Annexure- 1
DECENTRALISATION AND DEMOCRATISATION OF LOCAL GOVERNANCE
IN KERALA
(QUESTIONNAIRE FOR FIELD SURVEY )

Informants
1. Presidents of GramaPanchayats
2. Standing Committee Chairpersons of GramaPanchayats
3. Elected Members of GramaPanchayats
4. Secretaries of GramaPanchayats
5. Staff of GramaPanchayats
6. Line Department Officers transferred to GramaPanchayats
7. Chairpersons, ADS/CDS, Kudumbasree
8. SC and ST Promoters
9. working Group Members of GramaPanchayats
10. Voluntary Activists etc.

Structure of the Questionnaire
1. Decentralized Planning and Peoples Participation
2. Empowerment of Women and Women's Development
3. Transparency, Accountability and Good Governance
4. Marginalized Social Groups and Local Governance
5. ICT application and Transparency in Local Governance
6. Administration Process and Internal Democracy
7. Capacity Building of Local Government
QUESTIONNAIRE

I. General (To be filled by Investigator)

1. Name of Local Government: .................................................................

2. Type of Local Government
   (Tick (✓) mark)
   2.1 District Panchayat: 
   2.2 Block Panchayat: 
   2.3 Grama Panchayat: 
   2.4 Municipality: 
   2.5 Corporation: 

3. District: .......................................................................................

II. Identification particulars (To be filled by the informant)

4. Name: ..........................................................................................
   (Not mandatory)

5. Sex: 
   (Tick (✓) mark)
   5.1 Female: 
   5.2 Male: 

6. Age: 

7. Educational Qualification
   (Tick (✓) mark)
   7.1 Below Secondary: 
   7.2 Secondary: 
   7.3 Higher Secondary: 
   7.4 Graduation: 
   7.5 Post Graduation: 
   7.6 Professional Degree: 
   7.7 Others (Specify): ........................................................................
## Annexures

### 8. Category

*(Tick (✔) mark)*

<table>
<thead>
<tr>
<th>Category</th>
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<tbody>
<tr>
<td>General</td>
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<tr>
<td>Scheduled Caste</td>
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<td>Scheduled Tribe</td>
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<td>Christian</td>
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<td>Others</td>
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### 9. Officiating Status/ Position *(Tick (✔) mark)*

<table>
<thead>
<tr>
<th>Status/Position</th>
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<tbody>
<tr>
<td>President</td>
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<td>Standing Committee Chairpersons</td>
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<td>Elected Representative</td>
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<td>Secretary</td>
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<td>Implementing Officer</td>
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<td>(Transferred Institutions)</td>
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<td>Employee/ Staff (Transferred Institutions)</td>
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<td>Representatives, Community</td>
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<td>Level Organizations/ Voluntary Organizations</td>
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<tr>
<td>Technical/Voluntary Expert</td>
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<tr>
<td>(Working Group)</td>
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<td>Others</td>
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<td>Specify, if other</td>
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10. Political Party Affiliation, if elected Representative (✓) mark

10.1 Congress : ✓
10.2 CPM : ✓
10.3 Kerala Congress (M) : ✓
10.4 Muslim League : ✓
10.5 CPI : ✓
10.6 BJP : ✓
10.7 Janata Dal (Socialist) : ✓
10.8 Janata Dal (Secular) : ✓
10.9 Others (Specify) : ........................................

11. Experiences in Local Administration

11.1 Below 5 years : ✓
11.2 5-10 years : ✓
11.3 10-15 years : ✓
11.4 Above 15 years : ✓

11. Experiences in Local Administration

11.1 Below 5 years : ✓
11.2 5-10 years : ✓
11.3 10-15 years : ✓
11.4 Above 15 years : ✓

12. Participation in Gramasabha Meetings

12.1 Participate in all meetings of Gramasabha : ✓
12.2 Participate once in a while : ✓
12.3 Interest in participating, but not informed : ✓
12.4 Not participating : ✓

13. Organisations and Management of Gramasabhas

13.1 Advance notice and invitation given to voters : ✓
13.2 Information given, only in the previous day of gramasabha : ✓
13.3 Notice on grama sabha not served
13.4 Elected representatives have no interest in increasing peoples participation in grama sabha

14 Understanding on the agenda items of Grama sabha

14.1 Participate with full understanding of the agenda
14.2 No advance information on the agenda
14.3 Agenda is known only in the meeting of Grama sabha
14.4 Grama sabha is conducted not based on the agenda items

15 Distribution of notes and relevant documents discussed in the Grama sabha

15.1 All documents are distributed among the participants of Grama sabha
15.2 Distributed selected items
15.3 Subjects are discussed, but written (printed) copies not distributed
15.4 Documents are not distributed even after request

16 Duration of Grama sabha Meetings

16.1 4-5 Hours
16.2 2-4 hours
16.3 1-2 hours : □
16.4 Below 1 hour : □

17 Opportunity of the participants in Gramasabha discussions and deliberations
17.1 Sufficient time is available : □
17.2 Only a few persons participate in the discussions : □
17.3 Majority are not receiving the opportunity to participate in the discussions : □
17.4 No space for discussions : □

18 Documentation of decisions in Gramasabhas
18.1 Decisions are recorded and minutes are circulated and follow up actions are initiated : □
18.2 Minutes recorded, but no follow up actions : □
18.3 Record only mandatory items : □
18.4 Not recorded : □

19 Whether the discussions and decisions in the Gramsabhas are considered for plan formulation and development administration (Tick (✓) mark)
19.1 Yes : □
19.2 To a certain extent : □
19.3 No : □
19.4 Not known : □

20 Why the people participation in Gramasabhas (Tick (✓) mark)
20.1 Due to high awareness of citizenship : □
20.2 Due to political reasons

20.3 Due to the influence of elected representatives

20.4 Due to getting individual benefits

21 Whether the Gramasabha meetings are held for discussing any special issues of local importance other than envisaged in the Panchayat Raj Act?

21.1 Yes

21.2 No

21.3 Not known

22 If specified meetings are held, specify the reasons

23 Whether the opinion and suggestions of women participants in Gramasabha meetings are considered?

23.1 Yes

23.2 To a certain intent

23.3 No

23.4 Not known

24 Role of Gramasabha in the discussions and decisions on special problems faced by women

24.1 Very good

24.2 To a certain extent

24.3 Not effective

24.4 Not known
25 Whether the issues and problems of marginalized communities like the Scheduled Castes and Scheduled Tribes are considered in the Gramasabha?

25.1 Yes : ☐
25.2 To a certain extent : ☐
25.3 No : ☐
25.4 Not known : ☐

26 Contribution to Gramasabha in solving the special issues of Scheduled Castes and Scheduled Tribes

26.1 Yes : ☐
26.2 To a certain extent : ☐
26.3 No : ☐
26.4 Not known : ☐

27 Whether there is the leadership and participation of elected representatives in convening successfully the meetings of Gramasabha?

27.1 Yes : ☐
27.2 To a certain extent : ☐
27.3 No : ☐
27.4 Not known : ☐

28 To what extent the contribution and participation of the Secretary and Employees of the panchayat are effective in convening and conducting the meetings of Gramasabha successfully?

28.1 Very good : ☐
28.2 To a certain extent : ☐
28.3 Not effective : ☐
28.4 Not known : ☐
29  To what extent the participation and assistance of transferred employees are effective in convening and conducting the meetings of Gramasabhas?

29.1 Very good  
29.2 To a certain extent  
29.3 Not effective  
29.4 Not known  

30  Whether "Ayalkkoottams" are held prior to the meetings of Gramsabha?

30.1 Yes  
30.2 No  
30.3 Not known  
30.4 Occasionally  

31  Whether Gramasabha offices (GramaKendras) have been established in all wards (divisions)?

31.1 Yes  
31.2 In certain wards  
31.3 No  

32  Whether “Oorukuttoms” are held?

32.1 Yes  
32.2 Occasionally  
32.3 No  
32.4 Not known  

33  If yes, the frequency of meetings in a year?

33.1 Four  
33.2 Three  
33.3 Two  
33.4 One
### Annexures

**34**  Whether “Matsyasabha” are held prior to Gramasabha?
- **34.1** Yes : ☐
- **34.2** Occasionally : ☐
- **34.3** No : ☐
- **34.4** Not known : ☐

**35**  Whether special meetings are held for discussing the problems of children, youths, aged, differently abled and mentally retarded etc.
- **35.1** Yes : ☐
- **35.2** Occasionally : ☐
- **35.3** No : ☐
- **35.4** Not known : ☐

**36**  What are the challenges in effectively discharging the duties and responsibilities of Gramasabhas (Explain).
- **36.1** ……………………………………………………………………………………………………
- **36.2** ……………………………………………………………………………………………………
- **36.3** ……………………………………………………………………………………………………
- **36.4** ……………………………………………………………………………………………………

**37**  What are your suggestions for strengthening the Gramasabhas and motivating the people in local governance and development administration?
- **37.1** ……………………………………………………………………………………………………
- **37.2** ……………………………………………………………………………………………………
- **37.3** ……………………………………………………………………………………………………
- **37.4** ……………………………………………………………………………………………………

**38**  Whether the local plan is prepared in accordance with the development priorities fixed by the State Government?
- **38.1** Yes : ☐
- **38.2** To a certain extent : ☐
38.3 No
38.4 Not known

39 Whether the Five Year Plan has been prepared?
39.1 Yes
39.2 Prepared for two years only
39.3 Impossible to prepare for five years
39.4 Prepared the plan for one year

40 Whether the local plan is prepared adhering the guidelines for sectoral allocation?
40.1 Yes
40.2 To a certain extent
40.3 No
40.4 Not known

41 Whether the representatives of all social sections and categories have been included in the working groups?
41.1 Yes
41.2 To some extent
41.3 Included, but not participatory
41.4 No
41.5 Not known

42 Whether the development projects under various sectors of the local plan are prepared according to the suggestions of the working groups?
42.1 Yes
42.2 To some extent
42.3 No
42.4 Not known
43  The level at which the project proposals for local plans have been formulated

43.1 By the elected representatives : ☐
43.2 By considering the suggestions in the Gramasabha : ☐
43.3 According to the suggestions in the meeting of working groups : ☐
43.4 As suggested by the President, Local Governments : ☐
43.5 As suggested by the Chairpersons, standing committees : ☐

44  Whether the decisions and suggestions of various working groups have been considered while the final plan document is prepared.

44.1 Yes : ☐
44.2 To some extent : ☐
44.3 No : ☐
44.4 Not known : ☐

45  Which is the most influential component/factor in the final plan document and resources allocation? (Mark the priorities as 1,2,3,4 etc.)

45.1 Decisions of the President : ☐
45.2 Decisions of the elected council : ☐
45.3 Decisions of certain members of the council : ☐
45.4 Priorities of Gramasabha : ☐
45.5 Status report prepared on the basis of statistical data : ☐
45.6 Suggestions of the working groups:

46 Whether the Panchayats are able to prepare the local plan and projects based on the status report and statistical data?

46.1 Yes : □
46.2 To some extent : □
46.3 No : □
46.4 Not known : □

47 Whether the plan of the local government is being prepared and implemented according to the choice and suggestions of local people?

47.1 Yes : □
47.2 To some extent : □
47.3 No : □
47.4 Not known : □

48 Whether stakeholder discussions are being held for deciding the priorities and preparing project proposals under each development sector?

48.1 Yes : □
48.2 To some extent : □
48.3 No : □
48.4 Not known : □

49 Whether there is enough space for the civil society involvement in the decentralization and the process of local planning?

49.1 Yes : □
49.2 To some extent : □
49.3 No : □
49.4 Not known : □
### Annexures

50. Whether decentralization has enabled to increase to involvement of the civil society?

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<th>Option</th>
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<tbody>
<tr>
<td>Yes</td>
<td>[ ]</td>
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<td>To some extent</td>
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<td>No</td>
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<tr>
<td>Not known</td>
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51. Whether the plan and projects are prepared by considering the views and suggestions expressed in stakeholder discussions?

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<th>Option</th>
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<tbody>
<tr>
<td>Yes</td>
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<td>To some extent</td>
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</tr>
<tr>
<td>Not known</td>
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52. Whether the plan is modified according to the priorities emerged in the development seminar?

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<tbody>
<tr>
<td>Yes</td>
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<td>No</td>
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<tr>
<td>Not known</td>
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53. Whether discussions are taken by holding joint meetings of various working groups for preparing integrated projects?

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<th>Option</th>
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<tbody>
<tr>
<td>Yes</td>
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<tr>
<td>Occasionally</td>
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<td>No</td>
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</tr>
<tr>
<td>Not known</td>
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</tbody>
</table>
54  Whether jurisdictional limits and statutory responsibilities of the local government are considered while identifying the projects for the local plan?

54.1 Yes : ☐
54.2 To some extent : ☐
54.3 No : ☐
54.4 Not known : ☐

55  Whether the suggestions of GramaPanchayat are considered while the Block Panchayat and the District Panchayat formulate their plans?

55.1 Yes : ☐
55.2 To some extent : ☐
55.3 No : ☐
55.4 Not know : ☐

56  Whether Centrally Sponsored and State Sponsored Schemes/programmes and Plan Funds are integrated with local plan?

56.1 Yes : ☐
56.2 To some extent : ☐
56.3 No : ☐
56.4 Not know : ☐

57  Whether the Local Area Development Fund of MLA/MP are integrated with local plan?

57.1 Yes : ☐
57.2 To some extent : ☐
57.3 No : ☐
57.4 Not know : ☐
58. Whether beneficiary committees are utilized for implementation of public works projects of local governments?

| 58.1  | Completely | ☐ |
| 58.2  | Rarely     | ☐ |
| 58.3  | No         | ☐ |
| 58.4  | Not known  | ☐ |

59. Whether the statutory views and suggestions of employees are considered by the Chairpersons and members of the local governments while decisions are taken on local plans?

| 59.1  | Yes        | ☐ |
| 59.2  | To some extent | ☐ |
| 59.3  | No         | ☐ |
| 59.4  | Not know   | ☐ |

60. What are the challenges/constraints that are working against ensuring participations of all sections of society and considering their local needs in preparing the local plan? (Explain).

| 60.1  | …………………………………………………………………………………………………… |
| 60.2  | …………………………………………………………………………………………………… |
| 60.3  | …………………………………………………………………………………………………… |
| 60.4  | …………………………………………………………………………………………………… |

61. What are your views and suggestions for preparing the local plans democratically and considering the priorities and local needs of the people? (Explain)

| 61.1  | …………………………………………………………………………………………………… |
| 61.2  | …………………………………………………………………………………………………… |
| 61.3  | …………………………………………………………………………………………………… |
| 61.4  | …………………………………………………………………………………………………… |
IV Women and Local Governance

62 Whether decentralization has enabled empowerment of women?
  62.1 Yes : [ ]
  62.2 To some extent : [ ]
  62.3 No : [ ]
  62.4 Not know : [ ]

63 Whether due consideration is given for women in the process of preparation of local plan?
  63.1 Yes : [ ]
  63.2 To some extent : [ ]
  63.3 No : [ ]
  63.4 Not know : [ ]

64 Whether decentralization has enabled to enhance the participation of women in local administration and development?
  64.1 Yes : [ ]
  64.2 To some extent : [ ]
  64.3 No : [ ]
  64.4 Not know : [ ]

65 Whether due considerations are given and appropriate resources allocations are made for women development and welfare of women in the local plan?
  65.1 To a great extend : [ ]
  65.2 To a certain extend : [ ]
  65.3 No : [ ]
  65.4 Not known : [ ]
What are the changes that occurred in the social life of women’s due to decentralization? (mark 1, 2, 3, 4 ……… etc according to the order of priority)

66.1 Enhanced the participation of women at local level

66.2 Extended the activities of women self help groups

66.3 Increased the representations in the participatory institutions like Gramasabhas, development seminars, beneficiary committees etc.

66.4 Promoted self employment initiatives for economic development

66.5 Offered opportunities to engage in income generating activities, including employment guarantee scheme

66.6 Enhanced the decision making capacity on family affairs

66.7 Improved the knowledge and understanding on women’s rights and enhanced the capacity for protection of women’s rights

66.8 Increased the capacity to raise voice and agitate against social evils and injustices
Empowered women to fight atrocities against women and children

**67** What are the development priorities given for women development as part of local plan? (mark 1,2,3,4 .......... etc according to the order of priority)

**67.1** To initiate self employment

**67.2** To improve the social empowerment and participation

**67.3** To resist the atrocities against women

**67.4** To improve the efficiency of service delivery

**67.5** Others (specify) ........................................

**68** The criteria for deciding the development priorities and welfare of women development (Mark the order of performance as 1,2,3,4 .... etc.)

**68.1** Based on the discussion in the gramasabhas

**68.2** Based on the discussion with womens organizations

**68.3** Based on the joint discussions in the committees of the local governments

**68.4** Based on the individual decisions of elected representatives
68.5 Based on the development sector and statistical data

68.6 Based on the views and suggestions of employees under various sectors

68.7 Based on all aspects mentioned above

69 The role of decentralization in solving the social backwardness of women.

69.1 To a very high extent

69.2 To a certain extent

69.3 Not at all helpful

69.4 Not known

70 Suggestions for improving the status of women through decentralization (Explain)

70.1 ………………………………………………………………………………………………………

70.2 ………………………………………………………………………………………………………

70.3 ………………………………………………………………………………………………………

70.4 ………………………………………………………………………………………………………

71 What are the important challenges faced by women in decentralization and involving and participating effectively in local governance? (Explain)

71.1 ………………………………………………………………………………………………………

71.2 ………………………………………………………………………………………………………

71.4 ………………………………………………………………………………………………………
72. What are the suggestions for ensuring the high participation of women in implementation of local administration and planning process?

72.1 .................................................................
72.2 .................................................................
72.3 .................................................................

73. Whether decentralization and local planning have enabled to improve the quality of services of the institutions that women mostly depend like hospitals, anganawadis, distribution of drinking water etc?

73.1 To a very high extent : ☐
73.2 To a certain extent : ☐
73.3 Not at all helpful : ☐
73.4 Not known : ☐

74. The changes in the quality of services that women happened due to decentralization (Mark the order of performance as 1, 2, 3, 4 ..... etc.)

74.1 Hospitals : ☐
74.2 Drinking water : ☐
74.3 Transportation : ☐
74.4 Anganwadis : ☐
74.5 Educational institutions : ☐
74.6 Housing : ☐
74.7 Panchayat/municipal office : ☐
74.8 Others(specify) : ☐

.................................................................
.................................................................
75 Role of decentralization in the formation and functioning of women self help groups

75.1 To a high extend
75.2 To a certain extend
75.3 Not helpful
75.4 Not known

V Accountability, Transparency and Good governance

76 To what extend to acts, rules and government orders are observed by the local governments?

76.1 Fully
76.2 To a greater extent
76.3 Not observed
76.4 Not known

77 Whether the elected representatives exert pressure on the employees for violation of Acts and Rules?

77.1 Yes
77.2 Occasionally
77.3 No
77.4 Not known

78 To what extent the Local Governments attempt to redressal the grievances and complaints of the public?

78.1 Fully
78.2 Rarely
78.3 No
78.4 Not known
79  Is the Front Office system started in Panchayats is effective to render services efficiently and transparently?

79.1 Yes : ☐
79.2 To some extent : ☐
79.3 No : ☐
79.4 Not know : ☐

80  Reasons for non-effectiveness of the ‘Front Office’ system (Mark the order of performance as 1,2,3,4 ..... etc.)

80.1 Elected representatives have no interest : ☐
80.2 Employees have no interest : ☐
80.3 Non-availability of staff : ☐
80.4 Non-availability of physical facilities : ☐
80.5 Lack of supervision : ☐
80.6 Others (specify) : ☐

............... ......................................................
............... ......................................................

81  What is the grievance redressal system exist in the Panchayats? (Mark the order of performance as 1,2,3,4 ..... etc.)

81.1 Complaint box : ☐
81.2 Action on written complaint : ☐
81.3 Organizing ‘Adalaths’ : ☐
81.4 Applications under “Rights to Information” : ☐
81.5 Oral complaints and opinion in Gramasabhas : ☐
81.6 Redressal of grievances based on media reports

81.7 Redressal of grievances through the individual interventions of elected representatives

82 Has decentralization enabled to abolish corruptions in local administration and development?

82.1 Yes : ☐
82.2 To a greater extend : ☐
82.3 No : ☐
82.4 Not known : ☐

83 Indicate the sectors where corruption is existing under local administration and development (Mark the order of performance as 1,2,3,4 ..... etc.)

83.1 Selection of beneficiaries : ☐
83.2 Distribution of benefits : ☐
83.3 Implantation of public works : ☐
83.4 Purchase of materials : ☐
83.5 Service areas including issuing of licences, permits etc. : ☐
83.6 Issuing of building permits : ☐
83.7 Assessment of tax : ☐
83.8 Issuing of birth and death certificates : ☐
83.9 Others (Specify) : ☐

........................................................................................................................................
........................................................................................................................................

........................................................................................................................................
84 What are the suggestions for abolition of corruption existing in local administration?

84.1 .................................................................
84.2 .................................................................
84.3 .................................................................
84.4 .................................................................
84.5 .................................................................

85 Whether decentralization has enabled to enhance the transparency in administration?

85.1 Fully : ☐
85.2 To a some extent : ☐
85.3 No : ☐
85.4 Not known : ☐

86 Measures taken to improve the transparency as a part of decentralization (Mark the order of performance as 1,2,3,4 ..... etc.)

86.1 Prepared and published the citizens charter : ☐
86.2 Implemented the Right to Information : ☐
86.3 The printed statement of income and expenditure are circulated in gram sabhas : ☐
86.4 Audit reports are published and presented in the grama sabhas : ☐
86.5 Plan decisions are taken on the basis of suggestions in the grama sabhas : ☐
Annexures

86.6 Details of matters relating to administration and decentralization are published in the website of the local government.

86.7 All details are made available on ...... to District Planning Committee, Panchayat Department/Urban Affairs Department etc.

86.8 Information on various welfare schemes and development programs are given through printed media (news paper) and All India Radio.

86.9 All matters relating to administration and decentralization are presented and discussed in the committee of the local government.

86.10 Introduced “Front Office” system.

87 Whether citizens charter is updated and published every year and presented in the gramasabha meetings?

87.1 Regularly

87.2 Rarely

87.3 No

87.4 Not known
88 What are the challenges is the process of transparency of local administration and development?

88.1 ........................................................................................................................................
88.2 ........................................................................................................................................
88.3 ........................................................................................................................................
88.4 ........................................................................................................................................

89 What are the suggestions for transforming the local administration as transparent and peoples friendly by solving the existing challenges and practical issues?

89.1 ........................................................................................................................................
89.2 ........................................................................................................................................
89.3 ........................................................................................................................................
89.4 ........................................................................................................................................

VI. E-Governance

90 Whether the application of ICT/use of computer has improved the efficiency of local governments?

90.1 Fully : ☐
90.2 To some extent : ☐
90.3 No : ☐
90.4 Not known : ☐

91 Whether the ICT application/use of computer has enabled to improve the quality of services and avoid delay in service delivery?

91.1 Fully : ☐
91.2 To some extent : ☐
91.3 No : ☐
91.4 Not known : ☐
### Annexures

#### 92 Whether the details on local administration and development are available automatically to the public with the aid of ICT/computer?

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<tr>
<td>92.1</td>
<td>Fully</td>
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<tr>
<td>92.2</td>
<td>To some extent</td>
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<tr>
<td>92.3</td>
<td>No</td>
</tr>
<tr>
<td>92.4</td>
<td>Not known</td>
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</tbody>
</table>

#### 93 What are the services made available to the public through the help of ICT/computer? (Mark the order of performance as 1, 2, 3, 4 .. etc.)

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<tbody>
<tr>
<td>93.1</td>
<td>Birth and Death certificate</td>
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<tr>
<td>93.2</td>
<td>Building permits</td>
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<tr>
<td>93.3</td>
<td>Remittance of taxes</td>
</tr>
<tr>
<td>93.4</td>
<td>Details relating to plan</td>
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<tr>
<td>93.5</td>
<td>Details relating to audit report</td>
</tr>
<tr>
<td>93.6</td>
<td>Citizens charter</td>
</tr>
<tr>
<td>93.7</td>
<td>Details relating to various welfare programmes</td>
</tr>
<tr>
<td>93.8</td>
<td>Decisions of the committees of local governments</td>
</tr>
<tr>
<td>93.9</td>
<td>Decisions of the standing committees</td>
</tr>
<tr>
<td>93.10</td>
<td>Applications relating to beneficiary projects</td>
</tr>
<tr>
<td>93.11</td>
<td>List of beneficiaries</td>
</tr>
<tr>
<td>93.12</td>
<td>Details on financial transactions relating to various development projects</td>
</tr>
</tbody>
</table>
93.13 Data, venue, time and agenda of gramasabha meetings

93.14 Replies relating to clarifications on local administration

93.15 Others (Specify): ..................................................

94. Whether the network for establishing the link between the local governments and transferred institutions has completed?

<table>
<thead>
<tr>
<th>94.1</th>
<th>Completed</th>
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<tbody>
<tr>
<td>94.2</td>
<td>To some extent</td>
</tr>
<tr>
<td>94.3</td>
<td>Not started</td>
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<tr>
<td>94.4</td>
<td>Not known</td>
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</tbody>
</table>

95. Whether the networking between the various sections of the local governments has completed?

<table>
<thead>
<tr>
<th>95.1</th>
<th>Completed</th>
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<tbody>
<tr>
<td>95.2</td>
<td>To some extent</td>
</tr>
<tr>
<td>95.3</td>
<td>Not started</td>
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<tr>
<td>95.4</td>
<td>Not known</td>
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</tbody>
</table>

96. Whether the use of ICT/computer enabled to empower the people and increase their participation?

<table>
<thead>
<tr>
<th>96.1</th>
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<tbody>
<tr>
<td>96.2</td>
<td>To some extent</td>
</tr>
<tr>
<td>96.3</td>
<td>No</td>
</tr>
<tr>
<td>96.4</td>
<td>Not known</td>
</tr>
</tbody>
</table>
97 Whether the use of ICT/computer has enabled to improve the relationship and cooperation between the elected representatives and employees between the employees and between president and secretary?

97.1 Fully

97.2 To some extent

97.3 No

97.4 Not known

98 Whether ICT/computer has helped to strengthen the relationship between the people and the local government institutions and ensure people’s participation in administration?

98.1 Fully

98.2 To some extent

98.3 No

98.4 Not known

99 What are the challenges in using ICT/computer for making local administration more people oriented and transparent?

99.1 .................................................................................................................................

99.2 .................................................................................................................................

99.3 .................................................................................................................................

99.4 .................................................................................................................................

100 What are the suggestions for making local administration more people oriented and enhancing the efficiency by using effectively the ICT/computer applications?

100.1 .................................................................................................................................

100.2 .................................................................................................................................

100.3 .................................................................................................................................

100.4 .................................................................................................................................
VII Local Governments and the Marginalized People

101 Whether decentralization of power has made any qualitative changes in the livelihood of Scheduled Castes and Scheduled Tribes people?

101.1 Very higher level  
101.2 To a certain extent  
101.3 Not helpful  
101.4 Not known

102. Whether local governments are able to formulate and implement an appropriate development strategy, policy and programmes helpful for improving the quality of life of scheduled caste and scheduled tribe people?

102.1 Fully  
102.2 To some extent  
102.3 No  
102.4 Not known

103 List the development priorities for the development of scheduled caste and scheduled tribes in your local government, according to their order of performance (rearrange according to priority as 1, 2, 3, 4…… etc).

103.1 Housing, drinking water, sanitation facilities  
103.2 Human development including health and education  
103.3 Promoting employment opportunities and ensuring income generation
103.4 Social empowerment and capacity development

103.5 Awareness programmes against alcoholism, social evils etc.

103.6 Improvement of transportation facilities

103.7 Electrification

103.8 Others (specify)........................................................................

104 Whether the development plans formulated and implemented by the local governments were based on the actual local needs of scheduled caste and scheduled tribes?

104.1 Fully

104.2 To some extent

104.3 No

104.4 Not known

105 What are the consultation strategies suitable for deciding the development priorities and preparation of plan for scheduled caste and scheduled tribes development? (Mark the order of performance as 1, 2, 3, 4 etc.)

105.1 Gramasabha/special gramasabha/Oorukuttams

105.2 Working groups

105.3 Development seminar

105.4 Consultation with representation of organizations and individuals

105.5 Analysis of basis statistical data
105.6 Others (Specify) : .........................................................

**106 Whether the expenditure incurred for the development of scheduled caste and scheduled tribes as part of local plan is beneficial to them?**

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<tbody>
<tr>
<td>106.1 Fully</td>
<td>☐</td>
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<tr>
<td>106.2 To some extent</td>
<td>☐</td>
</tr>
<tr>
<td>106.3 No</td>
<td>☐</td>
</tr>
<tr>
<td>106.4 Not known</td>
<td>☐</td>
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</tbody>
</table>

**107 Whether decentralization of power has helped the social empowerment and capacity development of scheduled caste, scheduled tribes and other marginalized groups in the society?**

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<tbody>
<tr>
<td>107.1 Fully</td>
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<tr>
<td>107.2 To some extent</td>
<td>☐</td>
</tr>
<tr>
<td>107.3 No</td>
<td>☐</td>
</tr>
<tr>
<td>107.4 Not known</td>
<td>☐</td>
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</tbody>
</table>

**108 Whether the decentralization of power enable to improve the participation of scheduled caste and scheduled tribes in local administration and development.**

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<tbody>
<tr>
<td>108.1 Fully</td>
<td>☐</td>
</tr>
<tr>
<td>108.2 To some extent</td>
<td>☐</td>
</tr>
<tr>
<td>108.3 No</td>
<td>☐</td>
</tr>
<tr>
<td>108.4 Not known</td>
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</tbody>
</table>

**109 What are the challenges and constraints faced by the marginalized social groups in utilising fully the possibilities of decentralization of power and local planning?**

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<tbody>
<tr>
<td>109.1 ..........................................................</td>
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<td>109.2 ..........................................................</td>
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<td>109.3 ..........................................................</td>
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*Decentralisation and local governance: A study on the democratic performance of local governments in Kerala*
110 What are your suggestions for improving the living conditions of the marginalized groups and enabling the human development through the decentralization of power and local administration by overcoming the existing challenges?

110.1
110.2
110.3
110.4
110.5

111 Whether decentralization of power and local planning helped the qualitative improvement in the living conditions of differently abled, mentally retarded, destitute and weaker sections of the society?

111.1 Fully
111.2 To some extent
111.3 No
111.4 Not known

112 Whether the representatives of working groups are able to consider the local needs of the alone groups and give priorities whole the development plans are formulated in each sector?

112.1 Fully
112.2 To some extent
112.3 No
112.4 Not known
What are the special attempts made for identifying the particular needs of differentially able, mentally retarded and destitute? (mark the priority as 1,2,3,4 ......etc)

113.1 Gramasabha meetings/special gramasabha meetings
113.2 Through working group discussions
113.3 With the aid of statistical data
113.4 With the help of special data collection and studies
113.5 Through consultation with representatives of respective category
113.6 Through the consultation with NGOs working in this field
113.7 Others (specify)......

What are the important challenges faced by local governments in intervening effectively in the development process and solving the problems of differentially able, mentally and the destitute?

114.1 ......................................................................................................................................................
114.2 ......................................................................................................................................................
114.3 ......................................................................................................................................................
114.4 ......................................................................................................................................................
114.5 ......................................................................................................................................................
What are your suggestions for intervening more effectively in the development of differentially able, mentally retarded, destitute and aged, by utilizing the possibilities of decentralization of powers and the system of local administration?

115.1 ……………………………………………………………………………………………………
115.2 ……………………………………………………………………………………………………
115.3 ……………………………………………………………………………………………………
115.4 ……………………………………………………………………………………………………
115.5 ……………………………………………………………………………………………………

VIII Internal Administrative System and Democratic Culture

Whether the important decisions are taken by the head of Committee in consultation with other members of the Committee?

116.1 Yes : ☐
116.2 To some extent : ☐
116.3 No : ☐
116.4 Not known : ☐

Whether the Head of Committees hold consultation with the secretary or the local government officials and seek suggestions in important administrative and statutory matters?

117.1 Yes : ☐
117.2 To some extent : ☐
117.3 No : ☐
117.4 Not known : ☐
### 118 Whether the Head of committees hold consultation with the employees of transferred institutions in taking decisions on development matters and policy issues on the respective sectors?

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<thead>
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<tbody>
<tr>
<td>118.1 Yes</td>
<td>☐</td>
</tr>
<tr>
<td>118.2 To some extent</td>
<td>☐</td>
</tr>
<tr>
<td>118.3 No</td>
<td>☐</td>
</tr>
<tr>
<td>118.4 Not known</td>
<td>☐</td>
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</tbody>
</table>

### 119 Whether the standing committee hold consultation with the employee of concerned departments while taking decisions on respective sectors?

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<tbody>
<tr>
<td>119.1 Yes</td>
<td>☐</td>
</tr>
<tr>
<td>119.2 Rarely</td>
<td>☐</td>
</tr>
<tr>
<td>119.3 No</td>
<td>☐</td>
</tr>
<tr>
<td>119.4 Not known</td>
<td>☐</td>
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</table>

### 120 Whether the views and suggestions of the employees of the local governments and various departments of transferred institutions are considered by the Head of Committees and other members of the local governments?

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<tbody>
<tr>
<td>120.1 Yes</td>
<td>☐</td>
</tr>
<tr>
<td>120.2 Rarely</td>
<td>☐</td>
</tr>
<tr>
<td>120.3 No</td>
<td>☐</td>
</tr>
<tr>
<td>120.4 Not known</td>
<td>☐</td>
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</tbody>
</table>

### 121 Whether the views and decisions of the standing committees are considered by the Panchayatcommittee and due consideration isgiven to the standing committee decisions?

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<tbody>
<tr>
<td>121.1 Yes</td>
<td>☐</td>
</tr>
<tr>
<td>121.2 Rarely</td>
<td>☐</td>
</tr>
<tr>
<td>121.3 No</td>
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</table>
### 122 Whether the head of the committee and members give full freedom to the employees to discharge independently the duties and responsibilities conferred on them?

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<tbody>
<tr>
<td>122.1</td>
<td>Yes</td>
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<tr>
<td>122.2</td>
<td>Rarely</td>
</tr>
<tr>
<td>122.3</td>
<td>No</td>
</tr>
<tr>
<td>122.4</td>
<td>Not known</td>
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### 123 Whether the important policy decisions are taken by convening the meetings of steering committees?

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<tr>
<td>123.1</td>
<td>Yes</td>
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<tr>
<td>123.2</td>
<td>Rarely</td>
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<td>123.3</td>
<td>No</td>
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<td>123.4</td>
<td>Not known</td>
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### 124 What are the challenges and constraints faced by the local administration system and implementation of administration in the institutionalization and sustainability of decentralization of powers?

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<td>124.5</td>
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### 125 What are your suggestions of institutionalization and sustainability of decentralization of powers?

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<td>125.3</td>
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<tr>
<td>125.4</td>
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</table>
126. What are the important challenges faced by making the decentralization of powers and local administration more participatory and democratic?

126.1. ………………………………………………………………………………………………

126.2. ………………………………………………………………………………………………

126.3. ………………………………………………………………………………………………

126.4. ………………………………………………………………………………………………

126.5. ………………………………………………………………………………………………

127. What are your suggestions for making the local administration system and implementation of administration more transparent and democratic?

127.1. ………………………………………………………………………………………………

127.2. ………………………………………………………………………………………………

127.3. ………………………………………………………………………………………………

127.4. ………………………………………………………………………………………………

127.5. ………………………………………………………………………………………………

X Capacity Development – Training

128. Whether you have received the required training for discharging the new duties and responsibilities vested in the changing context of decentralization of powers?

128.1. Received: ☐

128.2. To some extent: ☐

128.3. Not received: ☐

128.4. Not known: ☐
129 Whether the training capacitated you to function according to the new visions and values of local democracy and decentralization of powers?

129.1 Yes
129.2 To some extent
129.3 Not received
129.4 Not known

130 Whether the training enabled you to acquire individual capacity, expertise and skills required for advancement of decentralization of powers and local democracy?

130.1 Yes
130.2 To some extent
130.3 Not received
130.4 Not known

131 Whether the training enabled you to consider the suggestions of all sections of people and take decisions on local administration according to their views and suggestions?

131.1 Yes
131.2 To some extent
131.3 Not received
131.4 Not known

132 Whether trainings are required for strengthening decentralization of powers and local administration?

132.1 Yes
132.2 To some extent
132.3 Not received
132.4 Not known
133 What are the important drawbacks and weaknesses of the training programmes now implemented on decentralization of powers and local administration?

133.1 ........................................................................................................................................
133.2 ........................................................................................................................................
133.3 ........................................................................................................................................
133.4 ........................................................................................................................................
133.5 ........................................................................................................................................

134 What are your suggestions regarding the important changes required in the training to make more effective the decentralization of powers and democratic administration?

134.1 ........................................................................................................................................
134.2 ........................................................................................................................................
134.3 ........................................................................................................................................
134.4 ........................................................................................................................................
134.5 ........................................................................................................................................

135 Whether the local governments are able to provide participatory local administration as envisaged by decentralization of powers in people's participation?

135.1 Yes : ☐
135.2 To some extent : ☐
135.3 Not received : ☐
135.4 Not known : ☐

136 What are the challenges and constraints in achieving actual local democracy ensuring people's participation?

136.1 ........................................................................................................................................
136.2 ........................................................................................................................................
136.3 ........................................................................................................................................
136.4 ........................................................................................................................................
What are your views and suggestions for establishing the democratic local governance and administration ensuring peoples participation?

Indicate the innovative and model programmes, if any, implemented in your panchayat in the last five years as part of decentralization of powers or implementation of local administration.

What are the social achievements of these innovative initiatives?
Annexure-2

LIST OF GRAMA PANCHAYATS SELECTED FOR FIELD SURVEY

I. Kannoor District
   1. Chempilodu
   2. Ancharakkandi
   3. Pallikkunnu
   4. Ayyankunnu

II. Kozhikkodu District
   1. Nochad
   2. Balusserry
   3. Kunnamangalam
   4. Feroke

III. Trivandrum District
   1. Pallichal
   2. Kattakkada
   3. Kadakkavur
   4. Karimkulam

IV. Wynadu District
   1. Vythiri
   2. Edavaka
   3. Mananthavadi
   4. Noolppuzha

V. Kottayam District
   1. Mutholi
   2. Chempu
   3. Madappally
   4. Melukavu
Annexures

VI. Trissur District
1. Adatt
2. Poomangalam
3. Pavaratty
4. Panancherry

VII. Ernakulam District
1. Edavanakkad
2. Chottanikkara
3. Malayattoor Neeleswaram
4. Mazhuvannoor
### Annexure-3

#### List of Experts Interviewed

<table>
<thead>
<tr>
<th>Sl.No.</th>
<th>Name and Designation</th>
<th>Date</th>
<th>Time</th>
<th>Place</th>
</tr>
</thead>
</table>
| 1     | Sri. Paloli Muhammed Kutty
       | Former Minister of Local Self-Government Department, Government of Kerala           | 9-03-2014  | 8.00 a.m to 11.00 a.m.| Residence at Karimpuzha, Palakkad District |
| 2     | Sri. Kutty Ahmmed Kutty
       | Former Minister of Local Self-Government Department, Government of Kerala           | 28-02-2014 | 10.00 a.m. to 12.00 noon | Residence at Thanur, Malappuram District   |
| 3     | Adv. V.J. Thankappan
       | Former Minister of Local Self-Government Department, Government of Kerala           | 21-01-2014 | 9.00 a.m to 11.00 a.m.| Residence at Neyyattinkara, Trivandrum District |
| 4     | Sri. S.M. Vijayanand, I.A.S.
       | Former Secretary, Local Self-Government Department, GoK and Secretary, MoPRD, Government of India | 19-02-2014 | 7.00 a.m to 10.00 a.m.| Travel from Ernakulam to Manarkadu, Kottayam |
| 5     | Dr. K.N. Harilal
       | Former Member of the State Planning Board and Associate Fellow, Centre for Development Studies (CDS) Trivandrum | 19-01-2014 | 2.00 p.m. to 4.00 p.m.| Office at Centre for Development Studies, Trivandrum. |
| 6     | Ms. Suhra Mampad
       | President, District Panchayat and District Planning Committee Chairperson, Malappuram | 24-02-2014 | 8.00 a.m to 10.00 a.m.| Residence at Changaramkulam, Malappuram District |
### Annexures

<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Designation, Organization</th>
<th>Date</th>
<th>Time</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>Prof. P.K. Raveendran</td>
<td>Director, Integrated Rural Technology Centre (IRTC), Mundur, Palakkad</td>
<td>29-01-2014</td>
<td>7.00 a.m. to 9.00 a.m.</td>
<td>Residence at Njarakkal, Ernakulam District</td>
</tr>
<tr>
<td>8</td>
<td>Dr. M.P. Parameswaran</td>
<td>Kerala Sasthra Sahitya Parishad (KSSP), Parisarakendram, Trissur</td>
<td>16-02-2014</td>
<td>3.00 p.m. to 5.00 p.m.</td>
<td>Residence at Poothole, Trissur District</td>
</tr>
<tr>
<td>9</td>
<td>Sri. P.T. Mathew</td>
<td>President, Kerala Grama Panchayat Association (KGPA) Office, Vellayambalam, Trivandrum</td>
<td>25-02-2014</td>
<td>7.00 a.m. to 9.00 a.m.</td>
<td>Kerala Grama Panchayat Association Office, Trivandrum</td>
</tr>
<tr>
<td>10</td>
<td>Sri. N. Jagajeevan</td>
<td>Programme Officer, Kudumbasree Mission, Trivandrum</td>
<td>20-01-2014</td>
<td>3.00 p.m. to 5.00 p.m.</td>
<td>Residence of Smt. Sarada Muraleedharan IAS at Vellayambalam, Trivandrum</td>
</tr>
<tr>
<td>11</td>
<td>Sri. K. R. Rajan</td>
<td>Former General Secretary, Kerala Panchayat Employees Association (KPEA), Trivandrum</td>
<td>21-01-2014</td>
<td>3.00 p.m. to 5.00 p.m.</td>
<td>CPM Area Committee Office, Neyyattinkara, Trivandrum District</td>
</tr>
<tr>
<td>12</td>
<td>Sri. Anil Akkara</td>
<td>Member District Panchayat, Trissur</td>
<td>24-02-2014</td>
<td>10.00 a.m. to 12.00 a.m.</td>
<td>District Panchayat Office, Trissur</td>
</tr>
<tr>
<td>13</td>
<td>Sri. T. Gangadharan</td>
<td>President, All India People’s Science Network, Kannur</td>
<td>7-02-2014</td>
<td>6.00 p.m. to 9.00 p.m.</td>
<td>Parisara Kendram, Trissur District</td>
</tr>
<tr>
<td>14</td>
<td>Dr. Jose Chathukulam</td>
<td>Director, Centre for Rural Management (CRM), Samkranthiy, Kottayam</td>
<td>12-02-2014</td>
<td>8.00 a.m. to 10.00 a.m.</td>
<td>Centre for Rural Management Office, Samkranthiy, Kottayam District</td>
</tr>
<tr>
<td></td>
<td>Name</td>
<td>Designation</td>
<td>Date</td>
<td>Time</td>
<td>Venue</td>
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<tr>
<td>15</td>
<td>Dr. M.A. Oommen</td>
<td>Former Chairman, State Finance Commission and Professor Emirates, Institute of Social Sciences, New Delhi</td>
<td>5-02-2014</td>
<td>10.00 a.m. to 12.00 a.m.</td>
<td>At his office at Kawdiar, Trivandrum</td>
</tr>
<tr>
<td>16</td>
<td>Smt. R. Girija</td>
<td>District Planning Officer, Civil Station, Kakkanadu, Ernakulam</td>
<td>11-03-2014</td>
<td>2.00 p.m. to 4.00 p.m.</td>
<td>District Planning Office, Civil Station, Ernakulam</td>
</tr>
<tr>
<td>17</td>
<td>Sri. Eugene George</td>
<td>Assistant Professor, Department of Commerce, Maharaja’s College, Ernakulam</td>
<td>12-02-2014</td>
<td>3.00 p.m. to 4.30 p.m.</td>
<td>Maharaja’s College, Ernakulam</td>
</tr>
<tr>
<td>18</td>
<td>Sri. K.Vinodkumar</td>
<td>Secretary, Ancharakkandi Grama Panchayat, Kannur</td>
<td>19-01-2014</td>
<td>7.00 p.m. to 9.00 p.m.</td>
<td>Bava Tourist Home, Trivandrum</td>
</tr>
<tr>
<td>19</td>
<td>Sri. S. Nazarudeen</td>
<td>Former General Secretary, Kerala Grama Panchayat Association (KGPA)</td>
<td>25-02-2014</td>
<td>1.00 p.m. to 3.00 p.m.</td>
<td>Government Guest House, Kadappakkada, Kollam</td>
</tr>
<tr>
<td>20</td>
<td>Sri. S. Divakaran Pillai</td>
<td>State Performance Audit Officer, Local Self-Government Department, Government of Kerala</td>
<td>6-02-2014</td>
<td>6.00 a.m. to 8.00 a.m.</td>
<td>At his residence at Nandavanam, Trivandrum</td>
</tr>
<tr>
<td>21</td>
<td>Sri. K.G. Madanmohan</td>
<td>Chief Executive Coordinator, Kerala Grama Panchayat Association, Trivandrum</td>
<td>05-02-2014</td>
<td>1.00 p.m. to 3.00 p.m.</td>
<td>At Kerala Grama Panchayat Office, Vellayambalam, Trivandrum</td>
</tr>
</tbody>
</table>

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511 Decentralisation and local governance: A study on the democratic performance of local governments in Kerala