28	9.33
50-65	92	30.67
Above 65	106	35.33
Total	300	100.00

Source: Primary Source

Table 5.1 shows that age-wise classification of the sample respondent, for the convenient classification of age the total samples are divided into four groups that are aged between (20-35), (35-50), (50-65) and above 65 .out of the three hundred sample respondents 74 (24.67%) are belong the age group of 20-35.It is a clear indication that the youth group also receives benefits from the Grama Panchayath. Only 9.33% of the sample respondents belong to the age group between 35- 50. One hundred and six (35.33%) of the sample respondents fall under the age group above 65. The above table shows that age is one of the main parameters to select as a beneficiary on a priority basis of the Local Self-Government Institutions in Thrissur district.

Figure No.5.1

Age Wise Classification of the Sample respondent.



Source: Primary Survey

### 5.3. Gender Wise Classification.

Table 5.2 shows that gender-wise classification of the sample respondents, 38% (114) of beneficiaries selected for the various projects/Schemes are males. 61 % (183 out of 300) are females, and only one percent of the sample respondents belong to the other gender group (Trans-genders) and are selected as a beneficiary. It is a clear indication that women are more encouraged while considering the selection of beneficiaries at the participatory planning level at ground root level.

Table No.5.2

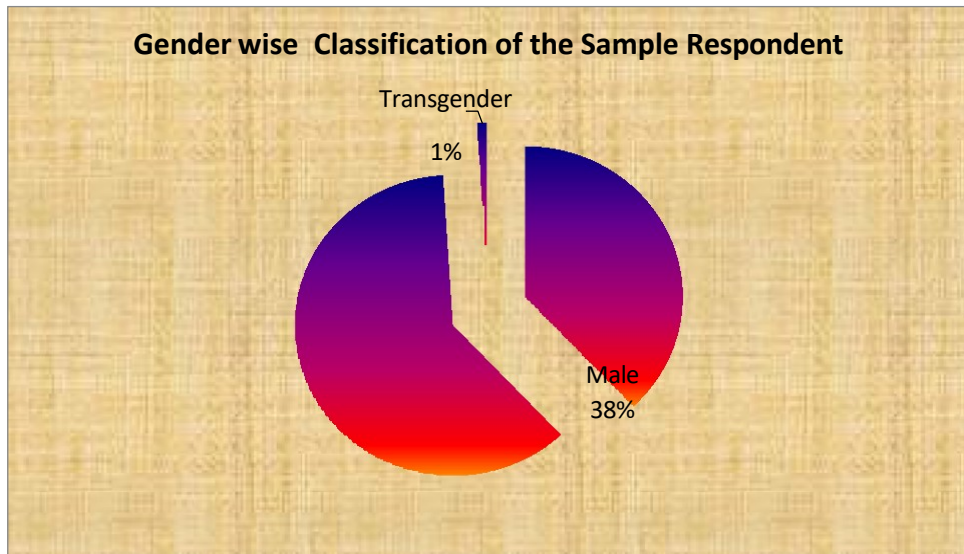
Gender Wise Classification of the Sample respondent

Gender	No. of Beneficiaries	Percentage
Male	114	38
Female	183	61
Transgender	3	1
Total	300	100

Source: Primary Survey

Figure No.5.2

Gender-Wise Classification of the Sample respondent.



Source: Primary Survey

#### 5.4. Religion-wise Classification.

Religion is another socio-economic indicator to assess the quality of life and socio-economic status of the sample respondents. The constitution states that all religions have equal rights, and some community-based reservations are allocated for enriching the living standard of the people. The local bodies are also assigning the community reservations, such as (SC/ST/General/Minority) etc.

Table No.5.3

Religion Wise Classification of the Sample respondent

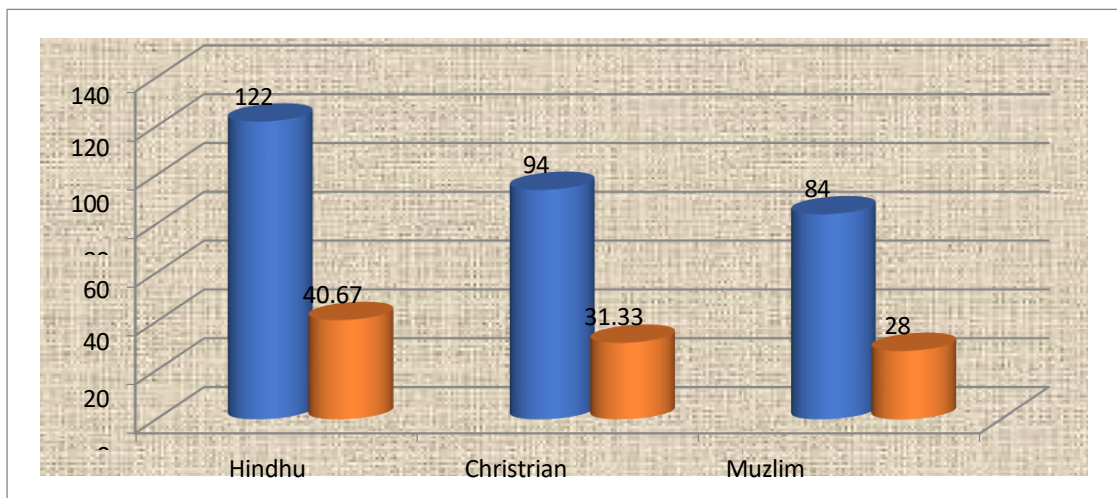
Religion	No.of Beneficiaries	Percentage
Hindu	122	40.67
Christian	994	31.33
Muslim	84	28
Total	300	100

Source: Primary Survey

The above table 5.3 shows that the number of beneficiaries are selected under various projects Out of 300 sample respondents, 122(40.67%) belong to the Hindu community, and the percentages of the Christian and Muslim representation are 31% and 28% respectively.

Figure No.5.3

Religion Wise Classification of the Sample Respondents.



Source: Primary Data

### 5.5. Educational Qualification-wise Classification of sample respondents.

The level of education is an important factor that contributes socio-economic status of the sample respondents. Education will strengthen the body and mind of the sample respondent, and the awareness about the various decentralized planning programs and what are the criteria for the selection of the beneficiaries will favorably affect the community and the people of the rural and semi-rural areas less educated than the urban areas. Table 6.4 shows the education-wise distribution of the sample respondents.

Table No.5.4

Education Wise Classification of the Sample Respondent.

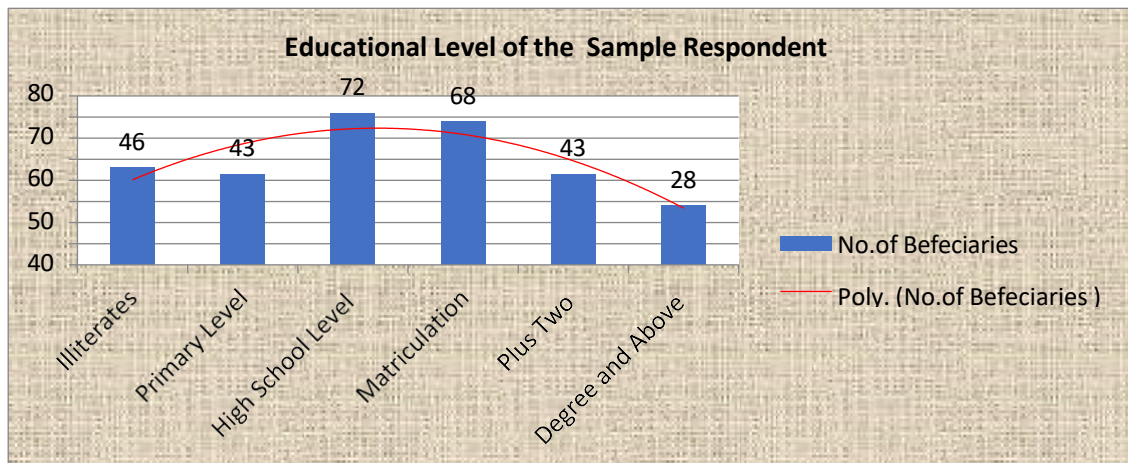
Education Level	No.of Befeciaries	Percentage
Illiterates	46	15.33
Primary Level	43	14.33
High School Level	72	24.00
Matriculation	68	22.67
Plus Two	43	14.33
Degree and Above	28	9.33

Source: Primary Survey

Table 5.4 shows that 15.33 percent (46 persons) of the sample respondents have an education below SSLC. Out of 300 sample respondents, only 14.33 percent (43 persons) have completed the primary level. 24 percent (72 persons) of the sample respondents have completed high school education. The remaining 23 percent of the sample respondents have completed pre-degree and above. In the participatory planning process, the role of educated people was most significant, and their demands from the local bodies were primarily considered in the local forum of the Grama Panjayath.

Figure No.5.4

Education Classification of the Sample Respondents.



Source: Primary Survey

Figure 5.4 shows the educational level classification of the sample respondents, along with a polygamy trend line. The line shows an increasing trend up to matriculation, and after that, the number of beneficiaries declines when the education level reaches a degree and above.

### 5.6. Income Slab Classification of the sample respondents.

Income is the prime criterion for selecting the socio-economic status of the sample respondents. Many of the projects and programs implemented by the local bodies are focused on the lower income group.

Table No.5.5

Income-Slab Distribution of the Sample respondent

Income Group	No.of Beneficiaries	Percentage
Lower Income	212	70.67
Middle Income	63	21.00
Higher income	25	8.33
Total	300	100.00

Source: Primary Survey

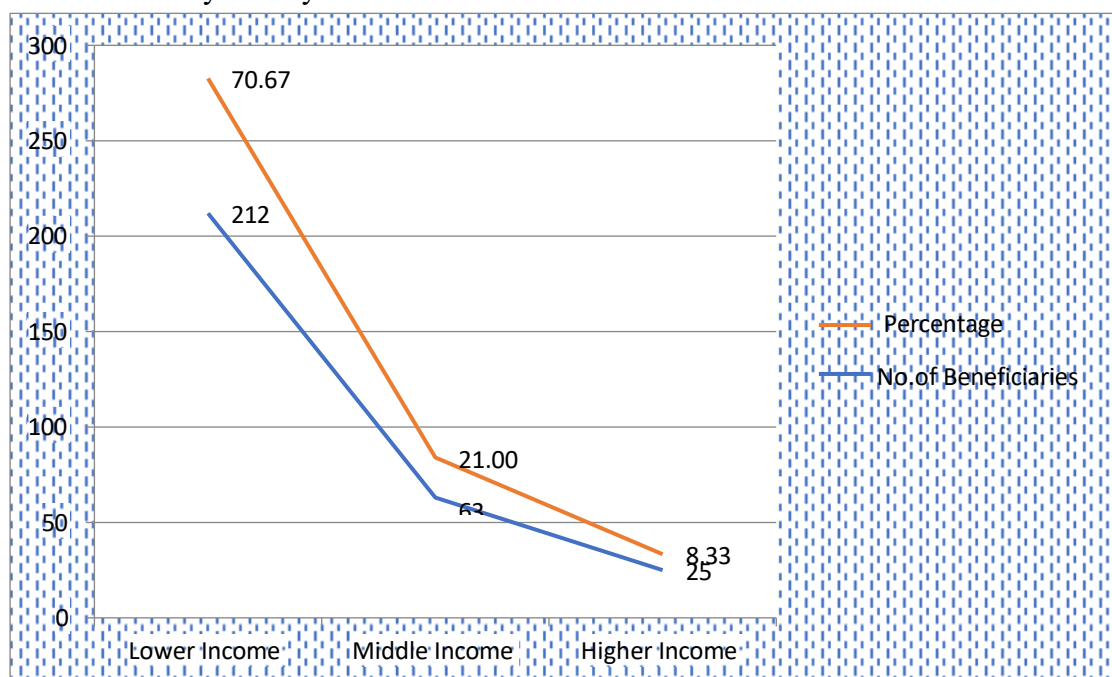
The above Table 5.5 shows the income-wise distribution of the sample respondents. On the basis of the available income, the respondents are categorized into three income groups. as lower income group includes those with annual incomes from all sources is less than one lakh rupees are grouped under this category. The second category is the middle-income group. Under this group, those beneficiaries' annual income through all sources is between one to two lakh belongs to this group and the beneficiary's annual income of more than two lakh per annum was considered in the higher income group. Only 8.33% of the sample respondents come under the category of the higher-income group remaining 275 sample respondents belong to the middle- and lower-income

group respectively. It is a clear indication that the selection of the beneficiaries in the Grama- Sabha is efficient and the lower income groups are majorly included in the beneficiary list rather than the political and other influences.

Figure No.5.5

Income Slab of the Sample Respondents.

Source: Primary Survey



### 5.7. Economic Status of the Sample Respondents.

Table No.5.6

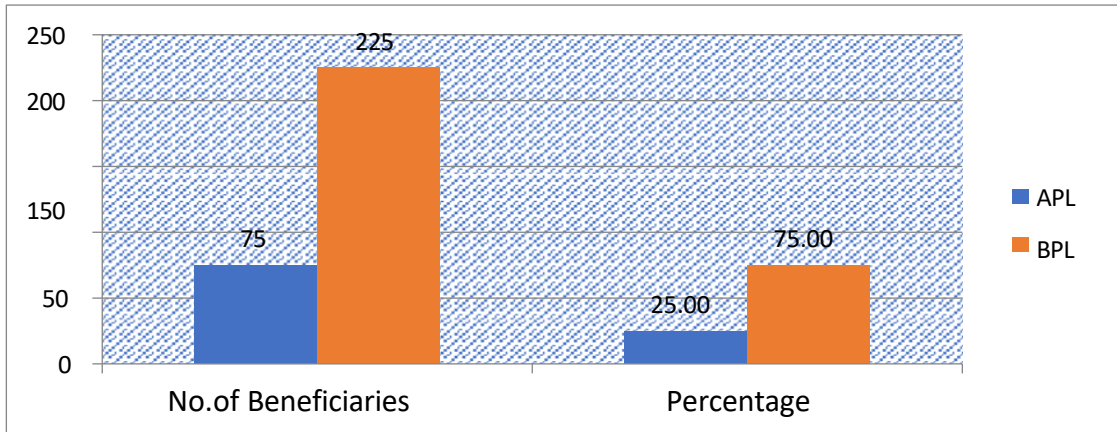
Economic Status of the Sample Respondent

Economic Status	No. of Beneficiaries	Percentage
APL	75	25.00
BPL	225	75.00
Total	300	100.00

Source: Primary Survey

Figure No.5.6

Economic Status of the Sample Respondent.



Source: Primary Survey

The table and Figure 5.6 show the economic status of the sample respondents. out of three hundred sample respondents, 225 (75%) belong to the below poverty line, and 75 sample respondents belong to the above poverty line. seventy-five sample respondents had ration cards with Above Poverty Line (General White cards), other than priority cards. It shows that out of three hundred sample households, seventy-five households belonging to the APL category are included in the beneficiary selection.

**5.8. Types of Family and Socio-Economic Developments.**

Table No.5.7

Nature of Family of the Sample Respondent

Category	No. of Beneficiaries	Percentage
Joint Family	28	9.33
Nuclear Family	272	90.67
Total	300	100.00

Source: Primary Survey

Table 5.7 shows the nature of the family of the sample respondents. Out of 300 sample respondents, 9.33% reside in a joint family. Two hundred and six sample respondents had nuclear families with family members fewer than five. The type of family the households reside in was one of the criteria for selecting beneficiaries for LIFE Housing Schemes. In the primary survey, the beneficiaries expressed that the number of nuclear families residing in the same family as a joint family system was the main constraint faced by the people to be placed on the beneficiary list.

### **5.9 Statistical Comparison of Socio-Economic Variables with Beneficiary Selection.**

**Table 5.8**

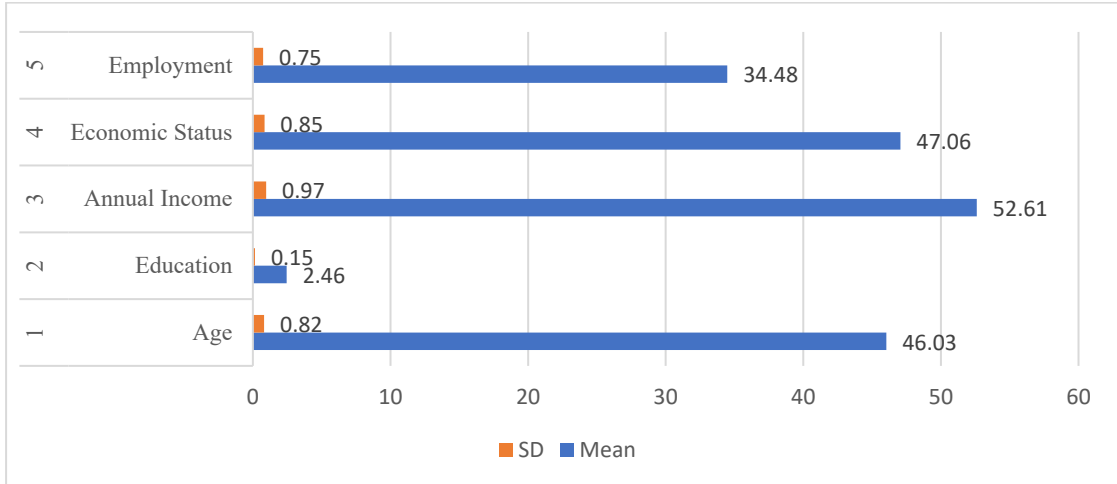
**Statistical Comparison of Socio-Economic Variables with Mean and Standard Deviation**

<b>Sl.No</b>	<b>Variables</b>	<b>Mean</b>	<b>SD</b>
1	Age	46.03	0.82
2	Education	2.46	0.15
3	Annual Income	52.61	0.97
4	Economic Status	47.06	0.85
5	Employment	34.48	0.75

**Source:** Computed from Primary Data

**Figure 5.7**

**Statistical Comparison of Socio-Economic Variables with Mean and Standard Deviation**



**Source:** Primary Survey

Figure 5.7 shows the statistical comparison of the socio-economic variables and the volume of beneficiaries selected for the various schemes offered by the local self-government. The statistical comparison of the factors with socio-economic variables it is clearly indicates that age, annual income, and employment of the applicants are the leading factors for the selection of the beneficiaries in Ward Sabha and Grama Sabha.

**5.10. Case Study-Pazhayannoor Grama Panchayath**

During the course of research, out of the selected twelve Grama Panchayaths, one Grama Panchayath was selected by the researcher for conducting a case study. The selected Panchayath is the Pazhayannoor Grama-Panchayath, which is an auxiliary Grama-Panchayath under the Pazhayannoor Block Panchayath of Thrissur district. The basic geographical and Economic features of the Grama Panchayath are shown in the table below. The total population of the Grama-Panchayath is 40256 persons, out of which 22556 are females and the rest of are males.

Table 5.9

Geographical and Socio-Economic features of the Pazhaynoor Grama Panchayath

Area of the gramapanchayath	<b>59.03sq.km</b>
Total Population	40256
SC population	6585
ST Population	268
No.of Wards	22

Source: Primary Data

Table 5.10

Financial Analysis the Pazhaynoor Grama Panchayath for the Financial year (in 2020-21 to 2022-23)(Rs in crores)

Year	<u>Government</u>	2020-21	2021-22	2022-23
Balance	State	0.02	9.65	16.05
	Center-Government	6.35	6.35	6.35
	Others	6.04	4.81	2.41
	<b>Total</b>	<b>12.41</b>	<b>20.81</b>	<b>24.81</b>
Income	State	11.94	17.46	12.04
	Center-Government	14.22	4.65	13.55
	Others	6.40	4.65	5.40
	<b>Total</b>	<b>32.56</b>	<b>26.76</b>	<b>30.99</b>
Expenditure	State	2.46	11.06	12.94
	Center-Government	14.22	17.46	5.63
	Others	7.63	7.06	5.59
	<b>Total</b>	<b>24.31</b>	<b>35.58</b>	<b>24.16</b>
Outstanding	State	9.54	16.05	3.11
	Center-Government	6.35	6.35	0.07
	Others	4.81	2.41	2.22
	<b>Total</b>	<b>20.70</b>	<b>24.81</b>	<b>5.4</b>

Source: Primary Data

Pazhayanoor Grama Panchayath has implemented many projects for upgrading the rural structural developments. Pazhayanoor Grama Panchayath consists of 22 Wards and the panchayath has implemented many housing Schemes through the funds under the heads of Plan fund, Development Fund, Central Share allocation, and Block Fund. Along with these funds, HUDCO loans are also availed to implement the housing Schemes. Various Components of the Housing schemes implemented by the Pazhayanoor Grama-Panchayath are detailed below

1. Life Phase –I
2. Life Phase-II
3. Life Phase –III (land less to land and House)
4. Life Houses for SCP projects (SCP Fund)
5. Life Houses For TSP Projects (TSP-Fund)

As per the guidelines issued by the Government of Kerala, the maximum amount admissible for the general category for the construction of a house is Rs.400000/- (Rupees Four lakh only for 700 Sq.ft Houses with sanitation facilities). But in case of SC/ST beneficiaries belonging to the remote areas, it is Rs 600000/- (Rupees six Lakh only for 700 Sq.ft Houses with sanitation facilities). The selection for the said scheme by the local body, on scrutiny of applications, and physically reviewed by the Village Extension Officer. The details of Funds expended by the Pazhayanoor Grama Panchayath for the financial year 2020-21 to 2022-2023 to the said scheme are detailed below.

Table 5.11

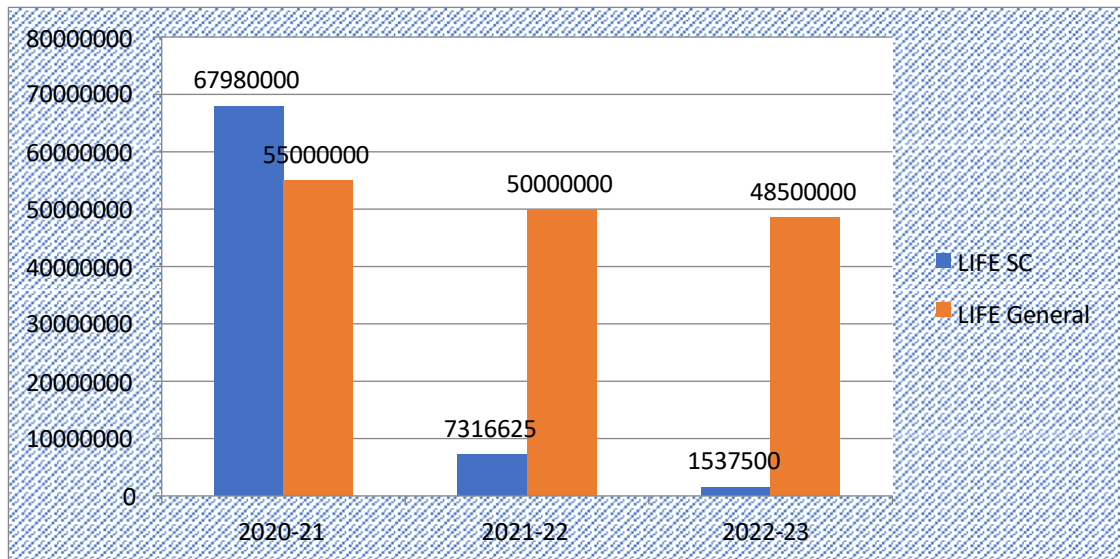
The details of Fund expended by the Pazhayanoor Grama panchayath for the financial year 2020-21 to 2022-2023- LIFE Scheme (Rs in Lakhs)

Year	LIFE SC	LIFE General	Total
2020-21	67980000	55000000	122980000
2021-22	7316625	50000000	122980000
2022-23	1537500	48500000	245960000
	76834125	153500000	491920000

Source: Primary Data

Figure 5.8

The details of Fund expended by the Pazhayanoor Grama Panchayath for the financial year 2020-21 to 2022-2023- LIFE Scheme



Source: Primary data

Table 5.12

Details of Beneficiaries -Received the LIFE Assistance From the Financial Year  
2020-2021 to 2022-2023

Year	No.of Beneficiaries (LIFE)	No.of Beneficiaries Not Completed (LIFE)	No.of Beneficiaries Completed (LIFE)
2017-18	22	6	16
2018-19	26	7	19
2019-20	18	1	17
2020-21	32	4	28
2021-22	21	0	21
2022-23	34	23	11
	153	41	112

Source: Primary Data Collected from the Grama Panchayath

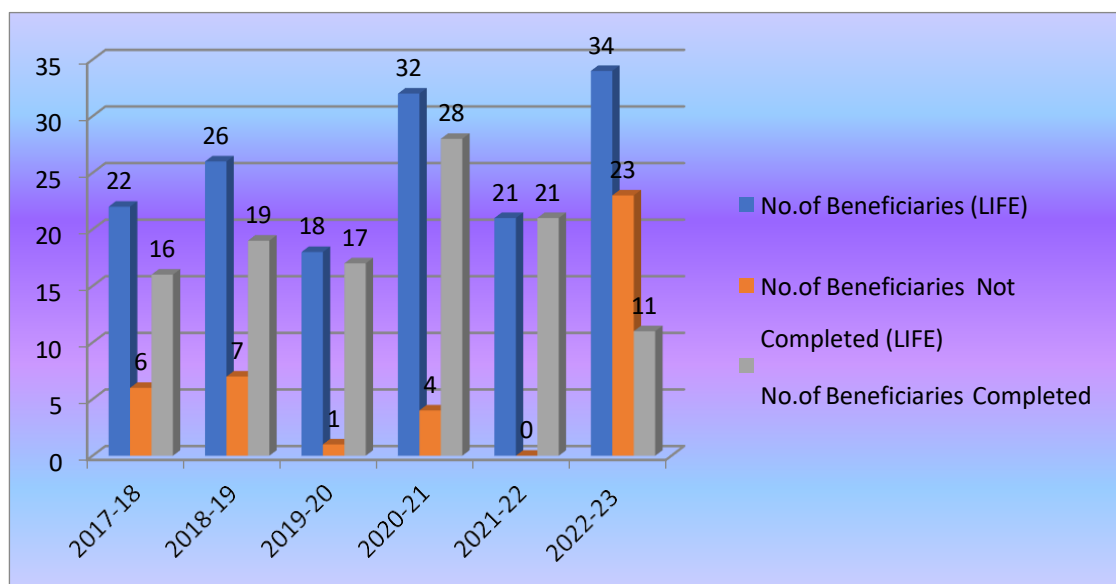
Table 5.12 shows the number of beneficiaries who received assistance for the construction of a House through the LIFE projects from the financial year 2017-18 to 2022-2023 one hundred and fifty-three beneficiaries received benefits for the construction of a LIFE house with Rs.. 400000/- per each house household in the Pazhayanoor Grama Panchayath. Out of 153 beneficiaries, only 112 have completed the construction of houses, even if the panchayath benefits were received. That is, 41 beneficiaries have not completed the construction of houses the expenditure incurred for these beneficiaries is not Efficient and fruitful. The objective of the LIFE projects was to provide financial assistance to the poor, people who have a lower income, for constructing houses. The above table highlights that during the financial year from 2019-20 to 2020-21, the number of completed beneficiaries is high when compared to the other financial years. In the Beneficiary survey, they replied that financial assistance

received from the panchayath is in four installments after the stage completion report is submitted. The amount received from the panchayath is not enough to complete the construction of the house at the present scenario, due increase in the wage rate and an increase in the price of raw materials. Along with the beneficiaries not being capable of filling the gap between the fund required and allotted.

During the COVID-19 period, the beneficiaries are not able to complete the construction of the houses as per the stipulated time period in the agreement. In the Rural Colony areas, the availability of water is not in adequate quantity; many of them mainly depend on the drinking water schemes implemented by the local bodies, such as (District Panchayath, Block Panchayath, and Grama Panchayath. The scarcity of water, the cost of materials, and the increasing labor costs are the main constraints faced by the beneficiaries in the Pazhayanoor grama panchayath.

Figure 5.9

Details of Beneficiaries -Received the LIFE Assistance from the Financial Year 2020-2021 to 2022-2023



Source: Primary Data

Table 5.13

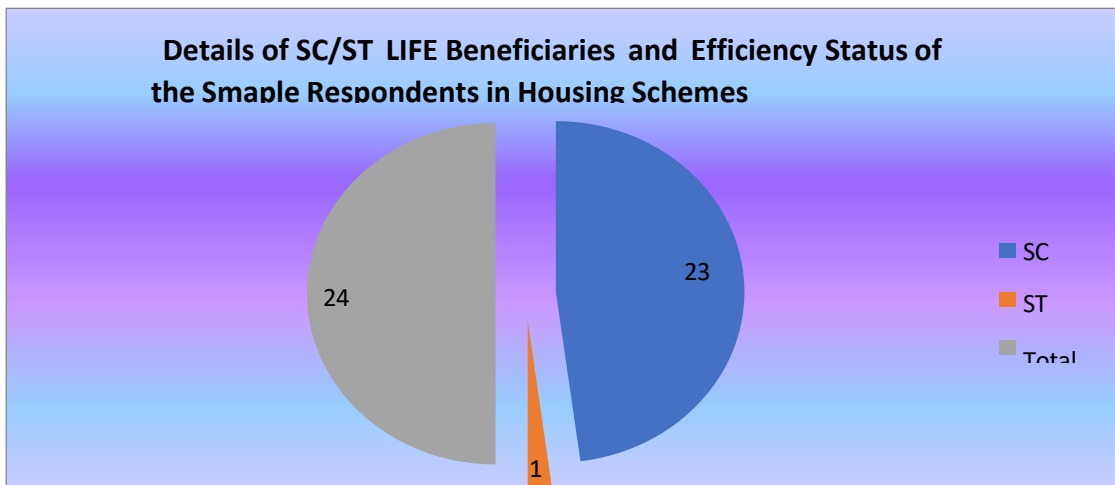
Details of Beneficiaries –Status-wise classification of the SC/ST Beneficiaries from the financial year 2020-21 to 2022-23

Caste wise Classification of Beneficiaries	SC	ST	Total
No.of Beneficiaries- SC/ST	23	1	24
Number of Benefiaries Completed	10	0	10
Number of Benefiaries Not Completed	13	1	14

Source: Primary Data

Figure 5.10

Details of Beneficiaries –Status-wise classification of the SC/ST Beneficiaries from the financial year 2020-21 to 2022-23



Source: Primary Data

Table 5.13 shows the status of the LIFE housing schemes implemented among the SC/ST beneficiaries during the period from 2019-2020 to 2022-2023. Only twenty-three scheduled caste respondents and only one ST beneficiary were selected for the said Scheme. Out of twenty-three, only 10 beneficiaries have completed the construction of houses under the scheme; the remaining 13 beneficiaries have not completed the construction of a house, i.e,43.47% of the funds utilized for the said

scheme were not effective, and the intended objectives of the scheme by the local bodies are not achieved. Life Housing Schemes in backward communities are not efficient and effective due to the following conditions. 1) Many of the Scheduled caste and tribal beneficiaries are financially insolvent.2)- Allocation of funds received from the local bodies to other purposes rather than the construction of the house. 3) Lack of awareness about the schemes. 4) Many of the beneficiaries are females, and the funds are transferred to the Bank account of beneficiaries inappropriately knowledge regarding the operation of bank accounts and other technical matters.,the contractors are the withdrawers of the money from the SC/ST Beneficiaries. These are the main reasons for the incompleteness of Houses.

There are a number of community housing schemes implemented by the Pazhayanoor Grama Panchayath to promote the welfare of the community, as detailed below.

**Pazhayannur Grama Panchayat – “She-Lodge”**

As the Assistant Engineer Implementing Officer of Pazhayannur Grama Panchayath, the She-lodge Construction Project was formulated in the 4th ward of Vadakkethara Village in Pazhayannur Grama Panchayath under Project No. 291/19 with an outlay of Rs 40,00,000/-the details of the project are exhibited in Table 6.13

Table No.5.14

Details of the She-lodge Constructed by the Pazhayanoor Grama Panchayath

Name of the work	Pazhayannur-Grama panchayath Construction of She-Lodge
Amount Allotted	40,00,000/-
Total Value of the Work Done	31,41,521/-

Source: Primary Data

The public housing scheme project was implemented by the Pazhayanoor Gram Panchayath in the construction of the She lodge. The main objective of the project was to protect women from outside areas by providing adequate hostel facilities at affordable rates. The scheme is mainly implemented at the District panchayath and the municipality level. The initiatives taken by the Pazhayoor Grama Panchayath are very appreciable. The scheme implemented by the local self-government is too appreciable and a model for other panchayaths. Under the case study approach, it is clearly understood that the efficient and effective implementation of the housing scheme is achieved at the community level.

### **Construction of “Pakal Veedu”**

The Pazhayanoor grama panchayath had constructed a “PakalVeedu” at Pazhayoor for senior citizens in the grama panchayath with all modern facilities. The main objective of the project was to improve the welfare of the senior citizens in the grama panchayath. The details of the project are implemented as detailed in the table below.

Table No.5.15

Details of the She-lodge Constructed by the Pazhayanoor Grama Panchayath

AS Amount	24000000
Amount for Which TS Issued	20000000
Amount Expended	1288057

Source: Primary Survey

### **Construction of SC/ST study room**

Pazhayannur Grama Panchayath had implemented the projects for constructing SC/ST study rooms from the period 2020-21 to 2022-2023. An amount of Rupees 2573254/- was expended for the said purpose are as detailed below.

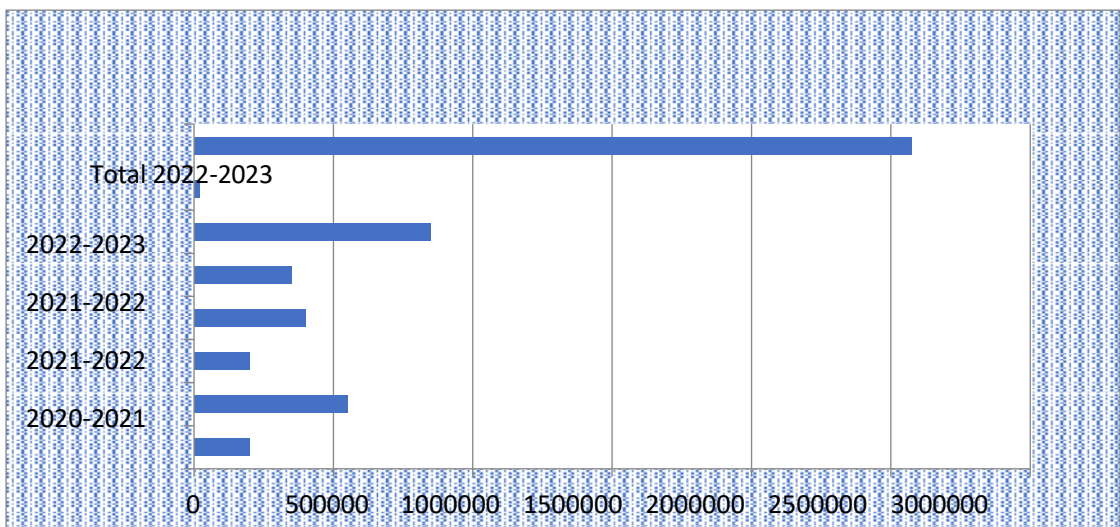
Table No.5.16

Details of the Fund Utilized by the Pazhayanoor Grama Panchayath for constructing SC/ST Study Room

Financial year	Total Fund Allotted (₹)
2020-2021	200000
2020-2021	551294
2020-2021	200000
2021-2022	400000
2021-2022	351294
2022-2023	850000
2022-2023	20666
Total	2573254

Figure.5.11

Fund Utilised for Construction of SC-Study Room By Pazhayoonr GP



The SC/ST study room projects are implemented by the Grama Panchayath to provide a study room for the children studying up to the graduate level. The criteria for selection are that the candidate belongs to the SC and ST community, along with their annual family income below 2 lakh rupees per year. The Amount given to the selected beneficiaries is two lakh rupees in four instalments. The first instalment of Rs.. 50000/- was given to the beneficiary at the time of execution of the agreement remaining amount was allotted based on the stage valuation certificate given by the panchayath. The above table and figure show the amount expended by the Grama Panchayath from the financial year 2020-21 to 2022-23, the total expenditure for the same was Rs. 2573254/-. The efficient and effective scheme was implemented for the additional benefit of the house construction..

In the case study of the Pazhayannur GP, it is understood that the Pazhayannur Grama Panchayath had taken many initiatives to protect students, senior citizens, and traveling women. It includes the construction of Pakalveedu, She-lodge, and SC/ST study rooms. The contributions made by the Panchayath in this field are highly significant.

### **5.11 An analysis of Housing schemes implemented by the sample Grama Panchayaths.**

The Housing Schemes implemented by the Grama Panchayath are mainly public housing schemes and private housing schemes for the selected beneficiaries. The social or public housing schemes are the construction of Pakal Veedu, the Construction of Vanitha Hostel, the Construction of “She Lodge”, and community welfare centers like old age homes and Balika sadans fall under the category of public utility housing schemes. The private housing schemes implemented by the local bodies, especially the Grama panchayath, are as detailed below:

## PMAY house construction Scheme

1. LIFE General
2. LIFE Phase I
3. LIFE Phase II ( land Less and Home Less)
4. LIFE 2020
5. LIFE SC Additional
6. LIFE ST Additional

These are the seven categories of the LIFE schemes implemented by the local bodies. The fund allotted for individual beneficiaries is rupees four lakh for each, and rupees six lakh is sanctioned to the ST community who reside in remote or forest regions. LIFE phase-II, the local self-government provides provisions for the landless people to purchase land, and the cost of the land is borne by the LSGD. After that, the provisions for constructing the LIFE scheme are ensured for LIFE Phase II beneficiaries. The details of the source of funds are detailed in the table below

Table No.5.17

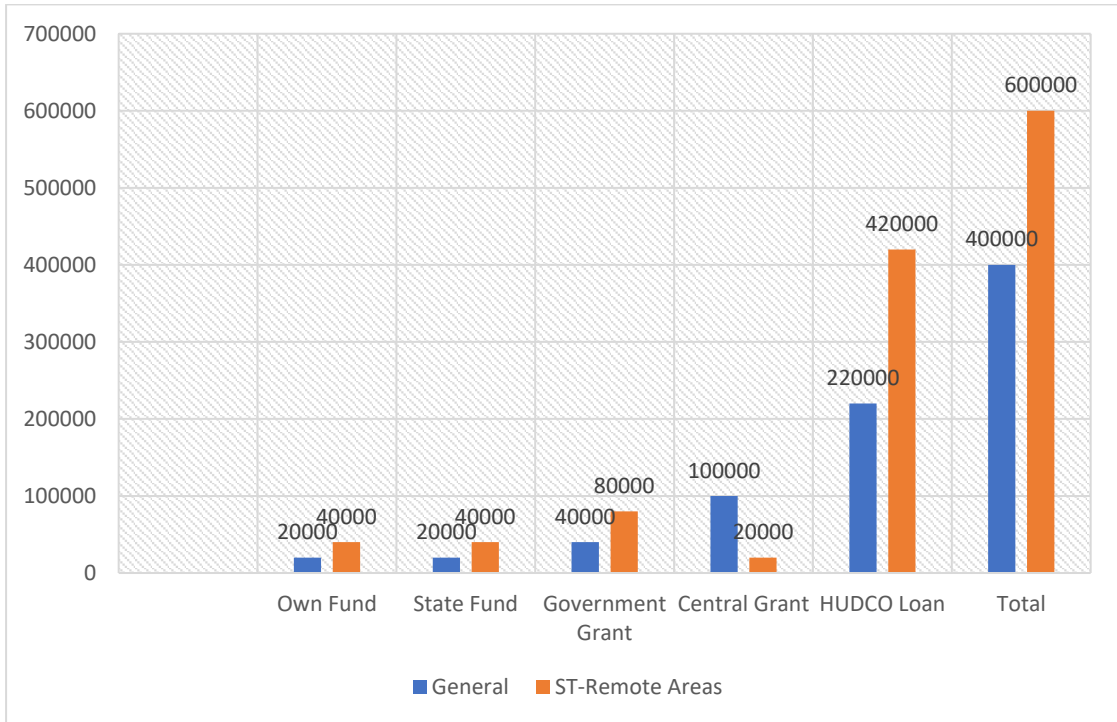
### Details of the Fund Allocation for LIFE Schemes

Source of Fund -LIFE	General	ST-Remote Areas
Own Fund	20000	40000
State Fund	20000	40000
Government Grant	40000	80000
Central Grant	100000	20000
HUDCO Loan	220000	420000
Total	400000	600000

Source: LIFE Guideline, 2020

Figure No.5.12

Details of the Fund Allocation for LIFE Schemes



The efficiency of the Life scheme implemented by the selected gramapanchayath by using the following parameters is as detailed below.

1. Ownership of the House
2. Type of House Owned
3. Expenditure incurred by the Grama Panchayaths
4. Number of House Construction Completed through Various Schemes implemented by the Panchayath.

#### 5.12. Ownership of the House by Sample Respondent.

Ownership of the house by the sample respondents is the prime factor in determining the efficiency of the housing schemes adopted by the local bodies. If the number of landless and homeless people is addressed then the distribution of house construction schemes is least efficient. Out of twelve grama panchayath selected many of the panchayath not fully expended the amount allotted to the housing schemes.

Table No.5.18

Ownership of house by the sample Respondent.

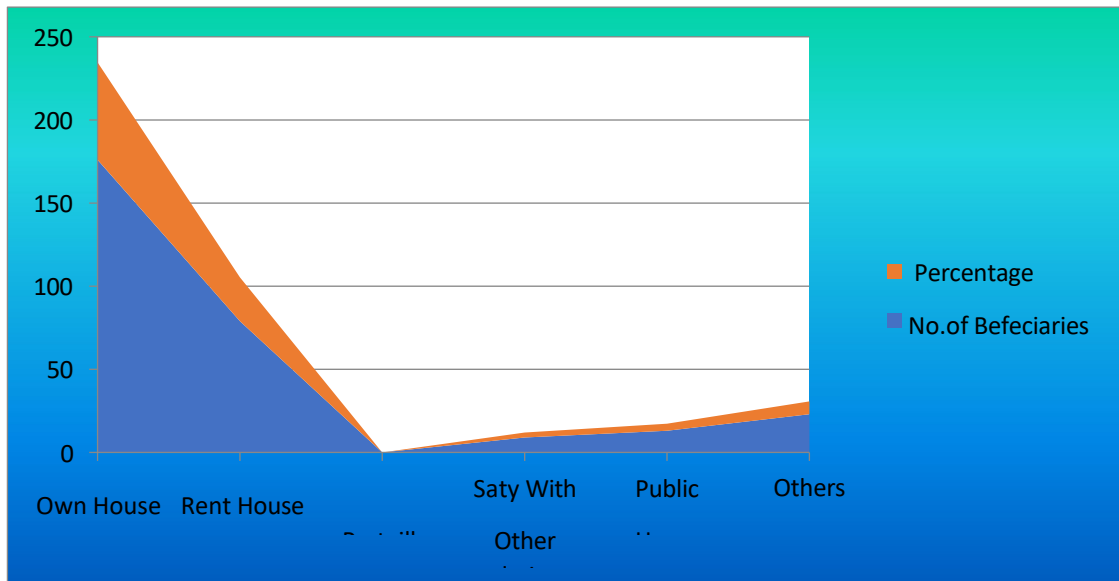
Category	No. of Beneficiaries	Percentage
Own House	176	58.67
Rent House	79	26.33
Partially Rent	0	0.00
Stay With Other relatives	9	3.00
Public Home	13	4.33
Others	23	7.67

Source: Primary Data

The above table 5.18 shows the ownership status of the house where the sample respondent. Fifty-Nine (59%) of the sample respondents are residing at their own house, and seventy-nine sample respondents reside in a rented house, i.e, 26.33% of the total sample respondents. The sample respondents have no houses, and they are not able to reside in rental houses due to the financial crisis; they are occupying houses of other relatives and public utility homes. The percentage of the sample respondents in public homes and staying with other relatives is 13% and 23% respectively. This indicator - ownership of houses by residents shows that the local bodies are not able to provide a sufficient number of houses who are needy in the jurisdiction of the local bodies.

Figure.5.13

Details of Beneficiaries – Ownership of house by the sample Respondent



### 5.13. Type of House Owned by the Sample Respondent.

The type of house owned by the owned by sample respondents is the second criterion for examining the efficiency of the utility services offered by the local self–government. The present study is limited to examining the efficiency of the utility services provided by the LSGD in Thrissur district. Various types of houses owned by the sample respondents are Thatched roofs. Titled roof, Concrete Roof, Trussed roof, and others. The economic status of the sample respondents is also measured through the type of houses they reside. Hut and thatched roofs show a low level of economic status, and houses with concrete roofs with all modern amenities are a reflection of good socio-economic status. The table below shows the types of houses owned by the sample respondents in various grama panchayaths in Thrissur District.

Table No.5.19

Ownership of house by the sample Respondent

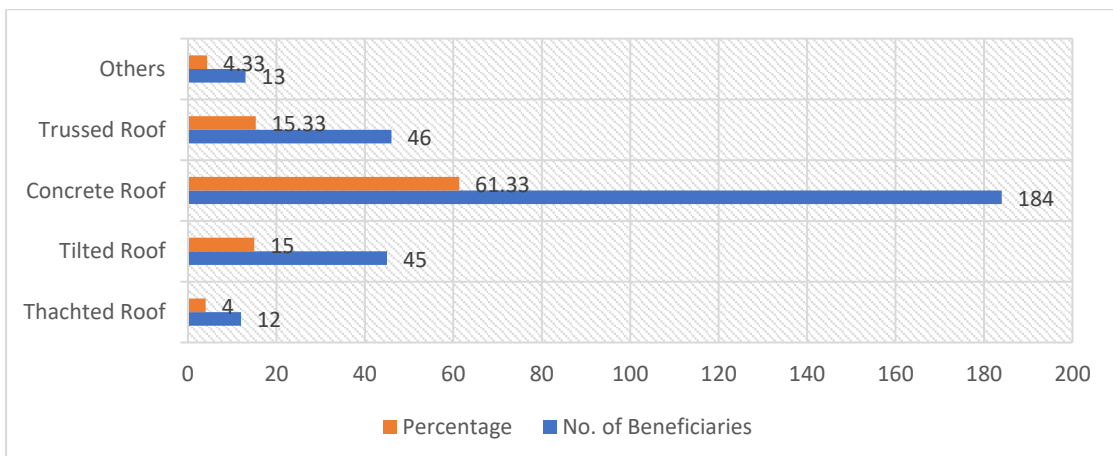
Category	No.of Beneficiaries	Percentage
Thachted Roof	12	4.00
Tilted Roof	45	15.00
Concrete Roof	184	61.33
Trussed Roof	46	15.33
Others	13	4.33

Source: Primary Data

The above 5.19 shows that out of three hundred sample respondents, 12 respondents are living in a hut/Thatched roof, which is 4% of the total sample respondents. The number of sample respondents residing in concrete houses is 184(61.33%) of the total sample respondents, and 15 percent of the sample respondents reside in trussed roof houses. The table reveals that nearly 54 percent of the sample respondents need financial assistance from the local self-government because they have their own house, but the house is not in good condition. The selected local bodies expressed their grievance that the inadequacy of funds was the main constraint faced by the local bodies for providing and implementing housing schemes.

Figure 5.14

Status of House owned by the sample Respondent.



**5.14. Expenditure incurred by the selected Gramapanchayath for Housing Scheme implementation.**

The table below depicts the expenditure incurred by the selected Grama Panchayath from the financial year 2019-20 to 2022-23. The expenditure incurred for various housing schemes from the year 2019 to 2023 shows a declining trend, that is it ranges from 477 crores to 407 crores. That is detailed below.

Table No.5.20

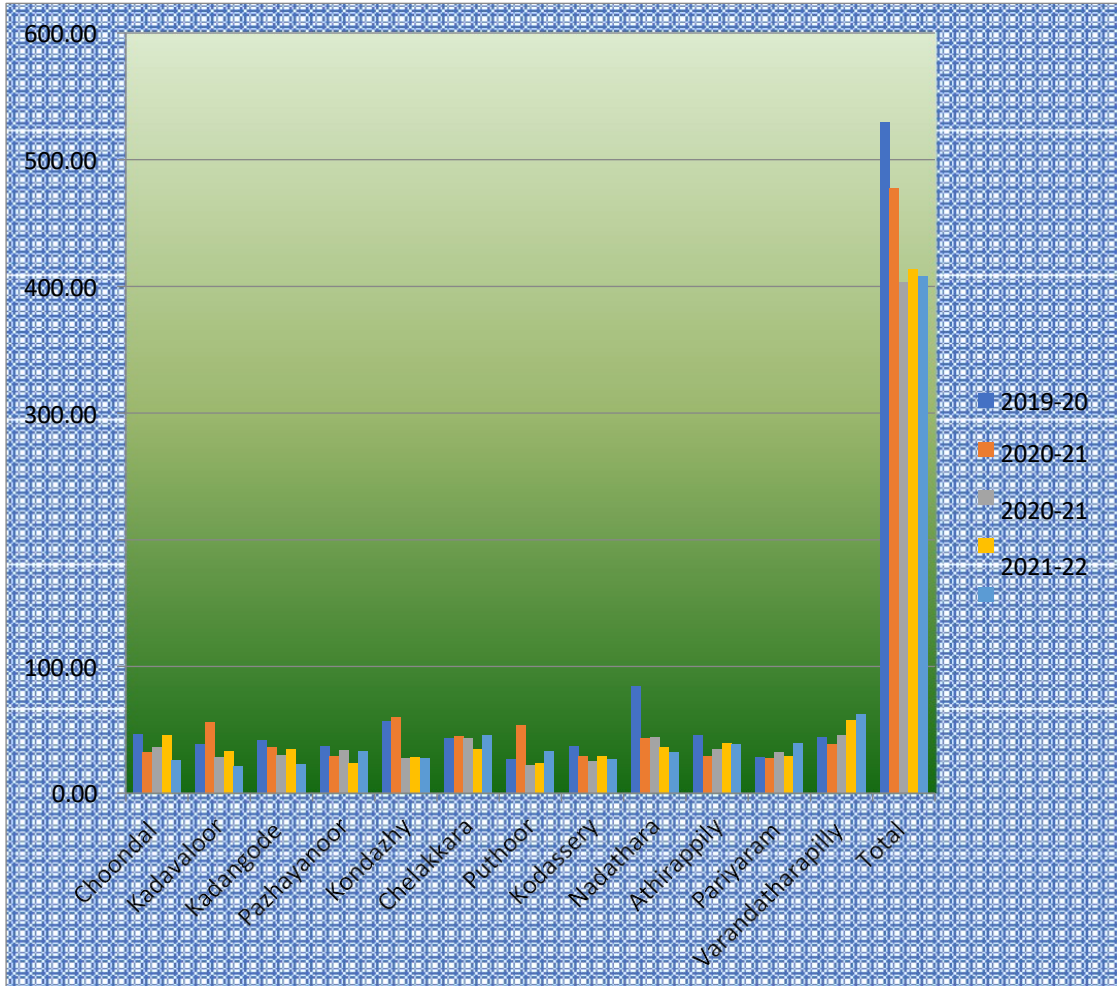
Details of the Fund Utilized by the selected Grama Panchayath in Thrissur District  
(Rs.Crore)

Name of GP	2019-20	2020-21	2020-21	2021-22	2022-23
Choondal	46.58	31.77	36.00	46.00	25.60
Kadavaloor	38.72	56.23	28.40	33.28	21.20
Kadangode	41.34	36.34	30.20	34.34	23.12
Pazhayanoor	36.72	28.72	34.00	23.45	32.65
Kondazhy	56.34	60.00	27.65	28.34	27.34
Chelakkara	43.33	44.45	43.23	34.35	45.28
Puthoor	26.82	53.32	22.34	23.30	33.19
Kodassery	37.15	28.78	25.30	28.60	26.76
Nadathara	84.36	43.45	43.73	36.34	32.50
Athirappily	45.67	28.66	34.56	39.45	38.23
Pariyaram	28.36	27.32	32.40	28.60	39.40
Varandatharapilly	43.97	38.23	45.70	57.30	62.43
Total	529.36	477.27	403.51	413.35	407.70

Source: Secondary Data.

Figure 5.15

Details of the Fund Utilized by the selected gramapanchayath in Thrissur District  
(Rs.Crore)



Source: Primary Data

Table 5.20 shows the statistical comparison of the fund utilisation by the selected Grama Panchayath in Thrissur. In the table for comparing the amount utilisation variance, correlation, and standard deviation are also assessed with funds utilised by each panchayath with the total expenditure allocation in each financial year. Pariyaram grama panchayath shows that a negative co-relationship exists between total fund utilisation and the share of funds utilised by the panchayath.

Table No.5.21

Statistical Comparison of the Fund Utilisation by the Selected LSGD For Various  
Housing Schemes

Name of GP	2019-20	2020-21	2020-21	2021-22	2022-23	Variance	Corr"r)	SD
Choondal	46.58	31.77	36.00	46.00	25.60	8893.77	0.41	18.81
Kadavaloor	38.72	56.23	28.40	33.28	21.20	13337.49	0.63	13.23
Kadangode	41.34	36.34	30.20	34.34	23.12	14430.69	0.83	6.85
Pazhayanoor	36.72	28.72	34.00	23.45	32.65	15706.51	0.40	16.75
Kondazhy	56.34	60.00	27.65	28.34	27.34	17203.35	0.91	16.70
Chelakkara	43.33	44.45	43.23	34.35	45.28	19100.88	0.26	4.43
Puthoor	26.82	53.32	22.34	23.30	33.19	21531.14	0.31	12.76
Kodassery	37.15	28.78	25.30	28.60	26.76	24386.23	0.91	4.61
Nadathara	84.36	43.45	43.73	36.34	32.50	27956.56	0.88	20.84
Athirappily	45.67	28.66	34.56	39.45	38.23	33401.38	0.32	6.28
Pariyaram	28.36	27.32	32.40	28.60	39.40	40192.49	-0.58	4.96
Varandatharapily	43.97	38.23	45.70	57.30	62.43	45123.98	-0.63	10.00
Total	529.36	477.27	403.51	413.35	407.70	3066.183	1.00	

Source: Computed By the Investigator.

Table 5.22 shows that the number of sample respondents received the benefit for constructing houses at various schemes implemented by the Sample respondents. The main schemes are PMAY, Life Various Faces, and the SC and ST additional List. Out of 300 sample respondents, 166 sample respondents are the selected beneficiaries of the housing schemes implemented by the selected local bodies.

Table No.5.22

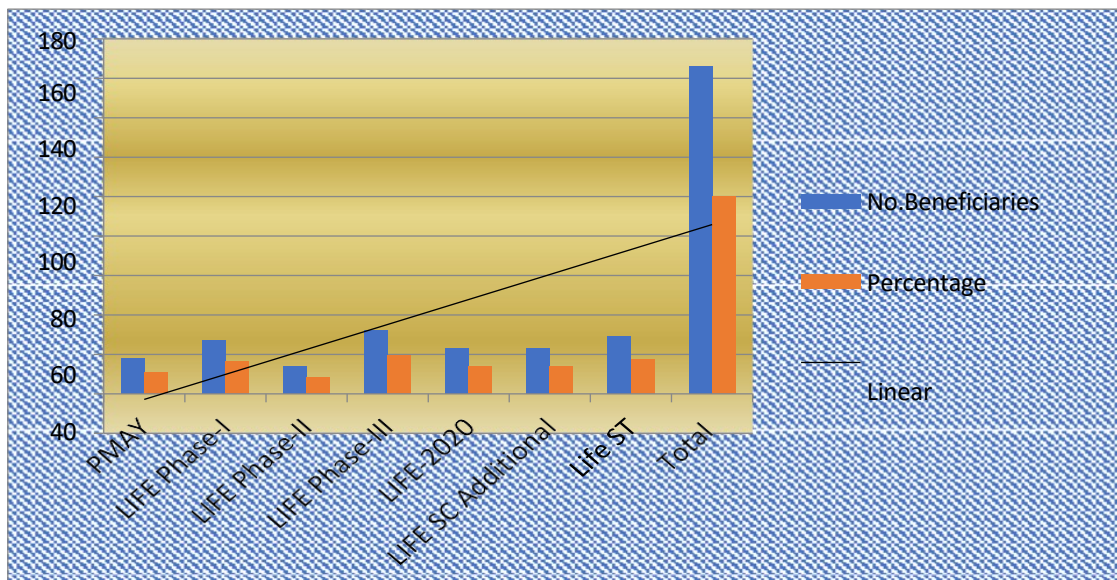
Number of Beneficiaries selected for LIFE Housing Scheme

Category	No. Beneficiaries	Percentage
PMAY	18	10.84
LIFE Phase-I	27	16.27
LIFE Phase-II	14	8.43
LIFE Phase-III	32	19.28
LIFE-2020	23	13.86
LIFE SC Additional	23	13.86
LIFE ST	29	17.47
Total	166	100.00

Source: Primary Survey

Figure.5.16

Number of Beneficiaries Selected for LIFE Housing Scheme



Source: Primary Survey

The above table shows that 29 sample respondents out of 166 respondents are ST respondents who are the LIFE Housing scheme beneficiaries. Only 18 beneficiaries were under the PMAY scheme. Now PMAY scheme was abolished and earmarked under the LIFE Scheme. During the field survey, the researcher identified that many of the beneficiaries have applied for the last two or three financial years. However, they were not selected under the said scheme because the guidelines for the LIFE housing scheme clearly stated that the applicant should not have their own house. In reality, many of the applicants have their own house, but that house is damaged and not fit to live. The condition stipulated in the guideline negatively affected the sample respondents.

Table No.5.23

Status of the LIFE Housing Schemes -of the selected beneficiaries of the selected Grama Panchayath in Thrissur District.

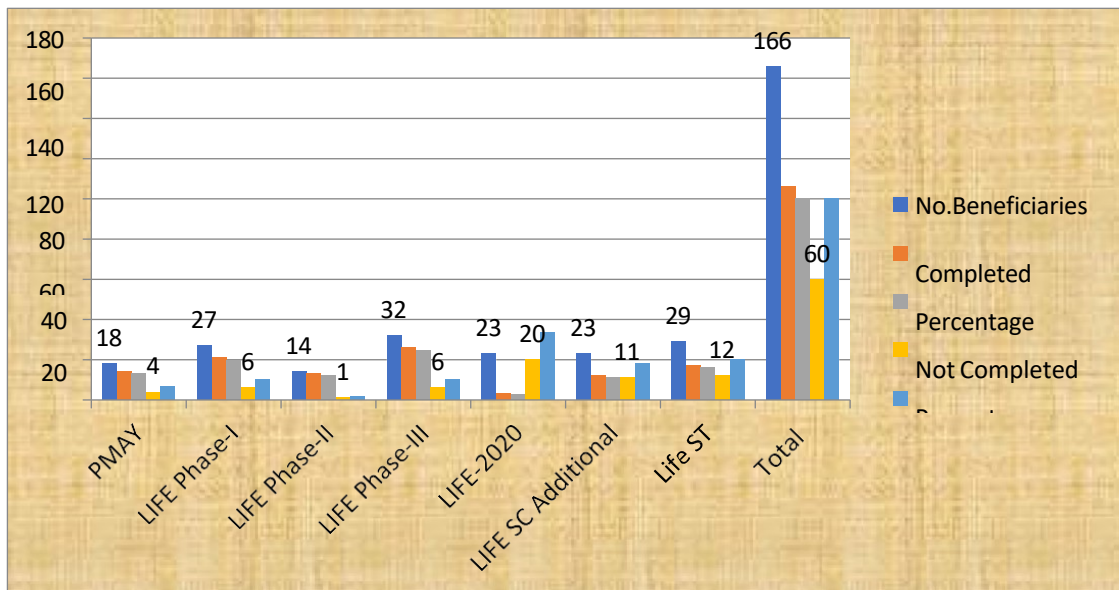
Category	No. Beneficiaries	Completed	%	Not Completed	%
PMAY	18	14	13.21	4	6.67
LIFE Phase-I	27	21	19.81	6	10.00
LIFE Phase-II	14	13	12.26	1	1.67
LIFE Phase-III	32	26	24.53	6	10.00
LIFE-2020	23	3	2.83	20	33.33
LIFE SC Additional	23	12	11.32	11	18.33
Life ST	29	17	16.04	12	20.00
Total	166	106	100.00	60	100.00

Source: Primary Data

Table 5.23 shows the present status of the houses constructed through the various housing schemes implemented by the local self-government of the selected GPs in Thrissur District. The total number of beneficiaries selected under the scheme was 166. Out of that, only 100 beneficiaries completed the construction of their houses, and the remaining 60 beneficiaries were not able to complete the construction of their houses, even if the number of instalments was received. Out of 60 incomplete respondents, 20 respondents come under the ST category, i.e., 20% of the incomplete sample respondents come under the ST Group.

Figure. 5.17

Status of the LIFE Housing Schemes of the selected beneficiaries of the selected Grama panchayath in Thrissur District



In general, 40% of the sample respondents have not completed the construction of the LIFE houses implemented by the local bodies it clearly indicates that the efforts taken by the local bodies to complete the project were very poor and the monitoring of the said scheme was inelastic. so the efficiency of the utility services offered by the local self-government in respect of completion of the house construction was least efficient

and the money utilised for the said purpose was an unfruitful expenditure. The Consumer Surplus for the uncompleted house owners was negative, even if, a certain amount was received from the government.

### 5.12. Calculation of Cost-Benefit analysis for the Housing schemes.

The efficiency of the housing schemes delivered by the local bodies is analyzed through the cost-benefit analysis. Benefit Analysis is used to calculate the estimated cost and benefit of public as well as private projects. The various steps involved in calculating the cost-benefit analysis is as detailed below.

1. Identifying the problem
2. Calculate the total cost of each alternative
3. Estimate the value of the outcome
4. Compare the Cost and Benefit – calculation of the cost-benefit ratio
5. Make a decision

#### I. Calculation of Total Cost (TC= TFC TVC)

Normal cost identified the construction of LIFE Houses having 400 sq. The preliminary estimate prepared by the LSGD was taken as a normal cost. (i.e,6,50,000/-) considering the rate of raw materials, labour charges, and other incidental charges) Fund allocation by the LSGD is identified as the second indicator: Normal cost (Foundation cost-1,50,000/-, Structuring-2,00,000/-Plastering and other electrical work -3,00,000/-Total cost-6,55,000/-)

$TC = TFC + TVC$
$TFC = \text{Price of land}$
TVC = Material charges and labour cost as taken as variable cost for construction of life House
Hence, total cost is, TFC is taken as constant and assumed as zero
$650000 = 0 + (400000 + 250000)$

## II. Calculation of Total Benefit

Here, the researcher identified the benefits received by the life beneficiaries after the completion of the construction of the house if including financial benefit, Economic benefit, and social benefit. The beneficiaries received a financial benefit of Rs 650000/- , Economic benefits are an alternative cost benefit that reduces the alternative cost incurred by the consumer. Social benefits are calculated to measure public policies. In this research, social and financial benefits are taken for calculate the benefit. The final/ Total benefit of the beneficiaries is taken as a constant value of Rs. 650000/

## III. Calculation of Cost- Benefit Ratio

Benefit – cost = Net Benefit	
if Net Benefit is positive, it is beneficial to the beneficiary and if it is negative, it is not beneficial	
Benefit	₹.650000/-
Cost	₹.250000/- (₹.250000 Own spending is only considered as a cost. Fund expenditures by the Government are taken as Constant ₹.400000/-)
Net Benefit	₹. 400000

## IV. Interpretation of result

The LIFE Scheme was only beneficial for those beneficiaries who have spent Rs 2,50,000/-by their own contribution. If the beneficiaries are not capable of contributing the amount, the construction of the house is incomplete the benefits for the beneficiaries are not reclaimed. In case of LSGD, spending an amount of Rs. 4 lakh it is not enough to meet the normal cost identified for constructing LIFE Houses. In Public spending

intended objective of the scheme is only achieved if the government spends a minimum amount of Rs. 650000/- for each house. An equilibrium in Cost and Benefit is only attained through increasing the share of the housing scheme or while selecting the beneficiaries to spend the shortfall amount. It also helps to reduce the incomplete status of the said housing schemes.

### **5.13. An analysis of sanitation and schemes implemented by the sample Grama Panchayath**

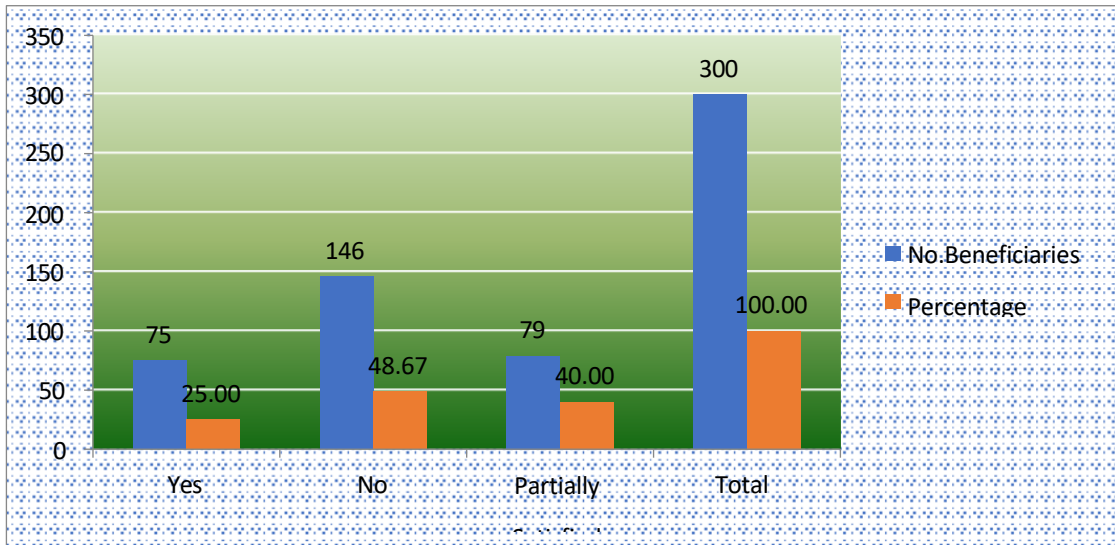
In this chapter, the researcher attempts to assess the efficiency of the sanitation schemes and water supply schemes implemented by the selected grama panchayath in Thrissur District. The sanitation schemes offered by the local self-government are in two ways i.e community sanitation facilities through the construction of public toilet in rural areas, especially in SC/ST colonies or individual household toilets are not available and secondly the community-based sanitation facilities passed through the construction of take break in grama panchayath level for ensuring the proper and hygiene sanitation facilities. Another way to promote sanitation facilities by individuals is providing assistance for the construction of toilets in existing houses, with the amount spent by each individual is Rs.. 8000/- per head. The indicators used to assess the sanitation facilities are as detailed below

1. Availability of Hygiene Toilet
2. Public toilet facilities in rural areas
3. Availability of a public Comfort Station at a public place

Table 5.24

Status of the sanitation facilities used by the selected Sample respondent

Category	No. Beneficiaries	Percentage
Own Toilet	204	68.00
Public Toilet	32	10.67
Open Spaces	36	12.00
Others	28	9.33
Total	300	100.00



Source: Computed Primary Data

Table 5.24 indicates the status of the sanitation facilities implemented by the Local Self-Government in the sample GPs. Sixty-eight percent of the sample respondents use their own toilet for their sanitation purposes among the twelve selected gramapanchayaths. Ten percent of the sample respondents used the public or community toilet constructed by the local self-government. One of the remarkable findings is that even though Kerala's economy is experiencing developmental and infrastructural growth, it is found

that 32% of the total sample respondents have no sanitation facilities. The Local bodies of these areas have failed to provide adequate sanitation facilities.

Table 5.25

Status of the assistance received by the selected Sample respondent

Category	No. Beneficiaries	Percentage
Assistance for Housing	160	53.33
Assistance for sanitation	43	14.33
Assistance for Drinking Water Schemes	74	24.67
Others	23	7.67
Total	300	100.00

Source: Primary Data

Figure 5.18

Status of the sanitation facilities used by the selected Sample respondent

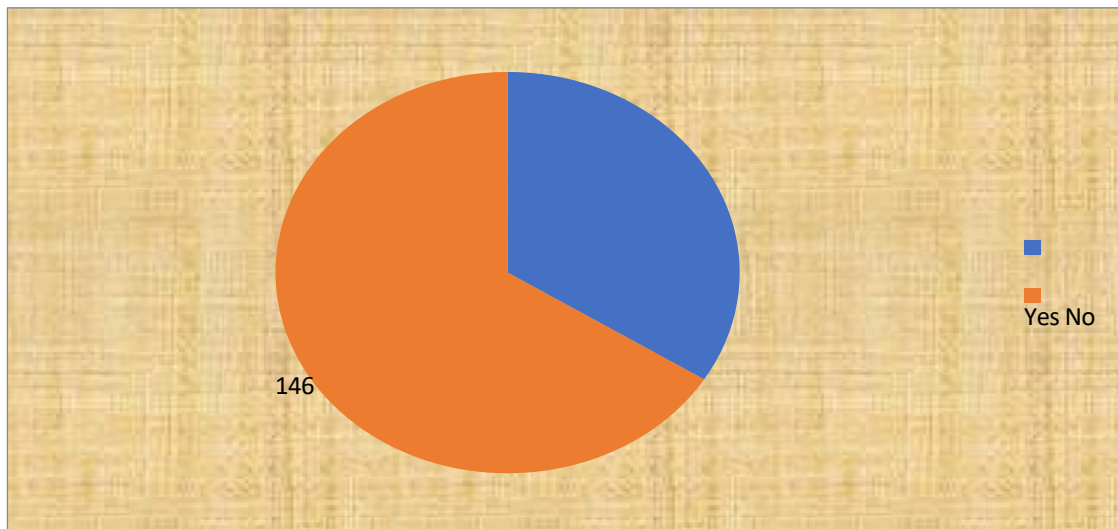
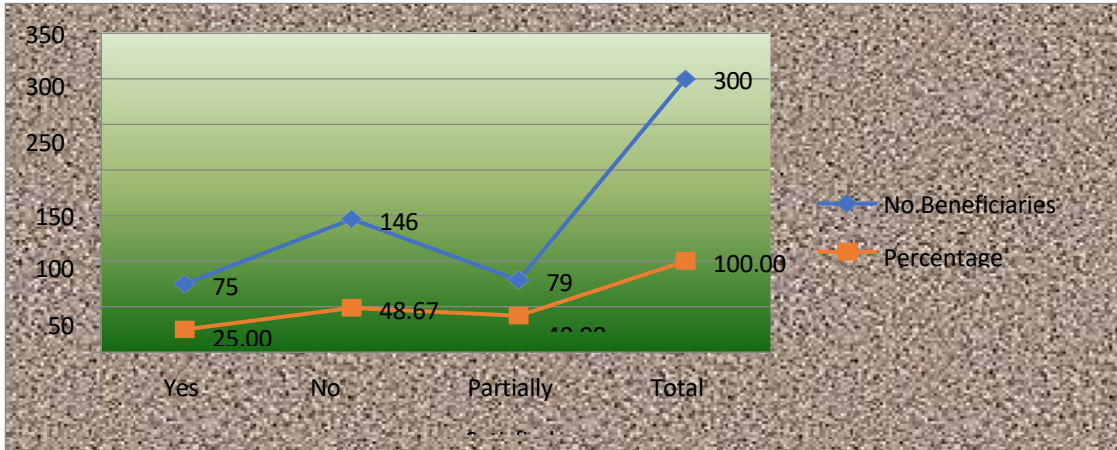


Figure 5.19

Status of benefit received from the gramapanchayath by the selected Sample respondent



Source: Primary Data

The above figure shows the satisfaction of the sample respondents who are received any kind of benefit from the gramapanchayath during the financial year 2018- 19 to 2022-23. Out of the 300 sample respondents, 280 respondents obtained benefits from the selected gramapanchayaths for various decentralized schemes implemented by the local bodies, such as the Life Housing Scheme, Sanitation schemes, and various drinking water schemes implemented by the LSGD.

Table 5.26

Reasons for rejection in the various schemes by LSGD- Response of the sample Respondents

Reasons	No. Beneficiaries	Percentage
Not Applied	2	10.00
Rejected in Gram Sabha	10	50.00
Political Interference	8	40.00
Total	20	100.00

Source: Primary Data

Table 5.26 shows that the reasons behind the non-attainment of benefits from the local bodies are not submitting applications, Non-availability of Proper documents, rejection in Grama sabha without valid reasons, and finally, political interferences are the leading factors behind it. Fifty percent of the sample respondents expressed that their application was rejected in the grama sabha without any valid reasons, and 40 percent of the sample respondents are convinced that high political intervention in the grama sabha is a solid reason for the non-attainment of the criteria for selecting the sample respondents.

Table 5.27

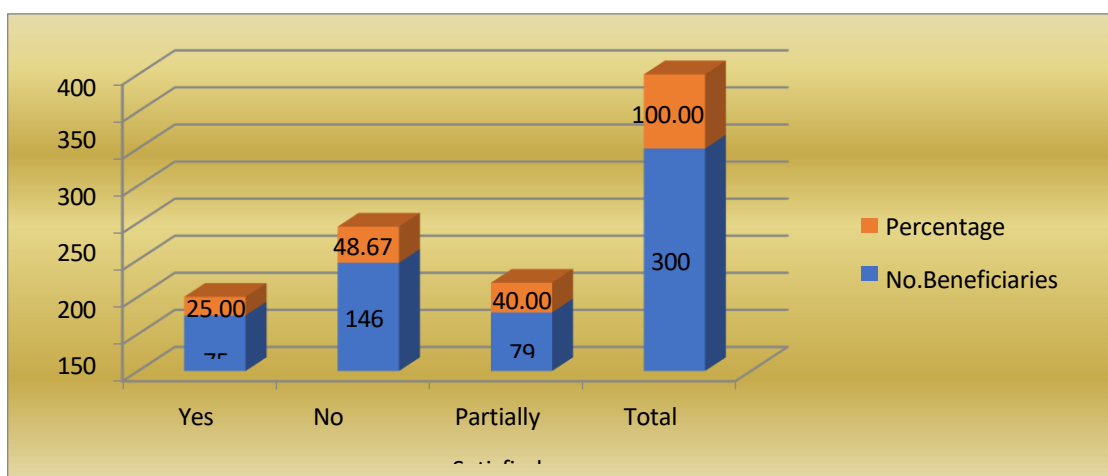
Satisfaction level of sample Respondents towards the various Schemes implemented by the LSGD.

Satisfaction Level	No. Beneficiaries	Percentage
Yes	75	25.00
No	146	48.67
Partially Satisfied	79	40.00
Total	300	100.00

Source: Primary Data.

Figure 5.20

Satisfaction level of sample Respondents towards the various Schemes implemented by the LSGD.



Source: Primary Data

The table shows the level of satisfaction derived by the sample respondents in the selected gramapanchayath, out of 300 sample respondents only 75 respondents (25%) of the sample respondents are satisfied with the various utility schemes offered by the Kerala, 49% of the sample respondents are not satisfied with the utility schemes offered by the LSGD in selected gramapanchayath. 40% of the sample respondents are partially satisfied with the utility schemes offered by the LSGD.

Below table and figure below show that various reasons are behind the dissatisfaction of the sample respondents towards the utility services offered by the LSGD in Kerala. The main reasons non-quality of public works, delay in completion, Absence of Maintenance, inadequacy of fund and political influences are the main reasons for the non-satisfaction of the sample respondents 9.33% of the sample respondents are 28 sample respondents (9.33%) of the sample respondents are expressed that quality of the public works are very poor in comparison with the works of private agencies. The majority of the sample respondents expressed that high political intervention in public works is the leading factor to reduce the quality of works (15.33%,46) are not satisfied the utility services offered by the LSGD due to the high political intervention.

Table 5.28

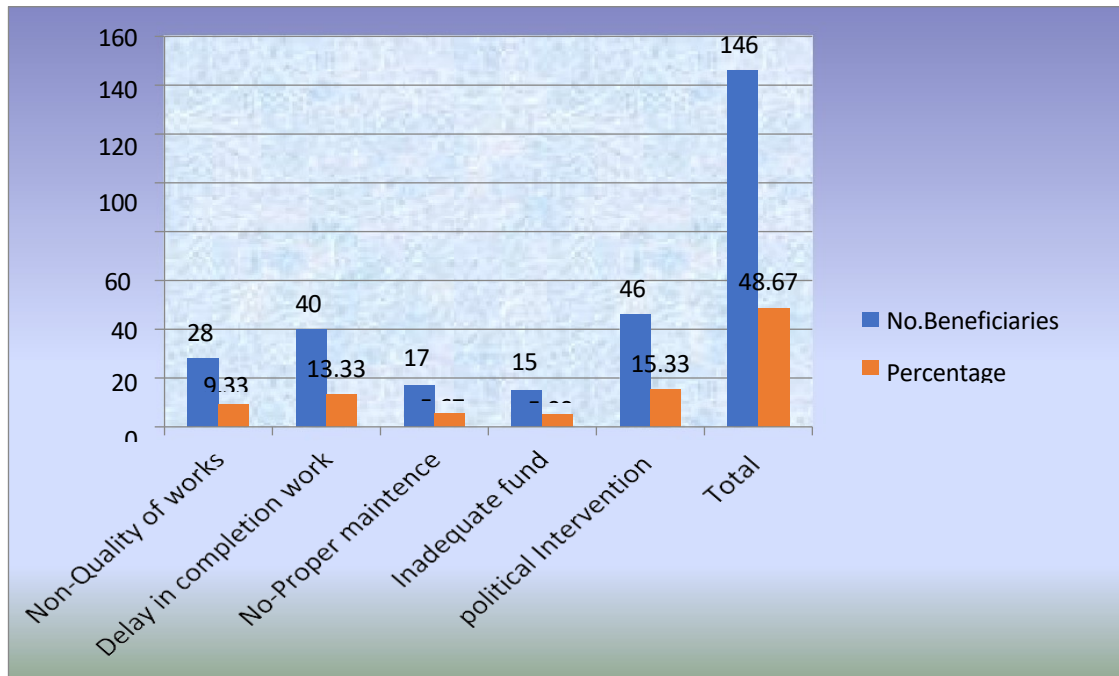
Reasons for Non-Satisfaction of sample Respondents towards the various Schemes implemented by the LSGD.

Reasons	No. Beneficiaries	Percentage
Non-Quality of works	28	9.33
Delay in completion work	40	13.33
No-Proper maintenance	17	5.67
Inadequate fund	15	5.00
political Intervention	46	15.33
Total	146	48.67

Source: Primary Data

Figure 5.21

Reasons for Non-Satisfaction of sample Respondents towards the various Schemes implemented by the LSGD.



Source: Primary Data

#### 5.14. Efficiency of the Drinking Water Schemes adopted by the Selected Gramapanchayath in Thrissur District.

The major utility services offered by the Local self-government are the distribution of drinking water to the entire community. Water is the basic need of human beings and all other living organisms. The local self-government had implemented two types of drinking water schemes: community-based and household-based. The ultimate aim of the community-based drinking water schemes are maximization of the welfare of the community and high infrastructural development in rural areas. The Local Self-Government allocates a major portion of the drinking water expenditure to community-based rather than individual-based. The main classifications of community-based drinking water schemes are:

### Local bodies Own funded Water distribution schemes

1. Local public taps distributed by Kerala water Authority
2. Jalanidhi Projects
3. Drinking Water scheme for SC
4. Drinking Water Scheme for ST
5. Drinking water scheme for –General

The household drinking water schemes implemented by the local bodies provide assistance for making new open wells, domestic pipe connections and Assistance for the construction of well walls and finally distribution of water cleaning materials, etc. The indicators used to assess to understand the efficiency of the drinking water schemes implemented by the local bodies are

1. Source and availability of the Drinking water.
2. Amount expended by the LSGD.
3. Quality of the drinking water distributed through the LSGD water sources.

Table 5.29

#### Source of Drinking water by the Sample respondent

Source of Drinking water	No.Beneficiaries	Percentage
Own open well	79	26.33
Panchayath Open well	114	38.00
Pipe Connection	89	29.67
Others	18	6.00
Total	300	100.00

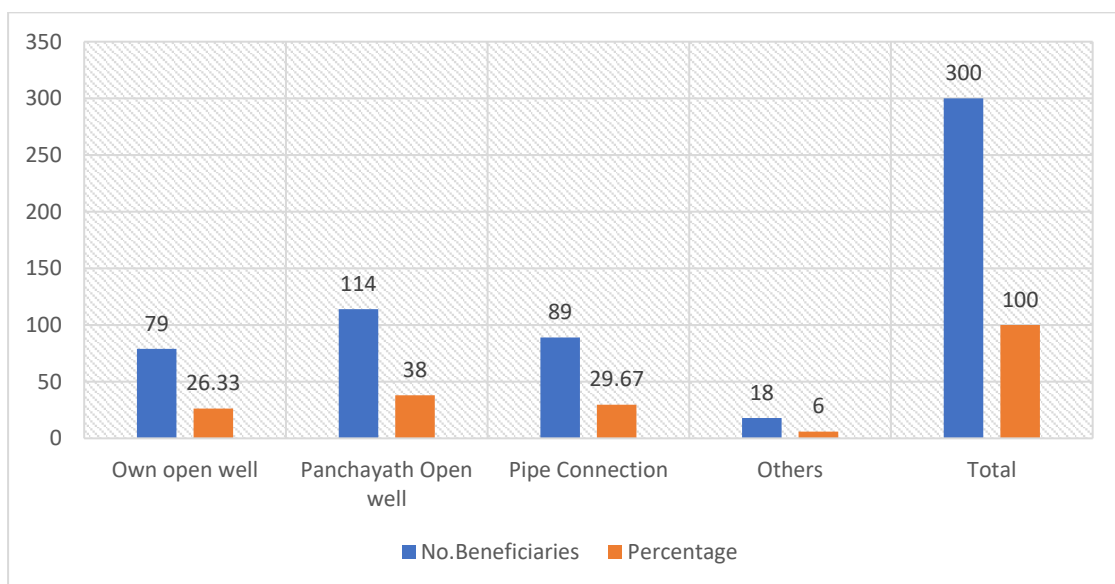
Source: Primary Data

The table 5.29 shows the source of drinking water available to the sample respondents. The main source of water is own open well, Panchayath open well, pipe connections

domestic and common pipe connection, Bore well and other source. During the period of data collection, many of the colonies and rural areas the areas which water table is too low and non- non-availability of surface water during the summer seasons, is experiencing a crucial shortage of drinking water. 26.33% of the sample respondents depend on their own well for drinking water, and 114 (38%) sample respondent depends the Panchayath Open well. Domestic Pipe connections providing by the local bodies are depended by the 30% of the sample respondents. In General, it is understood that the scarcity of drinking water was the main problem faced by the people in Chalakudy and Ollurkara block panchayaths.

Figure 5.22

Source of Drinking water by the Sample respondent.



Source: Primary Data

Many of the sample respondents expressed their grievance that the drinking water schemes are not functioning, and the local bodies distribute water directly through vehicles.

Table 5.30

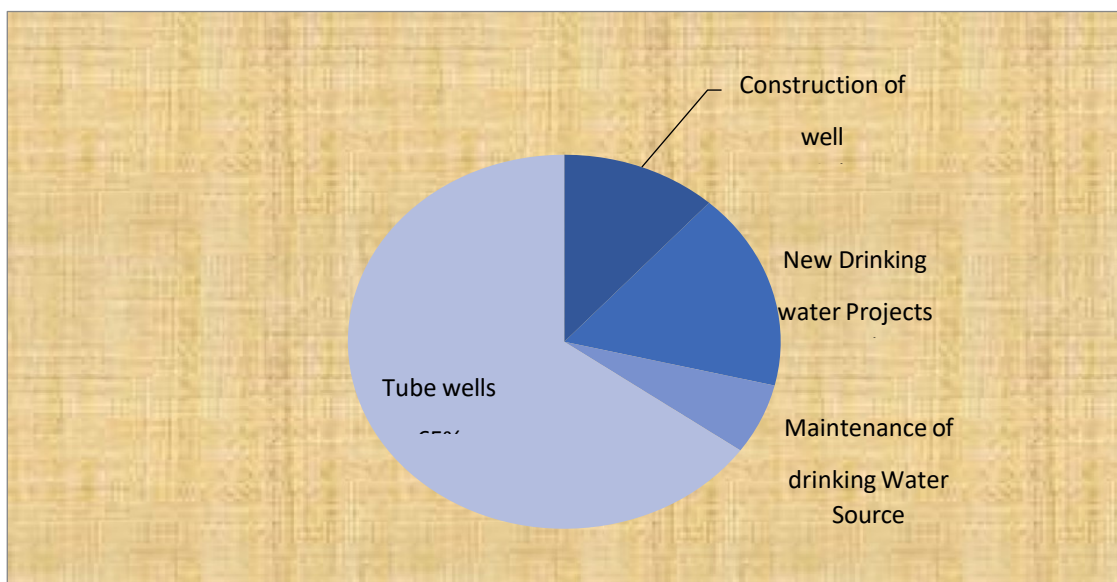
Availability of Drinking water by the Sample respondent.

Availability of drinking water	No. Beneficiaries	Percentage
Daily-Always	83	27.67
Hourly Basis	184	61.33
Once in a week	26	8.67
Monthly two -times	3	1.00
Not available	4	1.33
Total	300	100.00

Source: Primary Data

Figure 5.23

Availability of Drinking water by the Sample respondent.



Source: Primary Data

Table 5.30 shows the availability of drinking water to the sample respondents. The table reveals that only 28% of the sample respondents expressed that the drinking water is always available. That is clear indication of 72% (214 persons out of 300) of the sample respondents experiencing scarcity of drinking water. One of the other notable findings is that 184(61.33%) of the sample respondents expressed that the availability of water in an hourly basis, only two hours either in the morning or evening, was only distributed through the panchayath drinking water. schemes. sometimes water is distributed on alternate days only. The people in the rural areas are facing scarcity of drinking water in summer reasons and qualities of the drinking water in the rainy season are not hygienic.

Table 5.31

Fund expended by the Local bodies for ensuring drinking water.

Category	Amount Expended in (Lakhs)	Percentage
Construction of well	8600000	11.67
New Drinking water Projects	12600000	17.10
Maintenance of drinking Water Source	4500000	6.11
Tube wells	48000000	65.13
Total	73700000	100.00

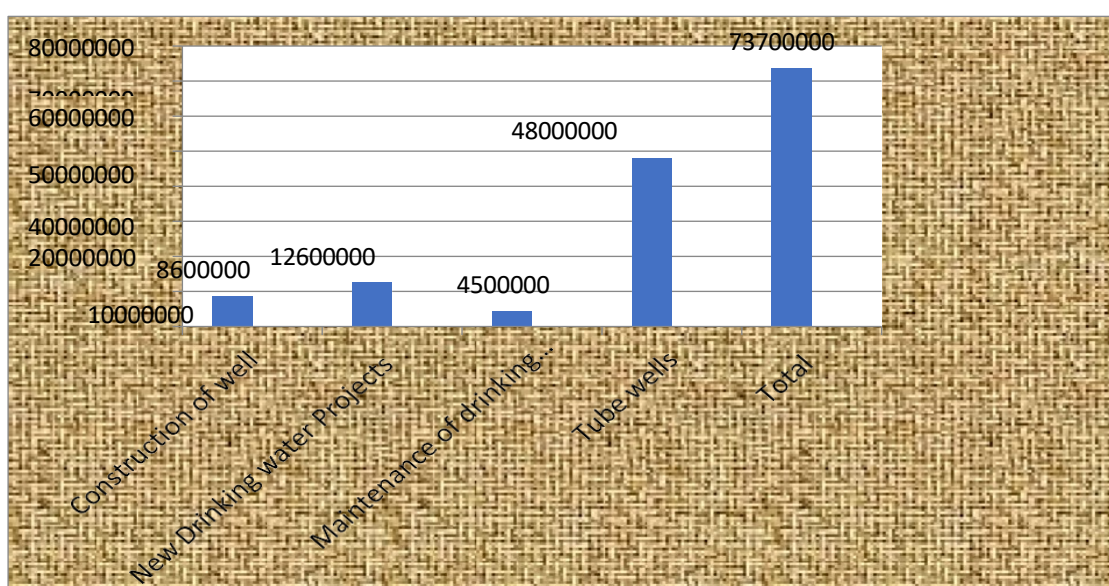
Source: Primary Data

Fund expended by the local bodies for ensuring drinking water schemes are another parameter used to examine the efficiency of the drinking water schemes implemented by the local bodies. The total amount expended by the selected twelve grama panchayath is Rs.. 73700000/- out of it Rs.. 8600000/-(11.67%) of the total expenditure is expended for the construction of new open well. The number of drinking water

schemes are implemented by the local bodies to ensure time bound supply of the water in rural colonies especially in Tribal colonies and SC colonies. The amount expended for the new drinking water projects is 1.26 crore, i.e, 17% of the total amount expended for the said scheme.

Figure 5.22

Fund expended by the Local bodies for ensuring drinking water.



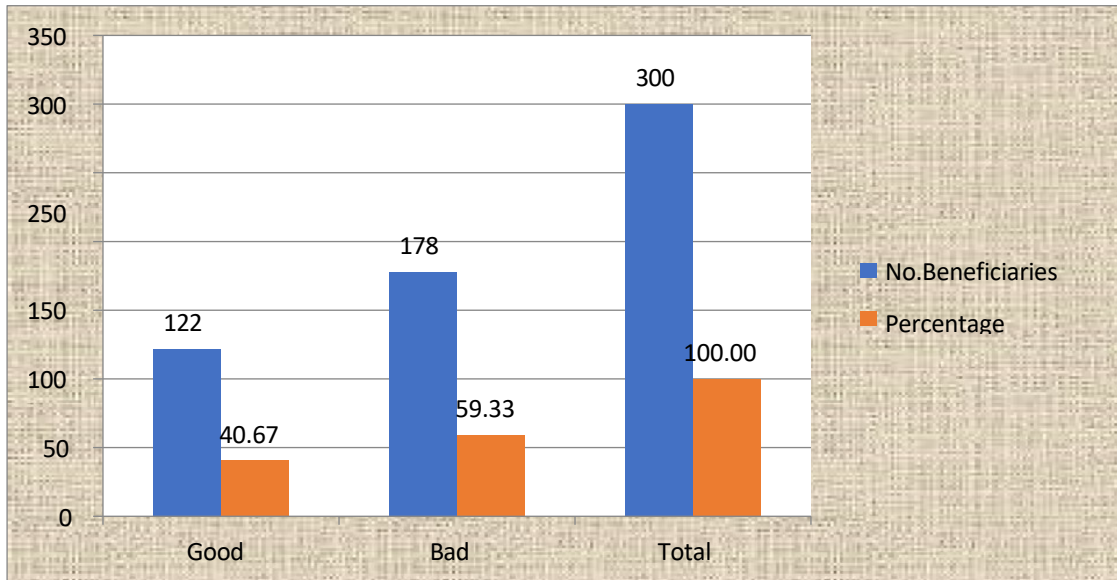
Source: Primary Survey

### 5.15. Quality of Drinking Water Distributed.

The quality of the drinking water distributed through the water supply schemes is examined through the scientific water contamination test in the Kerala Water Authority Quality Checking Lab. It is difficult to conduct the water contamination test of all water sources because of five water sources are selected. The criteria behind the selection of the water sources are the public opinion of the sample respondents regarding the quality of water distributed through the said schemes.

Figure 5.23

Opinion about the quality of drinking water distributed through the Utility Schemes.



Source: Primary Survey

Figure 5.23 shows the opinion of the sample respondents towards the quality of water distributed. Only 40% of the people expressed that water distributed through the local bodies' drinking water schemes is good in quality and is genuinely used for drinking purposes. But 178 sample respondents out of 300 sample respondents 59.33% opined that the quality of water is not adequate and the water is not fit for drinking and cooking. Some of the respondents are buying drinking water from other private agencies with an average cost of Rs.600/- per 2000 Litre tank. This water is only enough for a maximum period of 5 to 7 days. Then the average monthly expenses incurred for the drinking water is increased with range from rupees 2400 to 3000 per month.

To examine the quality of water checks five gram panchayaths are selected with prior intimation and permission obtained from the secretary of the bodies which are selected for the said purpose. i.e., Puthoor GP, Nadathara GP, Athirappilly GP, Kodassery and

Pariyaram GP were selected. The water contamination tests were conducted during the period of October and November 2023. The test result shows that E. coli and Coliform are found in four cases, which is a clear indication that the local bodies did not purify the water at regular intervals. The regular consumption of this water will inversely affect the health of the people who consume it.

### **Measurement of Consumer Surplus through Drinking Water Consumption**

The term consumer surplus means the difference between what the consumer is willing to pay and the actual payment for a commodity at a particular period of time. For calculating consumer surplus, the average annual expenditure of the sample households for purchasing water through the pipe connection for domestic purposes and the average annual expenditure incurred to purchase the same from the private agencies is calculated. The potential differences between these two expenditures are treated as the surplus gained by the consumer in that period.

The formula setting for calculating the consumer surplus of the beneficiaries is detailed below

Consumer Surplus = The consumer willing to pay in the private agencies - Actual payment done by the consumer for water consumption annually.

Consumer Surplus =  $(1/2) \times \text{Quantity at Equilibrium} \times (\text{Maximum Price} - \text{Equilibrium Price})$

Quantity - The total market demand for a given good or service at equilibrium.

Maximum Price - The maximum price that consumers are willing to pay.

Equilibrium Price - The price at equilibrium, per the supply and demand

The constraint faced while considering the quality of the water available from the private agencies is not identical to the water distributed through the public water supply schemes by the LSGD. The average annual price is normalized to reduce the fixing of the average price. In the field survey, the average equilibrium price for the water is identified by using the average function. The equilibrium point of the quantities consumed by the sample household belonging to the urban and rural areas is identified by using the quantity demand function and quantity supplied function.

Table 5.32

Consumer Surplus of the Consumers in Public Drinking water Schemes

Commodities	Open market Price	Public price	Surplus Amount
Drinking Water	600/2000 Litre	100/2000Litre	Rs.500
Drinking Water customized	1000/2000 Litre	700/2000Litre	Rs.1300

Source: Normalised Primary Data

Table 5.33

Calculated Result of Consumer surplus for Drinking water

Maximum price of water	600/2000 Litre
Equilibrium Price	Rs.200/1000 Litre
Quantity at equilibrium	1000 litre
Consumer surplus of water	500

Source: Normalised Statistical Results

Table 5.33 shows the result of the consumer surplus. This result is a clear indication of the efficiency of the water distributed through the public water supply schemes while keeping the quality of the water constant. The result exhibits that the maximum detail price of water in the open market is Rs.. 600/2000 Litre. The price is obtained from the

actual market price, and the equilibrium price of water is determined by using the supply and demand function of the price. To validate the equilibrium quantity, maximum and minimum functions are also used. The equilibrium price of water identified is Rs.. 200/Litre and the equilibrium quantity is 1000 Litre.

### **5.17. Conclusion**

In this chapter, the researcher tries to analyse the various utility services offered by the selected Grama Panchayath in the Thrissur district. To understand the efficiency of the services rendered, the socio-economic status of the sample respondents is identified, and one case study was conducted by the researcher to examine the various functions (Utility services of Pazhayannur Grama Panchayath in Thrissur District), and three-component services are analysed in detail. Fund allocation of each scheme, status of the schemes, beneficiaries' opinions about each scheme, and quality of the services provided are analysed in detail.

## Chapter- VI

### Summary and Findings of the Study

#### 6.1 Introduction.

The present study is an attempt to analyse the utility services delivered by the local self-government in Kerala A case study of Thrissur district. The main objectives of the study are really concentrated on the efficient and effective utilisation of the various schemes implemented by the local self-government in Kerala. The Plan formation by the adequate guidelines is state government along with the guidelines implemented by the Government of Kerala. The Area selected for the present study is Thrissur district, which is situated in the Middle East of Kerala the main geographical features are the population density of the district is 1,026 inhabitants per square kilometre and has a sex ratio of 1109 females for every 1000 males. The average literacy ratio of the district is 95.32% with 93.99% rural literacy and 95.97% urban literacy.

The State Government handed over 3.5 % of its Own Tax Revenue as a general-purpose fund and 6% as a Maintenance fund to LGs in 2021-22. 26% of the State Plan Outlay was devolved as a development fund for the efficient and effective implementation of Utility Services. Fifteenth Central Finance Commission had made a new recommendation regarding to the grants given to the Local governments under two streams, Basic Grants and Tied Grants. The total grants' 50% will be the Basic Grants and 50% will be the Tied Grants. To Kerala,

The total allocation is Rs.1628 crore. The grants should be distributed with a band of 70-85% for GPS, 10-25% for BPS, and 5-15% for DPs. The Tied grants can be used for basic services such as sanitation, Open Defecation Free status, supply of drinking

water, water recycling, and for rainwater harvesting. The basic Grants are used for the location-specific needs of Local Self Governments.

## **6.2. Government Initiatives to Improve Service Delivery**

1. The first five-year plan with the intention of increasing the standard of living of people and providing certain basic minimum needs the Minimum Needs Programme (MNP) was introduced. Modernising Government Programme (MGP) is the combination of administrative reforms, asset management, fiscal reforms, and service delivery improvement started by the various government departments in Kerala.
2. It is an important step by the Kerala government to transform service delivery on a long-term basis. MGP was funded by ADB with five pillars of reforms. To ensure basic services to the poor, build an enabling environment for growth, and fiscal sustainability at the State and local level, increase the efficiency and effectiveness of government function, efficient and effectively accessible LSGs are the five pillars of MGP.
3. Service delivery reforms were taken by the State government in 2003 through its service delivery policy. The Service Delivery Project was introduced in 2005, under the Modernising Government Programme. Service delivery standards and benchmarks with time norms for service delivery were developed under this project.
4. The government of Kerala formulated the Kerala Local Government Service Delivery Project in 2013 to increase the institutional capacity and to deliver services effectively.

5. KRWSA is also an important agency of the State government to execute the Rain Harvesting program. In the first phase of Jananidhi, the project was implemented in 112 GPs and the total cost incurred was Rs.411 crores 10.56 lakh population benefitted from 1,3694 small water supply schemes and 16 large water supply schemes.
6. The first phase also completed Rain Water Harvesting projects, groundwater recharge activities, latrines, environmental sanitation programs, etc. 115 GPs benefitted.
7. The second phase of Jananidhi. Total cost spent Rs 11.57 lakhs people benefitted from various schemes of Jananidhi projects strengthen the decentralised planning efforts in Kerala
8. The major achievements from the two phases of the project are that 5884 rural water supply projects are operated by communities. The operation and maintenance scheme of these projects are managed by the Community.
9. The project popularised the Rain Water Harvesting Programme and constructed 1.04 lakh individual latrines. The most remarkable thing is that it covers the majority of rural areas and it reaches most remote areas too. and finally, it strengthened gender equality by participating women leaders.
10. A district-level project achievement of the Jananidhi project shows that Thrissur has the highest, 26.16% coverage and the Kozhikkode district has the highest number of projects. by 5,884 schemes of Jananidhi, it benefitted 23,14,743 rural people. Malappuram had the highest number of connections and Thrissur had the second highest number of connections.

11. The central government allocates Rs.1,804 crore grant to the Kerala government to make provision for tap water supply to every home and it pushes for speedy implementation of “Har Ghar Jal” in Kerala by 2023. It is a fourfold increase in allocation from the Central government to realise the goal of tap water supply in every rural home by 2023.
12. The state provided 6.36 households with tap water connections. Now 34.26% of households have tap water connections in Kerala. The state has a goal to provide every household with a tap water connection by 2023-24. The total budget for the Mission is Rs.50,011 crore in 2021-22.
13. A total of 28.18 lakh rural households in Kerala provided with drinking water connections by the end of March 2022. Jal Jeevan Mission also provided drinking water supplies to schools and Anganwadi. In the Union Budget 2022-23 Rs.60,000 crore has been allocated to ‘Har Ghar Jal’ to provide tap water connections to 3.8 crore households.
14. Under Suchithwa Keralam Urban scheme, the LGs started solid waste management projects with a total outlay of Rs.7.40 crore and through Suchitwa Keralam Rural with an outlay of Rs.3.84 crore in 2021-22. Besides various programs for waste removal, there are many awareness campaigns also conducted to create awareness among the public.
15. The total financial help for SLWM projects under SBM (G) shall be on the basis of the total number of households in each GP, if the GP has 150 households, it will get Rs.7 lakh, like Rs.12 lakh up to 300 households, Rs.15 lakh up to 500 households and Rs.20 lakh for more than500 households.
16. The ratio of Central and State government assistance is 75:25 for SLWM projects.

17. The PMAY mission completed 50514 houses in the first Phase which have remained uncompleted from the old housing scheme. Phase I completed 93% of its target. Under phase II around 81% of homes have been constructed for the homeless people but have land.
18. Phase II started in 2017, aims to construct houses for the people who own land and completed 14627 houses.
19. The third phase concentrates on the people who have no land or house. Landless families will be given flat complexes in each district.
20. The beneficiaries received over 12,067 houses that were constructed under the “Life Mission Project” from the Chief Minister of Kerala in September 2021.
21. The State plan Outlay increases from 23.5% in 2017-18 to 26% in 2021-22. The maintenance fund also increased from Rs. 2183 crore to Rs.2943 crore and the General-Purpose fund also made a remarkable increase.

### **6.3. Socio-economic status of the Sample respondent and Utility Services offered by the LSGD.**

1. Out of the three hundred sample respondents 74 (24.67%) belong to the age group of 20-35.it is a clear indication that the youth group also receives benefits from the grama panchayath.
2. Only 9.33% of the sample respondents belong to the age group between 35- 50. One hundred and six (35.33%) of the sample respondents are falling under the age group above the 65
3. Gender-wise classification, It is clear indications of that women are more encouraged while considering the selection of beneficiaries at the participatory planning level at the ground root.

4. The sample respondents, 38% (114) of beneficiaries selected for the various projects/Schemes are males. 61 % (183 out of 300) are females and only one percent of the sample respondents belong to the other gender group (Trans-genders) and are selected as a beneficiary.
5. Out of 300 sample respondents 122 (40.67%) belong to the Hindu community and the percentage of the Christian and Muslim representation are 31% and 28% respectively.
6. 15.33 percent (46 persons) of the sample respondents have an education below SSLC. Out of 300 sample respondents, only 14.33 percent (43 persons) have completed the primary level. 24 percent (72 persons) of the sample respondents have completed high school education. The remaining 23 percent of the sample respondents have completed pre-degree and above.
7. The educational level classification of the sample respondent along with a polygamy trend line the line shows an increasing trend up to matriculation and after that, the number of beneficiaries declines when the education level reaches a degree and above.
8. The 8.33% of the sample respondents come under the category of the higher income group remaining 275 sample respondents belong to the middle- and lower-income group. It is a clear indication that the selection of the beneficiaries in the grama-sabha is efficient and the lower income groups are majorly included in the beneficiary list rather than the political and other influences.
9. The economic status of the sample respondents. out of three hundred sample respondents 225 (75%) belong to the below poverty line and 75 sample respondents belong to the higher above poverty line. seventy-five sample respondents had the

ration card with Above Poverty Line (General White cards) other than priority cards.

10. Out of 300 sample respondents 9.33% reside in a joint family. Two hundred and six sample respondents had nuclear families with family members less than five. Twenty-two percent of the sample respondents had small families with an average number of members was six.
11. The statistical comparison of the socio-economic variables and the volume of beneficiaries selected for the various schemes offered by the local self-government. The statistical comparison of the factors with socio-economic variables clearly diagnosed age, annual income, and employment of the applicable are the leading factors for the selection of the beneficiaries in ward sabha and grama sabha with the highest mean and standard Deviation

#### **6.4. Findings of -Case Study**

1. The total population of the grama-panchayath is 40256 persons, out of that 22556 are females and the rest of them are males.
2. The number of beneficiaries who received assistance for the construction of House through the Life projects from the financial year 2017-18 to 2022-2023 one hundred and fifty-three beneficiaries received benefits for the construction of LIFE house with Rs.400000/- per each house household in the Pazhayanoor Grama panchayath.
3. Out of 153 beneficiaries only 112 beneficiaries have completed the construction of houses even if the panchayath benefits were received. That is 41 beneficiaries have not completed the construction of houses the expenditure incurred for these beneficiaries is not Efficient and fruitful and the objective of the life mission is not validated.

4. In the financial year from 2019-20 to 2020-21 the number of completed beneficiaries is high when comparing the other financial years. In the Beneficiary survey, they replied that financial assistance received from the panchayath is in four installments after the stage completion report was submitted. The amount received from the panchayath is not enough to complete the construction of the house at the present scenario, due increase in the wage rate and an increase in the price of raw materials.
5. During the COVID-19 period the beneficiaries are not able to complete the construction of the houses as the stipulated period in the agreement.
6. In the Rural Colony areas the availability of water is not in adequate quantity many of them mainly depend on the drinking water schemes implemented by the local bodies such as (District Panchayath, Block Panchayath, and Grama Panchayath).
7. The scarcity of water, the cost of materials, and increasing labor costs are the main constraints faced by the beneficiaries in the Pazhayanoor grama panchayath.
8. Out of twenty-three, only 10 beneficiaries have completed the construction of houses under the scheme the remaining 13 beneficiaries have not completed the construction of a house i.e,43.47% of the funds utilized for the said scheme were not effective and the intended objectives of the schemes by the local bodies are not achieved.
9. Life Housing Schemes under the backward communities are not efficient and effective due to the following conditions.
10. 1) Many of the Scheduled caste and tribal beneficiaries are financially insolvent.
11. 2) Allocation of funds received from the local bodies to other purpose rather than the construction of House.
12. 3) Lack of Awareness about the schemes

13. 4) Many of the beneficiaries are females and the funds are transferred to the Bank account of beneficiaries' inappropriate knowledge regarding the operation of bank accounts and other technical matters the contractors are the withdrawers of the money from the SC/ST Beneficiaries these are the main reasons for incompleteness of Houses.
14. Pazhayannur Grama Panchayat had constructed a "She-Lodge" with a financial outlay of Rs. Rs.40,00,000/-. The She Lodge provides safe and economic stay to needy women, and it is a clear indication of the efficient implementation of the housing scheme implemented by the community level.
15. The Pazhayanoor grama panchayath had constructed a "PakalVeedu" at Pazhayoor for senior citizens in the grama panchayath with all modern facilities.
16. During the financial year 2020-21 to 2022-23, the total expenditure expended for the SC/ST Study Room was Rs. 2573254/-. The efficient and effective scheme was implemented for the additional benefit of the house construction house with 46 students.
17. The ownership statuses of the house reside by the sample respondent. Fifty-nine (59%) of the sample respondents are residing in their own house and seventy-nine sample respondents reside in rented houses. i.e., 26.33% of the total sample respondents.
18. The percentage of the sample respondents in public homes and staying with other relatives is 13% and 23% respectively. This indicator of ownership of houses shows that the local bodies are not able to provide a sufficient number of houses that are needed in the jurisdiction of the local bodies. It does not indicate that the housing scheme is not efficient.

19. The above 6.16 shows that out of three hundred sample respondents 12 respondents are living in hut/Thatched roof which is 4% of the total sample respondent.
20. The number of sample respondents residing in concrete houses is 46 (61.33%) of the total sample respondents and 15 percent of the sample respondents are residing in trussed roof houses.
21. The reveals that nearly 54 percent of the sample respondents need financial assistance from the local self-government because they have their own house but the house is not in good condition. The Selected local bodies expressed their grievance that inadequacy of funds was the main constraint faced by the local bodies for provide implementing housing schemes.
22. The total amount expended by the selected local bodies during the financial year 2019-20 is Rs. 529.36 crore for various utility purposes.
23. The total amount expended by the selected local bodies during the financial year 2020-21 is Rs. 477.27 crore for various utility purposes.
24. The total amount expended by the selected local bodies during the financial year 2021-22 is Rs. 403.51 crore for various utility purposes.
25. The total amount expended by the selected local bodies during the financial year 2022-23 is Rs. 407.70 crore for various utility purposes.
26. The total amount expended by the selected local bodies during the financial year 2018-19 to 2022-23 shows an increasing trend it clearly indicates that fund allocation was efficient in relation to various utility purposes.
27. Out of twelve grama panchayath selected Nadathara, Pazhaynoor, and Kondazhy GPs are most significantly fund allotted with standard deviations of 20.84,16.75,16.70 respectively

28. Out of 300 sample respondents 166 sample respondents are the selected beneficiaries of the housing schemes implemented by the selected local bodies.
29. Sample respondents out of 166 respondents are ST respondents who are the LIFE Housing scheme beneficiaries. Only 18 beneficiaries were under the scheme of PMAY now PMAY scheme was abolished and earmarked under the LIFE Scheme.
30. The total number of beneficiaries selected under the scheme was 166 out of that only 100 beneficiaries completed the construction of the houses and the remaining 60 beneficiaries did not complete the construction of houses even if the number of installments received. Out of 60 uncompleted respondents, 20 respondents come under the ST category i.e., 20% of the uncompleted sample respondents come under the ST Group.
31. In general, 40% of the sample respondents have not completed construction of the LIFE houses implemented by the local bodies it clearly indicates that the efforts taken by the local bodies to complete the project were very poor and the monitoring of the said scheme was inelastic
32. The efficiency of the utility services offered by the local self-government in respect of the completion of the house construction was least efficient and the money utilised for the said purpose was an unfruitful expenditure.
33. The Consumer Surplus for the uncompleted house owners was negative even if, a volume of amount received from the government.

#### **6.5. Sanitation Facilities offered by the LSGD.**

1. Ten percent of the sample respondents used the public or community toilet constructed by the local self-government. One of the markable findings is that even Kerala's economy is experiencing the growth of 2023 developmental and

infrastructural experiences 32 % of the total sample respondents have no sanitation facilities.

2. The main reasons behind the non-attainment of benefits from the local bodies are not submitted applications, Non-availability of Proper documents, rejected in Grama sabha without valid reasons, and finally political interferences are the leading factors behind it.
3. Fifty percent of the sample respondents expressed that their application was rejected in grama sabha without any valid reasons and 40 percent of the sample respondents opined that high political intervention in the grama sabha is the solid reason for the non-attainment of the criteria for selecting the sample respondents.
4. The level of satisfaction derived by the sample respondents in the selected grama panchayath, out of 300 sample respondents only 75 respondents (25%) of the sample respondents are satisfied with the various utility schemes offered by Kerala,
5. 49% of the sample respondents are not satisfied with the utility schemes offered by the LSGD in selected grama panchayath and 40% of the sample respondents are partially satisfied with the utility schemes offered by the LSGD.
6. The major reasons behind the non-satisfaction of the sample respondents towards the utility services offered by the LSGD in Kerala. The main reasons non-quality of public works, delay in completion, Absence of Maintenance, inadequacy of funds, and political influences 28 (9.33%) sample respondents of the sample respondents are expressed that the quality of the public works is very poor in comparison with the works of private agencies.
7. 15.33% of the sample respondents expressed that high political intervention in public works is the leading factor to reduce the quality of works and they are not

satisfied with the utility services offered by the LSGD due to the high political intervention.

#### **6.6. Efficiency of the Drinking Water Schemes Adopted by the Selected Gramapanchayath in Thrissur District.**

1. The main classification of the community-based drinking water schemes are Local bodies funded Water distribution schemes, Local public taps distributed by Kerala Water Authority Jalandhi Projects Drinking Water scheme for SC Drinking Water Scheme for ST Drinking water scheme for –general
2. The household drinking water schemes implemented by the local bodies are provision for making new open wells, domestic pipe connections and assistance for the construction of well walls, and finally distribution of water cleaning materials, etc.
3. The main source of water is the own open well, Panchayath open well, pipe connections domestic and common pipe connections, bore well, and another source.
4. 26.33% of the sample respondents depend on their own well for drinking water and 114 (38%) sample respondent depends on the Panchayath Open well.
5. Domestic Pipe connections provided by the local bodies are dependent on 30% of the sample respondents. In General, it is understood that the scarcity of drinking water was the main problem faced by the people in Chalakudy and Ollurkara block panchayaths.
6. The availability of drinking water to the sample respondents reveals that only 28% of the sample respondents expressed that drinking water is always available. That is a clear indication that 72% (214 persons out of 300) of the sample respondents experience scarcity of drinking water. Another major finding is that 184 (61.33%)

of the sample respondents expressed that the availability of water on an hourly basis for only two hours either in the morning or evening only

7. The people in rural areas are facing scarcity of drinking water in summer reasons and qualities of the drinking water in the rainy season is not hygienic.
8. The total amount expended by the selected twelve grama panchayath is Rs.73700000/- out of it Rs.8600000/- (11.67%) of the total expenditure is expended for the construction of a new open well.
9. A number of drinking water schemes are implemented by the local bodies to ensure a time-bound supply of water in rural colonies, especially in Tribal colonies and SC colonies. The amount expended for the new drinking water projects is 1.26 crore, i.e., 17% of the total amount expended.
10. The quality of the drinking water distributed through the water supply schemes is examined through the scientific water contamination test in in Kerala Water Authority Quality Checking lab.
11. The opinion of the sample respondents towards the quality of water distributed only 40% of the people expressed that water distributed through the local bodies drinking water schemes is good in quality and that is usable for drinking purposes.
12. Of The 178 sample respondents out of 300 sample respondents 59.33% opined the quality of water is not adequate and the water is not fit for drinking and cooking.
13. 46 % of the respondents are buying drinking water from other private agencies with an average cost of Rs.600/- per 2000 Litre tank. This water is only enough for a maximum period of 5 to 7 days. Then the average monthly expenses incurred for the drinking water is increased with range from rupees 2400 to 3000 per month.

14. The test result shows that E. coli and Coliform are found in four cases which is a clear indication that the local bodies did not purify the water at regular intervals. The consumption of this water regularly will inversely affect the health of the people who consume it
15. The efficiency of the water distributed through the public water supply schemes while keeping the quality of the water remains constant. The result exhibits that the maximum detail price of water in the open market is Rs.600/2000 Litre the price is obtained from the actual market price and the equilibrium price of water is determined by using the supply and demand function of the price.
16. In order to validate the equilibrium quantity maximum and minimum functions are also used. The equilibrium price of water identified is Rs.200/Litre and the equilibrium quantity is 1000 Litre.

### **6.7. Areas for Further Research**

The present study is a micro-level study attempt to analyse the utility services offered by the local self-government in Kerala. The trend of expenditure incurred by the local self-government is duly measured and various utility services offered by the LSGD are also measured. The main aspects taken for measuring the efficiency of the utility services are Housing schemes, Sanitation Schemes, and other drinking water schemes are considered. The role of LSGD for economic development is too much widening and it is a multifaceted concept. There may be a variation in spending of government and the needs of the local rural people may vary with time is a further research area.

## Appendix-I

### Functions of Local Self Governments

#### Mandatory functions

1. Regulating building construction
2. Protection of public lands against encroachment
3. Maintenance of traditional drinking water sources
4. Preservation of ponds and other water tanks
5. Maintenance of waterways and canals under the control of village panchayats
6. Collection and disposal of solid waste and regulation of liquid waste disposal
7. Storm water drainage
8. Maintenance of environmental hygiene
9. Management of public markets
10. Vector control
11. Regulation of slaughtering of animals and sale of meat, fish, and other easily perishable foodstuffs, etc...
12. Control of eating places
13. Prevention of food adulteration
14. Protection of roads and other public properties
15. Street lighting and its maintenance
16. Adopt immunization programmes
17. Effective implementation of national and state level strategies for prevention and control of diseases
18. Establishment and maintenance of burial and burning grounds
19. Issue of licenses to dangerous and offensive trades
20. Registration of births and deaths
21. Providing bathing and washing Ghats
22. Provision for ferries
23. Provision for parking spaces for vehicles
24. Construction of waiting sheds for travellers
25. Provision of toilet facilities and bathing ghats at public places
26. Regulate the conduct of fairs and festivals.

## 27. Issue license to domestic dogs and to destroy stray dogs

### General functions

1. Collection and upgrading of essential statistics
2. Organise voluntary workers and make them participate in collective activities
3. Organise campaigns for thrift
4. Awareness building against social evils like Drinking , consumption of narcotics , dowry, abuse of women and children
5. Ensuring maximum people's participation at all the stages of development
6. Organise relief activities during natural calamities
7. Inculcating environmental awareness and motivating local action for environmental upgradation
8. Promotion of co-operative sector
9. Enhancing communal harmony
10. Mobilisation of local resources in cash or in kind including free surrender of land for developmental purposes
11. Campaign on legal awareness among weaker sections
12. Campaign against economic offences
13. Organising neighbourhood groups and self help groups focusing on the poor
14. Awareness building on civic duties

### Sectoral functions

#### I. Agriculture

1. Cultivate wastelands and marginal lands
2. Ensure optimum utilisation of land
3. Soil protection
4. Production of organic manure
5. Establishment of nurseries
6. Encourage the system of cooperative ground farming
7. Organise self-help groups among farmers
8. Encourage Horti-culture and vegetable cultivation
9. Fodder development
10. Plant production

11. Seed protection
12. Farm mechanisation
13. Management of Krishi Bhavans

## II. Animal husbandry and Diary farming

1. Cattle development programmes
2. Diary farming
3. Poultry farming, Bee keeping, piggery development, goat rearing , rabbit rearing etc...
4. Running of veterinary hospitals
5. Running of ICDP sub-centres
6. Preventive health programme for animals
7. Prevention of cruelty to animals
8. Implementation of fertility improvement programmes
9. Control of diseases of animal origin

## III.Minor irrigation

1. Maintenance and implementation of all minor projects within the area of a village panchayat
2. Implementation and maintenance of all microirrigation projects
3. Put into practice water conservation

## IV.Fishing

1. Development of fisheries in ponds , pisciculture in fresh water and brackish water and mariculture
2. Improvement of fish seed collection and distribution of offspring
3. Distribution of fishing implements
4. Provide assistance for fish marketing
5. Provide minimum basic facilities for fishermen's families
6. Implementation of fishermen's welfare schemes

## V. Social forestry

1. Growing trees for cattle feed, firewood and growing of fruit trees
2. Organise campaigns for planting of trees and to build environmental awareness
3. Afforestation of waste land

## VI. Small scale industries

1. Promotion of cottage-village industries
2. Promotion of handicrafts
3. Promotion of traditional and mini industries

## VII. Housing

1. Identification of the homeless people and the poramboke dwellers and provide them with lands for house construction and with houses
2. Implementation of rural housing programmes
3. Implementation of shelter upgrading programmes

## VIII. Water supply

1. Management of water supply schemes within a village panchayat
2. Setting up of water supply schemes within a village panchayat

## IX. Electricity and energy

1. Installation and maintenance of streetlights
2. Encourage the consumption of biogas

## X. Education

1. Management of government pre-primary schools and primary schools
2. Implementation of literacy programmes
3. Management and promotion of reading rooms and libraries

## XI. Public works

1. Construction and maintenance of village roads within a village panchayat

2. Constructions of buildings for institutions including for those which is transferred from the government

## XII. Public health and Sanitation

1. Running of dispensaries, primary health care centres and subcentres (with all systems of medicines)
2. Management of maternity and child welfare centres
3. Carry out immunisation and other preventive methods
4. Implementation of family welfare programmes
5. Implementation of sanitation programmes

## XIII. Social welfare

1. Running of anganwadis
2. Sanctioning and distribution of pension to widows, destitute , handicapped and agricultural labourers
3. Sanctioning and distribution of unemployment wages
4. Sanctioning for financial assistance for the marriage of the daughter of widows
5. Implementation of group insurance scheme for the poor

## XIV. Poverty alleviation

1. Identifying the poor
2. Implementation of self-employment and group employment schemes for the poor especially for women
3. Providing community assets of continuing benefits for the poor

## XV. Scheduled cast – scheduled tribe development

1. Implementation of beneficiary-oriented schemes under S.C.P, T.S.P
2. Running of nursery schools for scheduled cast -scheduled tribes
3. Arrange basic facilities in the scheduled caste-scheduled tribe colonies
4. Provide assistance to scheduled caste-scheduled tribe students
5. Provide discretionary assistance to scheduled caste – scheduled tribe

## XVI. Sports and cultural affairs

1. Construction of playgrounds
2. Establishment of cultural centres

## XVII. Public Distribution System

1. Examining the complaints against Public Distribution System and find out implement and remedial measures
2. Organise campaigns against offences relating to weights and measures
3. General supervision and guidance of ration shops, Maveli stores , Neethi stores and other public distribution systems and start new public distribution centres if necessary

## XVIII. Natural calamities relief

1. Protection of relief centres
2. Conduct works relating to natural calamity
3. The work to compensate damages caused to the assets should be done by the respective panchayats

## XIX. Co-operation

1. Organise co-operative societies within the boundaries of the village panchayat
2. Strengthen { the existing co-operative institutions }

## Appendix-II

### AN ANALYSIS OF SERVICE DELIVERY BY LOCAL SELF GOVERNMENTS: A CASE STUDY OF THRISSUR DISTRICT

#### Questionnaire-I (For Panchayath)

##### Part-I General Information

1. Name of the Grama Panchayat
2. Phone No. with Code
3. Address
4. Total Population of the Grama Panchayat (2021)
5. Area (in Sq. Km) :
6. Literacy Rate (Percent)
7. Ruling Political Group:
8. Number of Wards:
9. Number of Wards Reserved for women:
10. Number of Wards Reserved for SC/ST:
11. Total number of households in the Grama Panchayat
12. Number of BPL households
13. Number of employees in the Grama Panchayat Office:-

Sl No.	Item	2021
1	Secretary Special Grade	
2	Junior Superintendent	
3	Head Clerk	
4	UDC	
5	LDC	
6	Librarian	
7	Peon	
8	Sweeper	
9	Driver	
10	Others	
11	Total	

## **Part-II Information's related to Utility Schemes**

### 14. Profiles of Sample GPs from Thrissur District from 2017- 2018 onwards

Year	Population	No. of Household	Literacy rate	Density of Population	Sex Ratio	Density of Population
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

### 18. Housing Schemes implemented by Grama Panchayat.

Scheme:I.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

Scheme: II.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

Scheme: III.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

19. Source of Fund for Housing Schemes.

Own Fund	
State Fund	
Government Grant	
Central Grant	
Grant from Other Bodies	
Others	

20. Present status of the Housing schemes

Period	No.of projects Completed	No.of Projects Partially Completed	No.of projects not Started	No.of Project Rejected	Others
2017-18					
2018-19					
2019-20					
2010-21					
2021-22					

21. If not completed reasons for non- Completion.

- A. Financial Shortage
- B. Negligence of the Beneficiary
- C. Political Reasons
- D. Non Obtaining Permission
- E. Environmental Factors
- F. Others

22. Year Wise Expenditure incurred for implementing Various Housing Schemes.

A) Financial Year 2017-18

Scheme	Expenditure

B) Financial Year 2018-19

Scheme	Expenditure

C) Financial Year 2019-20

Scheme	Expenditure

D) Financial Year 2020-21

Scheme	Expenditure

E) Financial Year 2021-22

Scheme	Expenditure

23. Drinking water Schemes implemented by the Grama Panchayat

Sl.No	Name of the Scheme	Remarks
1		
2		
3		
4		
5		

24. Year Wise Details of the Water- Supply Schemes by the LSGD.

Scheme No.1

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

Scheme No.II.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

Scheme No.III.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

25. Year wise expenditure of Water Supply Schemes by LSGD.

A) Financial Year 2017-18

Scheme	Expenditure

B) Financial Year 2018-19

Scheme	Expenditure

C) Financial Year 2019-20

Scheme	Expenditure

D) Financial Year 2020-21

Scheme	Expenditure

E) Financial Year 2021-22

Scheme	Expenditure

26. Sanitation Projects implemented by the LSGDs

Sl.No	Name of the Scheme	Remarks
1		
2		
3		
4		
5		

27. Year wise Details of the Sanitation Schemes implemented by the LSGD.

Scheme No.I.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

Scheme No.II.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

Scheme No.III.....

Period	No.of Beneficiaries applied	No.of Beneficiaries Received	Amount disbursed per person	Total Amount Disbursed	Short payments if any	Reason for short payment
2017-18						
2018-19						
2019-20						
2010-21						
2021-22						

28. Present status of the Sanitation Schemes implemented by LSGDs.

Period	No.of projects Completed	No.of Projects Partially Completed	No.of projects not Started	No.of Project Rejected	Others
2017-18					
2018-19					
2019-20					
2010-21					
2021-22					

29. Expenditure incurred for Housing, Drinking water & sanitation

Sl. No	Category	Number	Kilometre	Construction Expenses for 2020 – 21 (Rs.)	Maintenance Expenses for 2020-21 (Rs.)	Status (Good-1, Satisfactory – 2, Poor-3)	Problems of implementation of the project
<b>DRINKING WATER</b>							
1	Construction of Wells.						
2	Maintenance of Well.						
3	New Drinking Water Projects						
4	Maintenance of drinking water sources						
5	Tube Wells						

**HOUSING**

6	Identification of homeless people and the poramboke dwellers						
7	Implementation of rural						

	housing programmes						
8	Implementation of shelter upgradation programmes						
9	New housing projects						
10	Other activities						

SANITATION

11	Implementation of sanitation programmes						
12	New sanitation programmes						
13	Collection and disposal of solid waste and regulation of liquid waste disposal						
14	Storm water drainage						
15	Maintenance of environmental hygiene						

30. Amount spent for Drinking Water Projects

Schemes	2017-18	2018-19	2019-20	2020-21	2021-22
Construction of wells					
Maintenance of wells					
New drinking water projects					

Maintenance of drinking water sources					
Tube Wells					
Total					

### 31. Expenditure for various Housing Schemes

Sl.No	2017-18	2018-19	2019-20	2020-21	2021-22
New housing projects					
Implementation of rural housing programmes					
Implementation of shelter upgradation programmes					
New housing projects					
Total					

### 32. Sector wise functions of the LSGD

Sl No.	Services	Whether the service is provided during 2021-22 Yes-1 No-2	Type of project New-1 S O-2	Expenditure	Sources of funds General-1 Special Grant-2 CFC-3	Remarks
<b>HOUSING</b>						

SANITATION						
DRINKING WATER						

32. Sector allocation of Development Expenditure by GP (%) 2017-18 to 2021-22

Period	Drinking Water	Sanitation	Housing
2017-18			
2018-19			
2019-20			
2020-21			
2021-22			

33. Other Remarks if any,

**Appendix-III**

**Interview schedule for (Households)**

**An Analysis of Service Delivery by Local Self Governments: A Case Study of Thrissur District.**

**I Personal Information**

1. Name of the respondent :
2. Age :
3. Sex :
4. Religion :
5. Community :
6. Educational Qualification :
7. Occupation :
8. Marital status :
9. Types of Family :
10. Number of Family members :
11. Economic Status : APL/BPL
12. Family Particulars

Sl. No.	Name	Relationship with respondent	Sex- M/F	Age	Educational Level	Main Occupation
1						
2						
3						
4						
5						
6						

Education Level code: 1-Illiterate, 2- LP, 3- UP, 4- Secondary, 5- High School, 6- Graduate, 7- Post Graduate, 8- Technical, 9- Others.

13. Assets position – moveable/immovable

Sl. No.	Particulars	Quantity	Approximate Total Value (Rs)
1	Building: dwelling house		
2	Land		
3	Cattle Shed		
4	Refrigerator		
5	Television		
6	Computer		
7	Washing Machine		
8	Gas Connection		
9	Vehicles		
10	Telephone/Cell phone		

14. a) Any others

a	Bank deposit	Quantity	Approximate total value
B	Gold		
C	Shares		

15. Annual income of the House hold

Sl. No.	Particulars	Amount in(Rs.)	Remarks
1	Wage		
2	Business		
3	Rent		
4	Agriculture		
5	Livestock		

16. Expenditure pattern

16(a) Average Expenditure - Month

Particulars	Expenditure(Rs.)
Food	
Education	
Medical Expense	
Entertainment	
Household expenditure	
Miscellaneous	
TOTAL	

17. Facilities Available

House Status	A) Own House B) Rent House C) Partially Rent D) Stay with Other Relatives E) Public Home F) Others	
Types of house	A) Thatched Roof B) Tilted Roof C) Concrete Roof D) Trussed Roof E) Others	
Sanitation Facilities	A) Own Toilets B) Public Toilets C) Open Spaces D) Others	
Drinking water facilities	A) Well B) Pipe Connection C) Pond/River D) Public Tap E) Neighbours well F) Panchayat Mobile drinking Water	

18. Utility Services received from LSGDs

1. Assistance for Housing
2. Assistance for Drinking Water
3. Assistance for Sanitation facilities
4. Medical Assistance
5. Others

19. Details of utility services received from the Panchayat.

Sl.No	Details of Schemes - Benefit Received	Amount Received	Period	Present Status

20. Have you received any utility services provided by the Panchayat? Yes/No

21. If No. What is the reason behind it?

- A) Not Applied

- B) Rejected in the Gramasabha
  - C) Political Interference
  - D) Others
22. Are you satisfied the Utility services provided by your panchayat?
- A) Yes B) No. C) Partially satisfied
23. If no, reasons behind it.
- A) Non-Quality of works
  - B) Delay in completion of works
  - C) No-Proper maintenance.
  - D) Shortage of fund
  - E) Others
24. Availability of Drinking water through facilities provided by the Grama panchayat.
- A) Daily-Always
  - B) Hourly Basis - daily
  - C) Once in a week
  - D) Monthly
  - E) Not Available
25. Did you know the Utility services provided by the LSGDs?
- A) Yes B) No.
26. Are you visiting gramasabha regulaly?
- A) Yes B) No
27. Specific Recommendations if any? For improving the efficiency of Utility Services provided by the LSGDs.
- 1.....
- 2.....

3.....

4.....

5.....

6.....

## Abbreviations

GOI	:	Government of India
KPRA	:	Kerala Panchayat Raj Act
KMA	:	Kerala Municipality Act
LSG	:	Local Self Government
LSGIs	:	Local Self Government Institutions.
LSGD	:	Local Self Government Department.
PRIs	:	Panchayat Raj Institutions.
GP	:	Grama Panchayat
DP	:	District Panchayat
BP	:	Block Panchayat
SCs	:	Standing Committees
MCs	:	Municipal corporations
IKM	:	Information Kerala Mission.
KDP	:	Kerala Development Project
GO	:	Government Order
NGO	:	Non Government Organisation.
PPC	:	Peoples Planning Campaign
RTS	:	Right to service Act
SDP	:	Service Delivery Project
TQM	:	Total Quality Management
MGP	:	Modernisation in Government Programme.
DPC	:	District Planning Committee
DRC	:	District Resource Centers.
MNP	:	the Minimum Needs Programme
CDP	:	Committee on Decentralisation of Powers.
KDP	:	Kerala Development Plan
ADB	:	Asian Development Bank
IDA	:	International Development Agency
LGSDP	:	Kerala Local Government and Service Delivery Project
FYP	:	Five Year Plan
SPB	:	The State Planning Board
KILA	:	Kerala Institute of Local Administration
SIRD	:	State Institutions of Rural Development
LSGD	:	Local Self Government Department

IAY	:	Indira Awas Yojana
PMAY	:	Pradhan Mantri Awas Yojana-U
VAMBAY:		Valmiki Ambedkar Awas Yojana
IHSDP	:	Integrated Housing and Slum Development Fund
BSUP	:	Basic Services to Urban Poor
RAY	:	Rajiv Awas Yojana
SSS	:	State Sanitation Strategy
TSC	:	Total Sanitation Campaign
NGP	:	Nirmal Gram Puraskar
MCF	:	Material Collection Facility
NBA	:	Nirmal Bharat Abhiyan
IHHL	:	Individual House hold Latrines
BPL	:	Below Poverty Line
APL	:	Above Poverty Line
CSC	:	Community Sanitary Complexes
SLWM	:	Solid and Liquid Waste Management Programme.
KWA	:	Kerala Water Authority
KRWSA	:	Kerala Rural Water Supply and Sanitation Agency
CCDU	:	Communication and Capacity Development Unit
CWRDM	:	Centre for Water Resources and Management
FHTC	:	Functional Household Tap Connections.
SBM	:	Swachh Bharath Mission
NRDWP	:	National Rural Drinking Water Programme
ODF	:	Open Defecation Free status
OTR	:	Own Tax Revenue
ILGMS	:	Integrated Local Governance System

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