

Transfer of Functions to Local Governments in Kerala: Major Issues

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Introduction

In this paper we examine the various categories of Local Governments (LGs), the functions assigned to them and issues in transfer of functions. The new functions are transferred to local bodies based on amendments to the constitution of India and enactment of new legislations in Kerala Legislative Assembly. Data from Fifth State Finance Commission (SFC) is used for the study.

The amendments to the Constitution of India (73rd and 74th) gave constitutional status to LGs, established a system of uniform structure, regular elections conducted by State election commission and transfer of funds from State Government based on recommendations of SFC. Consequent to these amendments, the State Legislature passed the Kerala Panchayat Raj Act, 1994 (KPRA, 1994) and the Kerala Municipality Act, 1994 (KMA, 1994) to enable LGs to function as third tier of the Government. The State Legislature also amended other related laws to empower LGs. Amendments to 35 Acts having relevance to LG functioning were effected during the year 2000. Under the above Acts, it shall be the duty of LGs to meet the requirements of the area of their jurisdiction in respect of the matters enumerated in the respective Schedules of the Acts, and LGs shall have exclusive power to administer the matters enumerated in the Schedules.

The LGs constituted in rural and urban areas are referred to as Panchayat raj institutions (PRI) and urban local bodies (ULB) respectively. In the three-tier Panchayat Raj system in the State, each tier functions independently of the other. While the Constitution and Acts confer autonomy and independent status to the LGs within the functional domain, the Government in Local Self-Government Department (LSGD) is empowered to issue general guidelines to LGs in accordance with the national and State policies.

The President/Chairperson/Mayor is the Chief Executive Head of LGs. Each LG has a Secretary who is the Chief Executive Officer. The members of each tier of PRIs elect the President, Vice-President and Chairpersons of the Standing Committees. Similarly, Councillors of the Municipality/ Municipal Corporation (MC) elect the Chairperson/Mayor, Vice-Chairperson/ Deputy Mayor and Chairpersons of the Standing Committees. KPRA and KMA envisage a system of Standing Committees (SC) to provide an analysis of issues and proposals before they are considered by the Panchayat Committees/Municipal Councils. There are four SCs for each Grama Panchayat (GP) and Block Panchayat (BP), five for each District Panchayat (DP), six for each Municipality and eight for each MC.

Consequent on the enactment of KPRA and KMA, LGs have assumed the role of formulation and implementation of development plans at local level with the participation of Grama/ward Sabha. The LGs began to prepare development plans every year for the succeeding year following the guidelines issued by the Government. As part of functional decentralization, Government have transferred partially public service delivery institutions such as schools, dispensaries, public health centres, hospitals, district farms, veterinary institutions etc., to the LGs. Implementation of certain Centrally Sponsored Schemes (CSS) and social welfare pensions are also entrusted to LGs.

I. Category of Local Governments

Kerala has two categories of LGs viz. rural having three tier panchayats consisting of grama, block and district and urban consisting of municipalities and MCs. Table 1 gives growth in the number of LGs between 1995 and 2015.

A structural change that has been occurring in the State is the decline in number of GPs (village Panchayats) and increase in number of urban LGs since 2010. The number of municipalities has increased from 53 in 2005 to 87 in 2015. This is largely due to the rapid urbanization that has been taking place in the State. The share of urban population according to Census has increased from 25.9 percent in 2001 to 47.7 percent in 2011. In November 2015, a new MC, namely Kannur, was formed. The other MCs are Thiruvananthapuram, Kollam, Kochi, Thrissur and Kozhikode.

Table 1

Number of Rural and Urban LGs in Kerala from 1995 to 2015

LG	1995	2000	2005	2010	2015
Rural					
GP	990	991	999	978	941
BP	152	152	152	152	152
DP	14	14	14	14	14
Urban					
Municipality	55	53	53	60	87
MC	3	5	5	5	6
Total	1214	1215	1223	1209	1200

Source: 5th SFC (2015). Report of the fifth state finance commission, Part 1. Thiruvananthapuram: Government of Kerala.

We may examine the number of wards in rural and urban LGs. A ward is a constituency from which a member of the three tier panchayat or a councillor of a municipality or MCs is elected by the voters of the ward. Table 2 presents the number of wards of rural and urban LGs. There has been a large fall in the number of wards of GPs due to the decrease of its number. The average number of wards per GP remained as 17 between 2010 and 2015.

On the other hand the number of wards of municipalities and MCs witnessed a substantial increase with the conversion of GPs to municipalities in November 2015. The election to reconstitute LGs was conducted in November 2015. The average number of wards per municipality was 36 and MC 69 in 2015.

Let us examine the average area and population of rural and urban LGs. The average area and population of rural and urban LGs is given in Table 3.

Table 2
Number of Wards of LGs in Kerala

LG	2010			2015 (as on November)		
	Number of LGs	Number of Wards	Average Number	Number of LGs	Number of Wards	Average Number
Rural						
GP	978	16680	17	941	15962	17
BP	152	2095	14	152	2076	14
DP	14	332	24	14	331	24
Urban						
Municipalities	60	2216	37	87	3122	36
MCs	5	359	72	6	414	69
Total	1209	21682	-	1200	21905	-

Source: 5th SFC (2015). Report of the fifth state finance commission, Part 1. Thiruvananthapuram: Government of Kerala.

Table 3
Average area and population of LGs in 2011

LG	Number	Average area (Sq.km.)	Average population (2011 Census)
DPs	14	2651.7	1903357
BPs	152	244.24	175309
GPs	978	37.16	26674
MCs	5	95.6	491240
Municipalities	60	23.65	51664
Total	1209	-	-

Source: 5th SFC (2015). Report of the fifth state finance commission, Part 1. Thiruvananthapuram: Government of Kerala.

According to 2011 Census, the average population of a DP was 19.03 lakh, BP 1.75 lakh and GP 26.6 thousand. The municipalities had an average population of 51.6 thousand and MCs 4.91 lakh. The average area per DP was 2651 sq. Km, BP 224 sq. Km and GP 37 sq. Km. The municipalities had an average area of 24 sq. Km and MCs 96 sq. Km.

A district wise distribution of LGs will give an idea about the spatial distribution of rural and urban LGs (Table 4).

Table 4
District wise Distribution of LGs (as on 1st November 2015) (in Number)

District	GPs	BPs	DPs	Municipalities	MCs
Thiruvananthapuram	73	11	1	4	1
Kollam	68	11	1	4	1
Pathanamthitta	53	8	1	4	0
Alappuzha	72	12	1	6	0
Kottayam	71	11	1	6	0
Idukki	52	8	1	2	0
Ernakulam	82	14	1	13	1
Thrissur	86	16	1	7	1
Palakkad	88	13	1	7	0
Malappuram	94	15	1	12	0
Kozhikode	70	12	1	7	1
Wayanad	23	4	1	3	0
Kannur	71	11	1	9	1
Kasargod	38	6	1	3	0
Total	941	152	14	87	6

Source: 5th SFC (2015). Report of the fifth state finance commission, Part 1. Thiruvananthapuram: Government of Kerala.

Malappuram district has the largest number of GP followed by Palakkad, Thrissur and Ernakulam districts. On the other hand, Wayanad district has the lowest number of GPs. In the case of BPs, Thrissur district has the largest number and Wayanad district the lowest number. Ernakulam is a highly urbanized district having 13 municipalities. Malappuram district is the second district having largest number of municipalities. On the other hand, Idukki district is the least urbanized district having only two municipalities. The major MCs in the State are Thiruvananthapuram, Kochi and Kozhikode.

Elections and Share of Women Members

Since the enactment of KPRA, 1994 and KMA, 1994, regular elections were conducted once in five years to elect members of LGs under supervision of State Election Commission. Five elections were conducted to elect members of all categories of LGs in the years, 1995, 2000,

2005, 2010 and 2015. A noticeable aspect is reservation of seats in LGs for women. Of the total seats, one third was reserved for women in election between 1995 and 2005. The share of reserved seats for women was increased from 33 percent to 50 percent since 2010. Table 5 gives the percentage of elected male and female members of LGs in 2015. It may be noted that majority of elected members in all categories of LGs were women. Similarly the share of the chief executives of rural LGs and urban LGs also increased from 33 percent to 50 percent since 2010. Table 6 gives the sexwise distribution of the chief executive head in 2015. Currently more than half of the elected members and chief executive head of LGs are women.

A positive aspect of the measure is the substantial increase in the participation of women in administration of the LGs. This has increased decision making of LGs in favour of women. But a negative aspect is the frequent change in seats of each ward from female member to male member and vice-versa and denying chance of the previous elected members to contest elections. This has resulted in elimination of experienced persons in LG administration from contesting elections and to become members. Due to this, the LGs face serious shortage of experienced persons in LG administration as chief executive heads. A discussion with the elected chief executive heads as per SFC deliberations in a sample of more than 100 LGs covering all districts in Kerala revealed that the lack of experienced persons has led to inefficient administration, poor delivery of civic services and plan performance in majority of the sample LGs.

Table 5
Number of elected members of LGs in 2015: Sex wise

Sl No	Category of LG	Number of LGs	Number of elected members			Percentage of elected members		
			Male	Female	Total	Male	Female	Total
1	GP	941	7226	8709	15935	45.3	54.7	100
2	BP	152	951	1126	2077	45.8	54.2	100
3	DP	14	157	174	331	47.4	52.6	100
4	Municipality	87	1456	1611	3067	47.5	52.5	100
5	MC	6	156	183	339	46.0	54.0	100
Total		1200	9946	11803	21749	45.7	54.3	100

Source: lsgkerala.gov.in

Table 6
Chief Executive Head of LGs (president, chairman and mayor)
in 2015: Sexwise

Category	Number of Chief Executive Head			Percent of Chief Executive Head		
	Male	Female	Total	Male	Female	Total
GP	416	494	910	45.7	54.3	100
BP	66	79	145	45.5	54.5	100
DP	7	6	13	53.8	46.2	100
Municipality	36	45	81	44.4	55.6	100
MC	3	2	5	60.0	40.0	100
Total	528	626	1154	45.8	54.2	100

Source: lsgkerala.gov.in

II. Transfer of functions to LGs

Prior to the enactment of KPRA, 1994 and KMA, 1994, the GPs and municipalities were assigned traditional civic functions. The major functions were construction and repair of public roads, street lighting, drainage, cleaning of streets, maintenance of public toilets, burial grounds and bathing ghats, preventive measures to check the spread of epidemics, maintenance of ponds and water bodies, registration of birth and death etc. Though a few functions were assigned for improvement of agriculture, maintenance of irrigation works, animal husbandry, education, social welfare and public health, they were not executed due to lack of administrative machinery, funds and low priority given to it. With the enactment of KPRA, 1994 and KMA, 1994, in addition to the traditional civic functions, more functions were transferred to GPs and municipalities by the State government. A three tier panchayat raj system comprising grama, block and district panchayats were constituted and each tier was assigned specific functions. Some of the local level government institutions and staff were transferred to the three tier panchayats, municipalities and MCs.

In the new organizational set up Six major items of functions are assigned to LGs viz. (1). mandatory and general functions, (2). sector wise responsibilities, (3). co-ordination of the administration of transferred institutions, (4). maintenance of own assets and assets of transferred institutions (5). annual plan formulation and implementation and (6). Collection of tax and non-

tax revenue. Due to the transfer of local level government institutions, the LGs are assigned a partial control or co-ordination of the administration of the institutions. In this following section we attempt an analysis of the major functions of various categories of rural and urban LGs.

Functions of Rural LGs

Grama Panchayats (GPs)

The GPs had been executing traditional, civic functions prior to the enactment of KPRA, 1994. As per this act the GPs are assigned almost all civic functions. Appendix 1 gives the mandatory, general and sector wise functions of the GPs. As per the KPRA, 1994, the GPs are assigned 27 mandatory functions such as collection and disposal of solid waste, maintenance of slaughter houses, public toilets, waiting sheds, parking places, burial and burning grounds etc. The GPs are also assigned responsibility to issue building permits for construction of buildings and issue of birth and death certificates and licenses for various purposes. The general functions assigned are collection of statistics, organizing voluntary labour for community works, ensuring people's participation in development, organizing relief during natural calamities, promotion of co-operatives, spreading legal awareness among weaker sections, organizing self-help groups etc. (Appendix 1). The GPs are also assigned, sector wise responsibilities for promotion of agriculture, animal husbandry, development of minor irrigation, fisheries, social forestry, small scale industries, water supply, education, village roads and public health. Identification of homeless people and implementation of rural housing programmes for them and implementing poverty alleviation schemes are also the function of GPs.

An unhealthy development that has been taking place with regard to functions of GPs is the low priority given to civic functions. The important civic functions are collection and disposal of solid waste, regulation of liquid waste disposal, maintenance of environmental hygiene, vector control, regulation of slaughtering of animals, street lighting, adoption of programmes of immunization, prevention and control of diseases, establishment of burning and burial grounds, provision of parking places for vehicles, construction of waiting sheds, public toilets and bathing ghat, control of stray dogs etc. The fifth SFC which examined this issue found that the GPs are giving only a low priority to the functions. The GPs reported to the commission that they give a low priority due to the difficulties in execution of projects relating to civic

functions, public protest and resistance, lack of availability of land, problems in land acquisition, etc. This laxity on the part of the LGs has created very serious public health, sanitation and environmental problems in the State.

Though a number of local level government institutions and posts are transferred to GPs, they are not under the full control of the GPs. The government institutions and posts transferred to GPs are shown in Appendix 3. All the transferred institutions are under the administrative control of the parent government department. The staff are appointed and transferred by the State government. Though the activities of the institutions are controlled by the parent department, the GPs are assigned a role of partial control or coordination on the activities especially in allocation of plan funds and development schemes. On the other hand GPs are entrusted with the full responsibility of maintenance of assets of transferred institution. Thus these institutions are under a dual control of the government departments as well as GPs and the role of the GPs are very limited. In spite of the experience of two decades of decentralized governance, the State government was not able to solve the complex issue of dual control and the chronic problems it created. A major complaint raised by most of the GPs is on this issue and they demand transfer of full control of these institutions to them.

Maintenance of own assets and assets of the transferred institutions are the other functions of GPs. Maintenance is defined as the expenditure required to keep an asset running with unimpaired productive potential during its life time. Timely and periodical maintenance of the assets ensures prolonged and guaranteed life span of the assets and, therefore, the necessity of providing proper maintenance assumes greater importance. A separate fund viz. maintenance fund has been given for maintenance since the period of second SFC. The GPs will have to maintain their own assets such as office buildings, anganwadis, shopping complexes, public hall, other categories of buildings, vehicles, equipment and other items. Repair and maintenance of local roads coming under the GPs is another important item. Besides their own assets, they have to maintain the assets of the transferred institution. The institutions transferred to GPs are shown in appendix 3. The assets transferred to GPs are the following: krishi bhavan, veterinary dispensary/veterinary sub-centre/hospital, nursery school, government lower primary school, public health centre, ayurveda dispensary, day care centre/anganwadi, balavadi, anganwadi-cum feeding center of scheduled caste/scheduled tribe department, public health centre, allopathy dispensary etc.

Formulation and execution of annual plan consisting a number of projects and schemes aiming local level development is another major function assigned to GPs. The 73rd and 74th amendments of the Constitution of India had given Constitutional status to Rural and Urban LGs and assigned responsibility for preparation of plans for economic development and social justice. The KPRA, 1994 assigned the role of formulation and implementation of development plans for economic development and social justice for Panchayats. The successive SFCs have been giving high priority for development and recommended major share of devolved funds for development purposes. The 5th SFC recommended more than half of the devolved funds for financing the development plans of the LGs. The GPs are assigned sole responsibility connected with all aspects of annual plan viz. preparation of projects, formulation of sector wise plan, aggregate plan, execution, monitoring, achievement of physical and financial targets etc.

Another function of the GPs is to collect taxes, fees, rent etc. Though the rural LGs consist of grama, block and district panchayats, only the GPs are assigned the power to collect local taxes. As per KPRA, 1994, GPs can collect taxes namely property tax, profession tax, advertisement tax, entertainment tax, show tax, service tax etc. They can also levy a surcharge on property tax, service tax/cess on sanitation, water supply, street lights and drainage. Besides the taxes, they can collect non-tax revenues like trade license fee, building permit fee, registration fee, fines, rent etc. For executing these function, the GPs require a section to administer tax collection, staff, field tax collectors etc.

Block Panchayats (BPs)

The functions of BPs are less compared to the GPs. They are not assigned mandatory functions, civic functions and collection of taxes. Sectorwise responsibilities, co-ordination of administration of transferred institutions, maintenance of own assets and assets of transferred institutions and annual plan formulation and implementation are major functions of BPs. The sectorwise responsibilities assigned to BPs are promotion of agriculture, animal husbandry, development of minor irrigation, fisheries, small scale industries, housing, electricity, execution of public works, public health, social welfare, poverty alleviation, development of scheduled caste and tribes etc. (Appendix 1). A number of posts and local level government institutions were transferred to BPs. The institutions transferred are assistant director of agriculture, industries extension office, block development office, care and old age homes, prematric hostels,

tribal extension office, taluk allopathy, homeo and ayurvedha hospitals and other health institutions (Appendix 3). These institutions are not transferred fully and the administrative control is vest with parent government department. The BPs are assigned a role of partial control or co-ordination of activities especially in the allocation of plan funds. Here these institutions are under the dual control of BPs and the government departments.

Another function of BPs is the maintenance of own assets and assets of transferred institutions. Maintenance of roads coming under the BPs are an important item of own asset. The BPs are entrusted with responsibility of maintaining transferred institutions like care homes, oldage homes, pre-matric hostels, block level and taluk level, Ayurveda, homeo and allopathy hospitals. The BPs are assigned sole responsibility connected with all aspects of annual plan viz. preparation of projects, formulation of sectorwise plan, aggregate plan, execution, monitoring, achievement of fiscal and financial targets etc.

District Panchayats (DPs)

The functions of DPs are similar to that of BPs. Their main functions are sectorwise responsibilities, co-ordination of administration of transferred institutions, maintenance of own assets and assets of transferred institutions and formulation and implementation of development plans. The sector wise responsibilities assigned to DPs are development of agriculture, animal husbandry, minor irrigation, fisheries, small scale industries, housing, water supply, electricity, education, construction and maintenance of roads, promotion of public health activities and social welfare, implementation of poverty alleviation schemes, management of post metric hostels and vocational training centres of SC/ST (Table 1). A number of posts and district level government institutions were transferred to DPs. The institutions transferred are soil testing laboratory, mobile soil testing laboratory, agricultural farm, veterinary polyclinic, fisheries schools, upper primary schools, high schools, tailoring and garment making training centres etc. (Appendix 3). These institutions are not transferred fully and the administrative control is still vested with parent government departments. Here the DPs are assigned a role of partial control or co-ordination of activities, allocation of plan funds etc. The important role of DPs in the transferred institutions is the maintenance of assets. On the other hand, the DPs are assigned the full powers for preparation and execution of annual development plan.

Functions of Urban LGs

Urban LGs comprising municipalities and municipal corporations (MCs) are assigned almost the same functions as in the case of GPs. Six categories of functions assigned to urban LGs are: mandatory and general functions, sector wise responsibilities, co-ordination of the administration of transferred institutions, maintenance of own assets and assets of transferred institutions, annual plan formulation and implementation and collection of tax and non-tax revenue.

According to KMA, 1994, the urban LGs are assigned 30 mandatory functions such as collection and disposal of solid waste, maintenance of slaughter houses, public toilets, waiting sheds, parking places, burial and burning grounds, street lighting, provision of basic facilities in slum areas, footpath and road crossing facilities, town planning etc. Appendix 2 gives the various functions assigned to urban LGs. The urban LGs are also assigned responsibility to issue building permits for construction of buildings and issue of birth and death certificates and licenses for various purposes. The general functions assigned are collection of statistics, organizing voluntary labour for community works, ensuring people's participation in development, organizing relief during natural calamities, promotion of co-operatives, spreading legal awareness among weaker sections, organizing self-help groups, awareness building on civil duties etc. The urban LGs are also assigned, sector wise responsibilities for promotion of agriculture, animal husbandry, development of minor irrigation, fisheries, social forestry, small scale industries, housing, water supply, education, urban roads, public health, social welfare etc. Implementing poverty alleviation schemes, improving welfare of SC/ST categories of people, provision of natural calamity relief are also the functions of urban LGs.

A disturbing development that has been taking place is a shift in the focus of urban LGs from civic functions to the other newly assigned functions. According to the 5th SFC, the urban LGs give a low priority for an execution of civic functions like disposal of solid waste, liquid waste, vector control, establishment of slaughter houses, maintenance of burial and burning grounds, provision of public toilets, waiting sheds, parking places, maintenance of environmental hygiene etc. It is reported by the commission that the waste disposal system is collapsing in majority of municipalities and MCs in Kerala. It may be noted that there is no other authority or agency to execute these functions. This laxity on the part of urban LGs have created very serious public health, sanitation and environmental problems in the state.

Co-ordination of the activities of the local level institutions transferred to them is another function. The institutions transferred are Krishi Bhavans, Veterinary dispensaries, community health centres, government primary and high schools and Allopathy, Ayurveda and Homeopathy taluk hospitals (Appendix 3). Though all the transferred institutions are under the administrative control of the parent government departments, the LGs are given a role to co-ordinate its activities or partial control. These institutions are under a dual control of the government departments as well as urban LGs and the role of the urban LGs are very limited. In spite of the experience of two decades of decentralized governance, the State government was not able to solve the complex issue of dual control and the chronic problems it created.

Maintenance of own assets and assets of the transferred institutions are the other functions of urban LGs. A separate fund viz. maintenance fund has been given for maintenance of roads and non-road assets. The urban LGs will have to maintain their own assets such as office buildings, anganwadis, shopping complexes, public hall, other categories of buildings, vehicles, equipment and other items. Repair and maintenance of local road coming under the urban LGs is another important item. Besides their own assets they have to maintain the assets of the transferred institutions (Appendix 3). Though the urban LGs have very little role in administration of transferred institutions they were assigned full responsibility to maintain its assets.

Formulation and execution of annual development plan aiming local level development is another major function of urban LGs. The KMA, 1994 assigned the role of formulation and implementation of development plans for economic development and social justice to urban LGs. The 5th SFC have recommended more than half of the devolved funds for financing the development plans of the LGs. The urban LGs are assigned sole responsibility connected with all aspects of annual plan formulation and execution.

A major function of municipalities and MCs are to collect taxes, fees, rent etc. As per KMA, 1994, urban LGs can collect taxes namely property tax, profession tax, advertisement tax, entertainment tax, show tax, service tax etc. They can also levy a surcharge on property tax, service tax/cess on sanitation, water supply, street lights and drainage. Besides the taxes, they can collect non-tax revenues like trade license fee, building permit fee, registration fee, fines, rent etc.

III. Issues in Transfer of Functions

1. With decentralization, state government transferred a lot of functions and funds to the various categories of LGs to carry-out their new role as LGs. But no corresponding changes were made in the administrative machinery, practices of administration, staff, rules and procedures of LGs. This has created serious constraints and problems in all fronts of administration of LGs.
2. There has been a shift in the focus of LGs from civic functions to the other transferred functions like plan formulation and implementation, maintenance of assets, activities of transferred institutions, distribution of pensions, implementation of CSS etc since 1995. Execution of civic functions like disposal of solid waste, liquid waste, vector control, establishment of slaughter houses, maintenance of burial and burning grounds, provision of public toilets, waiting sheds, parking places, maintenance of environmental hygiene etc., were accorded low priority or neglected. There is no other authority or agency to execute these functions. This laxity on the part of LGs has created very serious public health, sanitation and environmental problems in the State.
3. The transfer of agency functions such as distribution of welfare pension schemes of the state government and implementation of CSS without providing adequate additional staff have created severe problems. The diversion of staff to execute these functions has adversely affected the execution of mandatory, civic, maintenance and development functions of LGs.
4. Lack of role clarity in the powers and functions of LGs with regard to transferred institutions created a lot of confusion in all categories of LGs. All the transferred institutions are kept under administrative control of the parent government department. The staff are appointed, transferred and their salaries are paid by the government. The head of the local offices has to obey all orders of the head of department relating to all aspects of its functioning. The LGs are given a nominal or partial control on certain matters of the transferred institutions. The only major role assigned to LGs is maintenance of assets of the transferred institutions. The dual control and failure to define roles of LGs and parent departments in the administration of the institutions have created serious problems.
5. A major problem reported by the LGs is the acute shortage of staff - administrative, accounting, engineering, contingent etc - even after completing two decades of decentralisation. Though a large number of functions were transferred, adequate additional

staff are not provided to the LGs. Due to this they face severe problems in discharging most of the functions in an efficient manner.

6. The direction of the state government to divert development fund and grants from state government for states' schemes distorts the fiscal decentralization (EMS housing scheme, enhancement of the share of Indira Awas Yojana, SSA and Asraya are among such schemes). Some of the BPs reported that the additional financial commitment on Indira Awas Yojana met from their development fund destabilized their plan activities.
7. Shifting of financial responsibilities of transferred Institutions to LGs is another issue. It is reported that High Schools are upgraded to Plus two schools without providing new building, furniture, equipment and other infrastructure items by state government. Similarly hospitals are upgraded from Taluk level to District level without providing basic infrastructure. In many of the above cases instead of meeting the expenditure by state government the financial burden is shifted to LGs.

Conclusion

Prior to the enactment of KPRA, KMA in 1994, the GPs and municipalities, were assigned only traditional civic functions. With the enactment of KPRA, a three tier panchayat raj system comprising GPs, BPs and DPs were introduced and each tier was assigned specific functions. The functions of municipalities and MCs were also expanded. With the decentralization, the LGs were assigned six major functions namely, (1) mandatory and general functions, (2) sectoral responsibilities, (3) coordination of administration of transferred institutions, (4) maintenance of own assets and asset of transferred institutions, (5) annual plan formulation and implementation and (6) collection of taxes and non-tax revenue.

The reservation of 50 percent seats of elected members and chief executive heads to women in LGs are considered as major achievements of decentralization and women empowerment in Kerala. But rotation of half of total seats from male to female and vice versa in each LG election has reduced the chances of a large number of experienced local politicians both male and female from contesting elections. Most of the experienced former elected members of LGs were denied the opportunity to contest elections in their constituency from which they were elected. This has substantially reduced the availability of experienced persons in LG councils,

led to inefficient administration, poor delivery of services and plan performance in a large number of LGs in Kerala.

Though a number of local level institutions and posts of the state government were transferred to LGs, they were not given full powers to administer it. A system of dual control was introduced and the role of LGs was limited to coordination of activities and maintenance of the assets of the institutions. But in case of annual plans, LGs were given freedom to prepare their own plan subject to the guideline of state government. Regarding mobilization of own tax revenue such as taxes and non-tax items, the LGs were given powers to collect revenue. But LGs were not given powers to effect change in rates or periodical revision of it. This has created serious constraints and problems in administration of LGs. A mismatch between the transfer of a lot of functions and lack of corresponding changes in administrative machinery staff, practices of administration, rules and procedures etc has created serious constraints and problems.

The focus of LGs shifted from core civic functions to other functions like maintenance of assets, plan formulation, implementation of agency functions such as pension distribution and implementation of CSS etc. The assignment of priority to new functions has resulted in steady deterioration of civic functions of the traditional function. The lack of role clarity in the powers and functions of LGs with regard to transferred institutions, the dual control exercised by the government and LGs have created confusion. In spite of the assignment of a number of new functions, adequate additional staff were not provided, resulting in acute staff shortage. The directions of state government to divert development funds and grants for state schemes has resulted in fund shortage for development schemes of LGs. Instead of meeting capital expenditure for expansion of transferred institutions, the state government followed a policy to shift the financial burden to LGs.

Reference

Report of the Fifth State Finance Commission, Part I (December, 2015) & II (March, 2016).
Thiruvananthapuram: Government of Kerala

Action taken report on the part I & part II of the reports of the Fifth SFC (Placed in Kerala Legislative assembly on February 7, 2018).

Appendix 1
Functions Assigned To Rural Local Governments

I. Grama Panchayats

A. Mandatory functions of Grama Panchayats

1. Regulation of building construction
2. Protection of public land from encroachment
3. Protection of traditional drinking water sources.
4. Presentation of ponds and other water bodies
5. Maintenance of water-ways and canals under their charge
6. Collection and disposal of solid waste and control of liquid waste disposal.
7. Storm water drainage
8. Maintenance of environmental hygiene
9. Management of markets
10. Vector control
11. Regulation of slaughtering of animals and sale of meat, fish and other perishable food items.
12. Regulation of eating establishments
13. Prevention of food adulteration.
14. Maintenance of roads and other public assets
15. Street lighting and their maintenance.
16. Immunisation
17. Carrying into effect national and State level strategies and programmes for disease prevention and control.
18. Opening and maintenance of burial and burning grounds.
19. Licensing of dangerous and offensive trades
20. Registration of births and deaths.
21. Provide bathing and washing ghats
22. Provide of ferries.
23. Provide parking space for vehicles

24. Provide waiting-sheds for travellers
25. Provide toilet facilities in public places
26. Regulate conduct of fairs and festivals.
27. Licensing of pet dogs and destroying stray dogs.

B. General functions

1. Collection and updating of essential statistics.
2. Organising voluntary labour and contribution for community works.
3. Carrying out campaigns for thrift.
4. Awareness building on control of social evils like drinking, consumption of narcotics, dowry and abuse of women and children.
5. Ensuring maximum people's participation in all stages of development.
6. Organising relief during natural calamities.
7. Inculcating environmental awareness and motivating local action for environmental upgradation.
8. Promoting co-operatives.
9. Enhancing communal harmony.
10. Mobilizing local resources in cash and in kind, including free surrender of land for development purposes.
11. Spreading legal awareness among the weaker sections.
12. Campaigning against economic crimes
13. Organising neighbourhood groups and self-help groups with focus on the poor.
14. Awareness building on civic duties

C. Sector-wise distribution of responsibilities

(i) Agriculture

1. Bring into cultivation waste lands and marginal lands
2. Bring about an optimum utilisation of land
3. Soil conservation
4. Production of organic manure.
5. Establishment of nurseries.
6. Promotion of co-operative and group farming.

7. Organising self-help groups among cultivators
8. Promotion of horticulture and vegetable cultivation.
9. Fodder development
10. Plant protection.
11. Seed production
12. Farm mechanisation.
13. Management of Krishi Bhavans.

(ii) Animal Husbandry and Dairy

1. Cattle improvement programmes.
2. Dairy farming.
3. Poultry farming, bee keeping, piggery development, goat rearing, rabbit rearing.
4. Running or veterinary dispensaries.
5. Running of ICDP sub-centres.
6. Preventive health programmes for animals
7. Prevention of cruelty to animals.
8. Fertility improvement programmes.
9. Control of diseases of animal origin.

(iii) Minor Irrigation

All minor irrigation schemes within the area of a Grama Panchayat.

1. All micro irrigation schemes.
2. Water conservation.

(iv) Fisheries

1. Development of fisheries in ponds and fresh water and brackish water fish culture, mari culture.
2. Fish seed production and distribution.
3. Distribution of fishing implements.
4. Fish marketing assistance.
5. Provision of basic minimum services for the families of fishermen.
6. Welfare schemes for fishermen.

(v) Social Forestry

1. Raising of fodder, fuel and fruit trees

2. Organising campaigns for tree planting and environmental awareness.
3. Afforestation of waste lands.

(vi) Small Scale Industries

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

(vii) Housing

1. Identification of homeless people and poramboke dwellers and provide house sites and houses.
2. Implementation of rural housing programmes.
3. Implementation of shelter upgradation programmes.

(viii) Water Supply

1. Running of water supply schemes covering one grama panchayat.
2. Setting up of water supply schemes covering one grama panchayat.

(ix) Electricity and Energy

1. Street lighting
2. Promotion of Bio-gas

(x) Education

1. Management of Government pre-primary schools and Government primary schools.
2. Literacy programmes.

(xi) Public Works

1. Construction and maintenance of village roads within the grama panchayat.
2. Construction of buildings for institutions transferred.

(xii) Public Health and Sanitation

1. Management of dispensaries and primary health centres and sub-centres (in all systems of medicine).
2. Management of child welfare centres and maternity homes.
3. Immunization and other preventive measures.
4. Family Welfare
5. Sanitation.

(xiii) Social Welfare

1. Running of anganwadies.
2. Sanctioning and distribution of pensions to destitute, widows, handicapped and agricultural labourers.
3. Sanctioning and distribution of unemployment assistance.
4. Sanctioning of assistance for marriage of the daughters of widows.
5. Management of group insurance scheme for the poor.

(xiv) Poverty Alleviation

1. Identification of the poor.
2. Self employment and group employment schemes for the poor especially women.
3. Providing community assets of continuing benefit to the poor.

(xv) Scheduled Castes and Scheduled Tribes Development

1. Beneficiary oriented schemes under SCP and TSP.
2. Management of nursery school for Scheduled Castes and Scheduled Tribes.
3. Provision of basic amenities in Scheduled Castes and Scheduled Tribes habitats.
4. Assistant to Scheduled Castes and Scheduled Tribes students.
5. Discretionary assistance to Scheduled Castes and Scheduled Tribes in need.

(xvi) Sports and Cultural Affairs

1. Construction of play grounds.

(xvii) Public Distribution System

1. Examination of complaints against the public distribution system and taking of remedial measures.
2. Organisation of campaigns against weights and measures offences.
3. General supervision and guidance of ration shops and maveli stores and other public distribution centres and if necessary starting new public distribution centres.

(xviii) Natural Calamities Relief

1. Management of relief centres
2. Organisation of relief works
(Repair works to assets will be divided and carried out by the Panchayat in charge of the assets)

(xix) Co-Operatives

1. Organisation of co-operatives within the jurisdiction of the Panchayat.
2. Payment of Government grants and subsidies within the jurisdiction.”

II. Block Panchayats

A. General functions

1. Pool technical expertise both Government and non-government at the Block level.
2. Provide technical services to Grama Panchayats.
3. Prepare plans after taking into account the plans of Grama Panchayat to avoid duplication and provide the backward and forward linkages.

B. Sector-wise distribution of responsibilities

(i) Agriculture

1. Farmers’ training for the programmes implemented at the village level.
2. Arrangements of agricultural inputs required for schemes at the village level.
3. Conduct of agricultural exhibitions.
4. Integrated watershed management in watersheds falling within Block Panchayat area.
5. Mobilize agricultural credit.
6. Sericulture.

(ii) Animal Husbandry and Dairy

1. Running of Veterinary Polyclinics and Regional Artificial Insemination Centres.
2. Provide speciality services in Animal Husbandry.
3. Conduct cattle and poultry shows.

(iii) Minor Irrigation

All lift irrigation schemes and minor irrigation schemes covering more than one Grama Panchayat.

(iv) Fisheries

Development of traditional landing centres.

(v) Small Scale Industries

1. Setting up of mini industrial estates.
2. Promotion of industries with investment limit of one-third of SSI.

3. Self employment schemes in industrial sector.

(vi) Housing

1. Popularisation of low cost housing.
2. Promotion of housing co-operative societies.

(vii) Electricity and Energy

Promotion of non-conventional energy sources.

(viii) Education

Management of Industrial Training Institutes.

(ix) Public Works

1. Construction and maintenance of all village roads connecting more than one grama Panchayat and other District Roads within the block Panchayat.
2. Construction of buildings for institutions transferred.

(x) Public Health and Sanitation

Management of community health centres and taluk hospitals within the Block Panchayat area in all systems of medicine.

(xi) Social Welfare

Management of ICDS.

(xii) Poverty Alleviation

1. Planning and implementation of Employment Assurance Schemes in co-ordination with the grama Panchayats.
2. Skill upgradation of the poor for self employment and wage employment for people below poverty line.

(xiii) Scheduled Castes And Scheduled Tribes Development

1. Management of pre-matric hostels
2. Promoting Scheduled Castes and Scheduled Tribes Co-operatives.

(xiv) Co-Operatives

1. Organisation of co-operatives within the jurisdiction of Block Panchayat.
2. Payment of Government grants and subsidies within the jurisdiction

III. District Panchayats

A. General functions

1. Mobilize the technical expertise available from Government and non-government institutions.
2. Provide technical service to the Block Panchayats and Grama Panchayats and the Municipalities.
3. Prepare plans after taking into account the plans of the Grama Panchayats and Block Panchayats to avoid duplication and to provide backward and forward linkage.

B. Sector-wise distribution of responsibilities

(i) Agriculture

1. Running of agricultural farms other than regional farms and research centres and establishment of new farms.
2. Integrated watershed management in watersheds covering more than one Block Panchayat area.
3. Provision of agricultural inputs.
4. Soil testing.
5. Pest control.
6. Marketing of agricultural produce.
7. Cultivation of ornamental plants.
8. Promotion of agricultural co-operatives.
9. Promotion of commercial crops.
10. Biotechnology applications.
11. Field trials and pilot projects to popularise innovation.
12. Locally appropriate research and development.

(ii). Animal Husbandry and Dairy

1. Management of district level veterinary hospitals and laboratories.
2. Management of dairy extension service units.
3. Promotion of milk co-operatives.
4. Management of farms other than regional farms, breeding farms and research centres.
5. District level training.
6. Implementation of disease prevention programmes.

7. Field trials and pilot projects on innovative practices.
8. Locally relevant research and development.

(iii) Minor Irrigation

1. Development of ground water resources.
2. Construction and maintenance of minor irrigation schemes covering more than one Block Panchayat.
3. Command area development.

(iv) Fisheries

1. Arrangements for marketing of fish.
2. Management of Fish Farm Development Agency.
3. Management of district level hatcheries, net making units, fish markets, feed mills, ice plants and cold storages.
4. Management of fisheries schools.
5. Introduction of new technologies.
6. Provide inputs required for fishermen.
7. Promotion of fishermen's co-operatives.

(v) Small Scale Industries

1. Management of District Industries Centre.
2. Promotion of small scale industries.
3. Setting up of industrial estates.
4. Arranging exhibitions for sale of products.
5. Entrepreneur development programmes.
6. Marketing of products.
7. Training.
8. Input service and common facility centres.
9. Industrial development credit planning.

(vi) Housing

1. Housing complex and infrastructure development.
2. Mobilizing housing finance.

(vii) Water Supply

1. Running of water supply schemes covering more than one Grama Panchayat.
2. Taking up of water supply schemes covering more than one Grama Panchayat.

(viii) Electricity and Energy

1. Taking up of micro-hydel projects.
2. Determining priority areas for extension of electricity.

(ix) Education

1. Management of Government high schools (including LP section and UP section attached to high schools)
2. Management of Government higher secondary schools.
3. Management of Government technical schools.
4. Management of vocational training centres and polytechnics.
5. Management of vocational Higher Secondary schools.
6. Management of District Institute for Education and Training.
7. Co-ordinate centrally and State sponsored programmes related to education.

(x) Public Works

1. Construction and maintenance of all district roads other than State Highways, National Highways and Major District Roads.
2. Construction of buildings for institutions transferred.

(xi) Public Health and Sanitation

1. Management of district hospital in all systems of medicine.
2. Setting up of centres for care of special categories of disabled and mentally ill people.
3. Co-ordination of centrally and State Sponsored programme at the district level.

(xii) Social Welfare

1. Payment of grants to orphanages.
2. Starting of welfare institutions for the disabled, destitutes etc.

(xiii) Poverty Alleviation

Providing infrastructure for self-employment programmes.

(xiv) Scheduled Castes And Scheduled Tribes Development

1. Management of post matric hostels.
2. Management of vocational training centres for Scheduled Castes and Scheduled Tribes.

(xv) Sports and Cultural Affairs

Construction of stadiums

(xvi) Co-Operatives

1. Organisation of co-operatives within the jurisdiction of District Panchayats. Payment of Government grants and subsidies to co-operatives within the jurisdiction.

Source : State Finance Commission (2001).

Appendix 2

FUNCTION ASSIGNED TO URBAL LOCAL GOVERNMENTS

A. Mandatory Functions

1. Regulating building construction.
2. Protection of public land from encroachment.
3. Protection of traditional drinking water sources.
4. Preservation of ponds and other water bodies.
5. Maintenance of waterways and canals under their charge.
6. Collection and disposal of solid waste and control of liquid waste disposal.
7. Storm water drainage.
8. Maintenance of environmental hygiene.
9. Management of markets.
10. Vector control.

11. Regulation of slaughtering of animals and sale of meat, fish and other perishable food items.
12. Regulation of eating establishments.
13. Prevention of food adulteration.
14. Maintenance of roads and other public assets.
15. Street lighting and their maintenance.
16. Immunisation.
17. Carrying into effect national and State-level strategies and programmes for disease prevention and control.
18. Opening and maintenance of burial and burning grounds.
19. Licensing of dangerous and offensive trades and industries.
20. Registration of births and deaths.
21. Provide bathing and washing ghats.
22. Provisions of ferries.
23. Provide parking space for vehicles.
24. Provide waiting sheds for travellers.
25. Provide toilet facilities in public places.
26. Regulate conduct of fairs and festivals.
27. Licensing of pet dogs and destroying stray dogs.
28. Provision of basic minimum service in slums.
29. Amenities for pedestrians including foot path and road crossing facilities.
30. Preparation of detailed town plans and Action plan for phased implementation.

B. General Functions

1. Collection and updating of essential statistics.
2. Organising voluntary labour and contribution for community works.
3. Carrying out campaigns for thrift.
4. Awareness building on control of social evils like drinking, consumption of narcotics, dowry and abuse of women and children.
5. Ensuring maximum people's participation in all stages of development.
6. Organising relief during natural calamities.

7. Including environmental awareness and motivating local action for environmental upgradation.
8. Promoting Co-operatives.
9. Enhancing communal harmony.
10. Mobilizing local resources in cash and in kind, including free surrender of Land for developmental purpose.
11. Spreading legal awareness among the weaker sections.
12. Campaigning against economic crimes.
13. Organizing neighbourhood groups and self-help groups with focus on the poor.
14. Awareness building on civic duties.

C. Sector-wise Distribution of Function of Responsibilities

(i) Agriculture

1. Bring into cultivation wastelands and marginal land.
2. Bring about an optimum utilization of land.
3. Soil Conservation.
4. Production of organic manure.
5. Establishment of nurseries.
6. Promotion of Co-operative and group farming.
7. Organizing self-help groups among cultivators.
8. Promotion of horticulture and vegetable cultivation
9. Fodder development.
10. Plant protection.
11. Seed production.
12. Farm mechanisation.
13. Management of Krishi Bhavans.
14. Conduct of Agricultural exhibitions.

(ii) Animal Husbandry and Dairy Farming

1. Cattle improvement programmes.

2. Diary farming.
3. Poultry farming, bee keeping, piggery development, goat rearing and rabbit rearing.
4. Running of veterinary hospitals.
5. Running of ICDDP sub-centres.
6. Preventive health programme for animals.
7. Prevention of cruelty to animals.
8. Fertility improvement programmes.
9. Control of diseases of animal origin.
10. Running of veterinary poly-clinics and Regional Artificial Insemination Centres.
11. Provide speciality services in animal husbandry.
12. Conduct cattle poultry shows.

(iii) Minor Irrigation

1. All minor irrigation and lift schemes within the area of a Municipal.
2. All micro-irrigation schemes.
3. Water conservation.
4. Development of ground water resources.

(iv) Fisheries

1. Development of fisheries in ponds and fresh water and brackish water fish culture.
2. Fish seed production and distribution.
3. Distribution of fishing implements.
4. Fish marketing assistance.
5. Provision of basic minimum services for the families of fishermen.
6. Welfare scheme for fishermen.
7. Development of traditional landing centres.
8. Management of fisheries schools.

(v) Social Forestry

1. Raising of fodder, fuel and fruit trees.
2. Organising campaign for planting and environmental awareness.

3. Afforestation of waste land.

(vi) Small Scale Industries.

1. Promotion of cottage and village industries.
2. Promotion of handicrafts.
3. Promotion of traditional and mini industries.
4. Setting up of Mini Industrial Estates.
5. Promotion of industries with investment limit of one-third of SSI.
6. Self employment schemes in Industrial Sector.
7. Promotion of small scale industries.
8. Entrepreneur development programmes.

(vii) Housing

1. Identification of homeless people and poramboke dwellers and provide house sites and houses.
2. Implementation of rural housing programmes.
3. Implementation of shelter upgradation programmes
4. Popularisation of low-cost housing.
5. Promotion of housing co-operative societies.
6. Housing complex and infrastructure development.
7. Mobilising housing finance.

(viii) Water Supply

1. Running of water supply schemes covering one Municipality.
2. Setting up of water supply schemes covering one Municipality.

(ix) Electricity and Energy

1. Street lighting.
2. Promotion of bio-gas.
3. Promotion of non-conventional energy sources.

(x) Education

1. Management of Government pre-primary schools, Government primary schools and Government high schools.
2. Literacy programmes.
3. Management of Industrial Training Institutes in the Municipal area.
4. Management of Government Higher Secondary Schools in the Municipal area.
5. Management of Government Technical Schools in the Municipal area.
6. Management of Vocational Training Centres and Polytechnics in the Municipal area.
7. Management of Vocational Higher Secondary Schools in the Municipal area.

(xi) Public works

1. Construction and maintenance of roads within the municipality other than National Highways, State Highways and Major District Roads.
2. Construction of buildings for institutions including those got transferred from Government.

(xii) Public Health and Sanitation

1. Management of dispensaries and primary health centres and sub centres (all systems of medicines).
2. Management of child welfare centers and maternity home.
3. Immunisation and other preventive measures.
4. Family welfare.
5. Sanitation.
6. Management of community health centres and taluk hospitals within the municipal area in all systems of medicine.

(xiii) Social Welfare

1. Running of anganwadies.
2. Sanctioning and distribution of pensions to destitutes, widows, handicapped and agricultural labourers.
3. Sanctioning and distribution of unemployment assistance.
4. Sanctioning of assistance for marriage of the daughters of widows.
5. Management of Group Insurance Scheme for the poor.

6. Payment of grants to orphanages.
7. Starting of welfare institutions for the disabled, destitutes, etc.

(xiv) Poverty Alleviation

1. Identification of the poor.
2. Self-employment and group employment schemes for the poor especially women.
3. Providing community assets of continuing benefit to the poor.
4. Skill upgradation of the poor for self employment and wage employment for people below poverty line.
5. Providing infrastructure for self-employment programmes.

(xv) Scheduled Castes and Scheduled Tribes Development

1. Beneficiary oriented schemes under SCP and TSP.
2. Management of nursery Schools for Scheduled Castes and Scheduled Tribes.
3. Provision of basic amenities in Scheduled Castes and Scheduled Tribes.
4. Assistance to Scheduled Castes and Scheduled Tribes students.
5. Discretionary assistance to Scheduled Castes and Scheduled Tribes in need.
6. Management or pre-metric hostels in the Municipal area.
7. Promoting Scheduled Castes and Scheduled Tribes Cooperatives.
8. Management of post-matric hostels in the municipal area.
9. Management of vocational training centres for Scheduled Castes and Scheduled Tribes in the municipal area

(xvi) Sports and Culture Affairs

1. Construction of play grounds and stadium.

(xvii) Public Distribution System

1. Examination of complaints against public distribution system and taking of remedial measures.
2. Organisation of campaigns against weights and measures offences.

3. General Supervision and guidance of ration shops and maveli stores and other public distribution centres and if necessary starting new public distribution centres.

(xviii) Natural Calamity Relief

1. Management of relief centres.
2. Organisation of relief works (Repair works to assets will be divided and carried out by the municipality in charge of the assets)

(xix) Co-operatives

1. Organisation of Co-operatives within the jurisdiction of the municipality.
2. Payment of Government grants and subsidies within the jurisdiction.

Source : State Finance Commission (2001).

Appendix 3

Institutions and posts transferred to Rural Local Governments

I. Grama Panchayats

Sl. No.	Name of Departments	Transferred posts and institutions
1	Agriculture	Krishi Bhavans of the respective places
2	Animal husbandry	Veterinary sub-centre, Veterinary Dispensary/Hospitals of respective places
3	Dairy Development	One Dairy Extension Officer and Auxiliary posts
4	Fisheries	One fisheries Sub Inspector
5	Rural Development	Two Village Extension Officer posts
6	Social Welfare	Day care centres and Anganwadis of the respective places
7	SC Development	Balawadies, Balawady cum feeding centre, seasonal day care centre and dormitories of the respective places
8	Tribal Development	Balawadis, Medical unit, Nursery Schools, Midwifery centres & Ayurvedic dispensaries of the respective places
9	Health Services (Allopathy)	Primary Health Centres and Government Dispensaries
10	Health Department (I.S.M.)	Government Ayur and Hospitals of the respective places
11	Health Department (Homoeo)	Government Homoeo Dispensaries and Hospital of the respective places
12	General Education	Government Lower Primary Schools of the respective places
13	Public Works	One Public Works Overseer post

II. Block Panchayats

Sl. No.	Name of Departments	Transferred posts and institutions
1	Agriculture	One post of Assistant Director and Auxiliary posts
2	Industries	One post of Industries Extension Officer and posts
3	Rural Development	The post of Block Development Officer and posts
4	Social Welfare	Care Homes, Oldage Homes and similar respective places
5	SC Development	Prematric Hostels of the respective places and the post of Block extension Officer
6	ST Development	Tribal Extension officer
7	Health Services (Allopathy)	Block level Primary Health Centre/Community Health Centre, Taluk Hospitals/Government Hospitals
8	Health Department (I.S.M.)	Taluk Hospitals of the respective places
9	Health Department (Homoeo)	Taluk Hospitals of the respective places

III. District Panchayats

Sl. No.	Name of Departments	Transferred posts and institutions
1	Agriculture	<ul style="list-style-type: none"> i. Two posts of deputy Director and auxiliary posts ii. The post of District soil Conservation Officer and auxiliary posts iii. One Assistant Executive Engineer and connected posts iv. Soil Testing Laboratory v. Mobile Soil Testing Laboratory vi. District sales counter vii. District Agriculture Farm/Coconut nursery
2	Animal husbandry	Veterinary Polyclinic, ICDP area office, Mobile veterinary Dispensary, Mobile farm unit, Clinical Laboratories not attached to District Veterinary Centres
3	Fisheries	The fisheries schools of respective places
4	Minor Irrigation	One section consisting of one Assistant Engineer and connected staff
5	Industries	From the District Industries Centre, one Manager post and connected staff
6	Rural Development	One post of Assistant Development Commissioner and the District Women's Welfare Officer and Auxiliary staff
7	General Education	<ul style="list-style-type: none"> i. The Upper Primary Schools and High Schools of the respective places ii. One Section from the Deputy Director's Office
8	Technical Education	<ul style="list-style-type: none"> i. Tailoring and Garment making Training Centre of the respective places ii. Tailoring Trade Centres of the respective places
9	Co-operation	One post of Assistant Registrar and one post of Clerk
10	Public Works	One division consisting of executive Engineer and auxiliary staff

Source: State Planning Board (2002), Economic review 2001

Appendix 4

Institutions and posts transferred to Urban Local Governments (Municipalities and Municipal Corporations)

Sl. No.	Name of Departments	Transferred posts and institutions
1	Agriculture	i. Krishi Bhavans of the respective places ii. One post of Deputy Director of agriculture
2	Animal husbandry	The Veterinary Polyclinic, sub-centre, Dispensary of the respective places
3	Fisheries	One post of fisheries Sub Inspector
4	Industrial Development	One post of Industrial Extension Officer
5	Health Services (Allopathy)	Community Health Centres, Government Hospitals, Taluk hospitals of respective places
6	Health Department (I.S.M.)	Taluk Hospitals of the respective places
7	Health Department (Homoeo)	Taluk Hospitals of the respective places
8	General Education Department	Government Primary Schools and High Schools of the respective places
9	Co-operative Department	One post of senior Co-operative Inspector

Source: State Planning Board (2002), Economic review 2001