



**GOVERNMENT OF KERALA  
(Abstract)**

MGP Initiatives under Local Self Government Department - Preparation of Manuals for Office Management, Procurement of Goods and Services, Management of Institutions etc. - Steering Committee and Working Groups - Constituted - Orders Issued:-

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**LOCAL SELF GOVERNMENT (L) DEPARTMENT**

G.O. (Rt) No. 3913/2005/LSGD

Dated, Thiruvananthapuram, September 22<sup>nd</sup>, 2005

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**ORDER**

Government had approved the Detailed Implementation Plans (DIPs) of the initiatives for preparation of Manuals for Management of Local Government offices, Procurement of Goods and Services and Management of Transferred Institutions under the Local Self Government Department component of MGP vide G.O. (MS) No. 345/03/GAD dtd: 26-11-2003. One of the activities included in the Detailed Implementation Plans is constitution of Working Groups with experts and stakeholders for preparing the Manuals on the subjects mentioned above. The Departmental Committee of the Modernising Government Programme in its meeting held on 16-07-2005 had decided that the activities relating to development of office Management Manual, Procurement Manual and Management Manual for transferred institutions would be coordinated by the Decentralisation Support Programme Mission under the overall supervision of the Executive Mission Director, Information Kerala Mission.

2. In the circumstances Government are pleased to constitute Working Groups as shown in the Annexure to this order, for preparing the Manuals listed below:-

- (i) Management Manual for Grama Panchayat Office, Block Panchayat Office and District Panchayat Office
- (ii) Management Manual for Municipal Office and City Corporation Office
- (iii) Manual for Procurement of Goods and Services by Local Governments

- (iv) Management Manual of Primary Health Centres, Government Dispensaries, Community Health Centres, Taluk Hospitals, District Hospitals etc. under Allopathy, Indian Systems of Medicine and Homoeopathy
  - (v) Management Manual of Krishi Bhavan
  - (vi) Management Manual of Veterinary Hospitals/Dispensaries, Veterinary Centres etc.
  - (vii) Management Manual of Hostels for Scheduled Castes and Scheduled Tribes
  - (viii) Management Manual of Care Institutions.
3. The Working Groups would furnish their reports with in a period of 45 days. The Working Groups may coopt additional members (official and/or non-official experts), if found necessary.
4. Government are also pleased to constitute a Steering Committee with the following composition to oversee the preparation of the Manuals.
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|-----------------------------------------------------------------|----------|
| 1. The Secretary to Government<br>Local Self Government (Rural) | Chairman |
| 2. The Secretary to Government<br>Local Self Government (Urban) | Member   |
| 3. The Director of Urban Affairs                                | ..       |
| 4. The Director of Panchayats                                   | ..       |
| 5. The Director<br>Kerala Institute of Local Administration     | ..       |
| 6. The Director<br>Scheduled Castes Development Department      | ..       |
| 7. The Director<br>Scheduled Tribes Development Department      | ..       |
| 8. The Director<br>Indian Systems of Medicine                   | ..       |
| 9. The Director<br>Homoeopathy Department                       | ..       |
| 10. The Director of Health Services                             | ..       |
| 11. The Director<br>Animal Husbandry Department                 | ..       |

12. The Director Agriculture	Member
13. The Director Social Welfare	''
14. The Chief Engineer Local Self Government Department	''
15. The Chief Coordinator DSP Mission	''
16. The Executive Mission Director Information Kerala Mission	Convener

5. The Decentralisation Support Programme Mission office will function as the Secretariat of the Steering Committee and the Working Groups.

6. The expenses for the functioning of the Steering Committee and the Working Groups will be met by the Information Kerala Mission from the funds allotted for the implementation of the initiatives.

By order of the Governor

**S.M. Vijayanand**  
Secretary to Government

*To*

1. All members of the Steering Committee
2. All members of the Working Groups
3. The Accountant General (A&E) with C.L.
4. The Secretary, Health & Family Welfare
5. The Commissioner for Rural Development
6. The Chief Engineer, LSGD
7. The Director, Agriculture
8. The Director, Indian Systems of Medicine
9. The Director, Homoeopathy
10. The Director, Urban Affairs
11. The Director, Panchayats
12. The Director, Scheduled Tribes Development
13. The Director, KILA
14. The Executive Coordinator, CapDeck
15. The Team Leader, Procurement Service Provider

16. The Director, Scheduled Castes Development
17. The Director, Animal Husbandry
18. The Chief Coordinator, DSP Mission
19. The Director, Social Welfare Department
20. The Director, Health Services
21. The Executive Mission Director, Information Kerala Mission
22. The Secretary, Indian Veterinary Association (with C.L)
23. The Managing Director, SERIFED
24. The Director, Kerala State IT Mission

*Copy to:*

1. The Private Secretary to the Minister for Local Self Governments
2. Local Self Government (Rural) Department
3. Local Self Government (Urban) Department

Forwarded/By Order

Section Officer

*1. Working Group for Preparation of Management Manual for Grama Panchayat Office, Block Panchayat Office and District Panchayat Office.*

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|--------------------------------------------------------------------------------------------------------------------------|----------|
| (1) Shri. M. Ayyappan<br>Joint Director of Panchayats<br>Public Office Buildings<br>Thiruvananthapuram                   | Chairman |
| (2) Shri. J. Sadanandan<br>Joint Director of Panchayats<br>Public Office Buildings<br>Thiruvananthapuram                 | Member   |
| (3) Shri. M.P. Rajan<br>Deputy Director of Panchayats (Retd)<br>Meppath House<br>Kidangoor.P.O.<br>Angamali<br>Ernakulam | ..       |
| (4) Shri. M.P. Varkey<br>Deputy Director of Panchayats (Retd)<br>Mambattu<br>Pattimattom<br>Ernakulam                    | ..       |
| (5) Smt. L. Suseela<br>T.C. 17/271<br>Thushara<br>CRA No. 217<br>Chadiyara Road<br>Poojappura<br>Thiruvananthapuram      | ..       |
| (6) Shri. K. Arjunan<br>Secretary<br>Kazhakuttom Grama Panchayat<br>Kazhakuttom<br>Thiruvananthapuram                    | ..       |
| (7) Shri. Sanjeev.S.U.<br>Head<br>Quality Systems<br>Information Kerala Mission                                          | ..       |
| (8) Shri. K. Pushparajan Achary<br>Programme Specialist<br>DSP Mission                                                   | Convener |

*2. Working Group for Preparation of Management Manual for Municipal Office and City Corporation Office*

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|--------------------------------------------------------------------------------------------------------------------|----------|
| (1) Shri. P.M. Devarajan<br>Secretary<br>Thrissur Urban Development Authority<br>Thrissur                          | Chairman |
| (2) Shri. T.V. Jayachandrakumar<br>Chandramangalam<br>Thottavaram<br>Attingal                                      | Member   |
| (3) Shri. Raveednra Pai<br>Accounts Officer (Retd)<br>Gurukripa<br>Neerazhi Lane<br>Pulimood<br>Thiruvananthapuram | ..       |
| (4) Smt. Sabeena Paul<br>Secretary<br>Chengannur Municipality<br>Chengannur                                        | ..       |
| (5) Shri. K. Anwar Sadat<br>Service Delivery Programmer<br>KSIT Mission<br>Vellayambalam<br>Thiruvananthapuram     | ..       |
| (6) Dr. N. Rajan Nair<br>Additional Director<br>Information Kerala Mission                                         | ..       |
| (7) Shri. S. Parameswaran Nair<br>Staff Consultant (Urban)<br>DSP Mission                                          | Convener |

The above two Working Groups on Office Management Systems would consult Shri. V.M. Vijayaraghava Menon, Secretary, State Planning Board, before finalising the reports.

*Scope of the work*

The Local Governments like Grama Panchayats, Municipalities and Corporations do not have an office management system as followed by the offices under the State Government. The present system now followed by the local governments is based on registers and not files. With the transfer of responsibilities, functions and funds, the office management in local

governments has become very critical. There is a need for evolving an efficient office management system relating to maintenance of files, flow of files for decision making, storing and retrieving of data and files and providing feedback to state government, elected representatives and public. Actual process of decision making in local governments is through minutes of decisions and passing of resolutions. Experience shows that there is no systematic way of preparing the agenda notes, timely and accurate recording of minutes, and drafting of speaking resolutions. With the introduction of decentralised planning and flow of plan funds, the upkeep of records have become very important. The fact that a typical local government has several units located in the transferred institutions has increased the complexity of the problem. The link between these units and the office of the local government is extremely weak. There is no properly designed system for the movement of papers and files for decision making. Thus there is an imperative need for developing a simple, scientific and modern office management system. Such a system should necessarily deal with creation, updating and maintenance of database, processes of decision making, maintenance of files and registers and records keeping. The use of information technology to simplify the process will also need to be explored.

In view of the above facts the role of the Working Groups would be:-

- (i) To design a simple, transparent, consistent and accountable office system for local governments.
- (ii) To suggest software(s) relevant to the new office management system

### ***3. Working Group for Preparation of Manual for Procurement of Goods and Services by Local Governments***

(1) Smt. A.K. Shylaja Chairperson

Chief Engineer  
Local Self Governments  
Near Vikas Bhavan  
Thiruvananthapuram

(2) Shri. G. Suresh Member

Deputy Secretary  
Health & Family Welfare  
Secretariat  
Thiruvananthapuram

(3) Shri. N. Appukuttan Pillai Superintending Engineer (Retd) T.C. 10/331 Peroorkada Thiruvananthapuram	Member
(4) Mrs. V. Vijaya Office of Procurement Service Provider Pattom Thiruvananthapuram	..
(5) Smt. Latha Secretary Tirur Block Panchayat Tirur Malappuram	..
(6) Shri. K. Krishnan Nair Secretary Karakulam Grama Panchayat Enikkara Thiruvananthapuram	..
(7) Shri. A. Padamakumar Secretary Kayamkulam Municipality Kayamkulam Alappuzha	..
(8) Shri. K. Premkumar Head Technical Support Information Kerala Mission	..
(9) Shri. K. Abdul Azeez Staff Consultant (Finance) DSP Mission	Convener

***Scope of the work***

As of now, local governments follow the Stores Purchase Rules of State Government for procurement of materials. These rules are basically designed for a centralised system. The inventory management system under the Rules does not support the procurement system. With the allocation of plan funds directly to the local governments, they have become major purchasers of goods and services. Therefore, there is an immediate need to develop a new procurement manual which would be appropriate to the use in local governments and facilitating accountability and transparency.



*4. Working Group for preparation of Management Manual of Primary Health Centres, Government Dispensaries, Community Health Centres, Taluk Hospitals, District Hospitals etc. under Allopathy, Indian Systems of Medicine and Homeopathy.*

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|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------|
| (1) Dr. B. Mahilamony<br>Director of Health Services<br>General Hospital Junction<br>Thiruvananthapuram                                                                           | Chairperson    |
| (2) Dr.R. Ramabhadran<br>Director<br>Indian Systems of Medicine<br>Arogya Bhavan<br>Ayurveda College Junction<br>Thiruvananthapuram                                               | Co Chairman    |
| (3) Dr. K.M. Baby<br>Director<br>Homoeopathy Department<br>East Fort<br>Thiruvananthapuram                                                                                        | Co Chairperson |
| (4) Dr. C.K. Jagadish<br>Research Officer (Ortho) and<br>State Nodal Officer - Tribal Health<br>Directorate of Health Services<br>General Hospital Junction<br>Thiruvananthapuram | Member         |
| (5) Dr. T.N. Yatheendran<br>Joint Director<br>Indian Systems of Medicine<br>Arogya Bhavan<br>Ayurveda College Junction<br>Thiruvananthapuram                                      | ..             |
| (6) Dr. R. Sathyaseelan<br>Chief Medical Officer<br>District Ayurveda Hospital<br>Varkala<br>Thiruvananthapuram                                                                   | ..             |
| (7) Dr. Rajasekharan<br>Medical Officer<br>Government Homoeo Dispensary<br>Kochukarikkakom<br>Daivapura<br>Peringammala.P.O.<br>Thiruvananthapuram                                | ..             |

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|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| <p>(8) Dr. B. Parthasarathy<br/> Chief Medical Officer<br/> Government Homoeo Dispensary<br/> Edamulakkal<br/> Panachuvila<br/> Anchal, Kollam</p>                      | <p>Member</p>   |
| <p>(9) Dr. Joy Elamon<br/> Executive Coordinator<br/> CapDeck<br/> SBI Buildings, Pattom<br/> Thiruvananthapuram</p>                                                    | <p>..</p>       |
| <p>(10) Shri. N. Jagajeevan<br/> Pulimootil House<br/> Venjaramoodu<br/> Thiruvananthapuram</p>                                                                         | <p>..</p>       |
| <p>(11) Dr.K.Vijayakumar<br/> Service Delivery Assessment Specialist<br/> MGP Mission Office<br/> TRIDA Buildings<br/> Medical College.P.O.<br/> Thiruvananthapuram</p> | <p>..</p>       |
| <p>(12) Dr. V. Ramankutty<br/> House No. L. 51<br/> LIC Road<br/> Behind LIC Office<br/> Pattom<br/> Thiruvananthapuram</p>                                             | <p>..</p>       |
| <p>(13) Dr. M.J.George<br/> Director of Health Services (Retd) &amp;<br/> WHO Consultant<br/> Moolal House<br/> Nanthankode<br/> Thiruvananthapuram</p>                 | <p>..</p>       |
| <p>(14) Shri. Padmaraj<br/> Senior Project Associate<br/> Information Kerala Mission</p>                                                                                | <p>..</p>       |
| <p>(15) Shri. K. Sukumaran<br/> Staff Consultant (Planning)<br/> DSP Mission</p>                                                                                        | <p>Convener</p> |

**5. Working Group for Preparation of Management Manual of Krishi Bhavans**

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|----------------------------------------------------------------------------------------------------------------------|----------|
| (1) Shri. S. Mohanan<br>Deputy Director of Agriculture<br>Soumya<br>T.C. 11/673<br>Nanthankode<br>Thiruvananthapuram | Chairman |
| (2) Shri. T. Premlal<br>Agricultural Officer<br>Krishi Bhavan<br>Varkala<br>Thiruvananthapuram                       | Member   |
| (3) Shri. Jin Raj<br>Agricultural Officer<br>Vellanad<br>Nedumangad (viz)<br>Thiruvananthapuram                      | ..       |
| (4) Smt. K.K. Padmaja<br>Senior Project Associate<br>Information Kerala Mission                                      | ..       |
| (5) Shri. K. Sukumaran<br>Staff Consultant (Planning)<br>DSP Mission                                                 | Convener |

**6. Working Group for Preparation of Management Manual of Veterinary Hospitals/Dispensaries, Veterinary Centres etc.**

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|------------------------------------------------------------------------------------------------------------------------------------------------------|----------|
| (1) Dr. B. Ashok<br>Director of Animal Husbandry<br>Vikas Bhavan<br>Thiruvananthapuram                                                               | Chairman |
| (2) Dr. A.P. Somasekharan Nair<br>President<br>Indian Veterinary Association<br>Veteranians Buildings<br>Near Ayurveda College<br>Thiruvananthapuram | Member   |
| (3) Dr. K. Udayavarman<br>Additional Director<br>Animal Husbandry<br>Vikas Bhavan<br>Thiruvananthapuram                                              | ..       |

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|-----------------------------------------------------------------------------------------------------------------------------------------------|----------|
| (4) Dr. T.P. Sethumadhavan<br>Assistant Director<br>Veterinary Hospital<br>Chavakkad<br>Thrissur                                              | Member   |
| (5) Dr. Balachandran Nair<br>Assistant Project Officer<br>Regional Artificial Insemination Centre<br>Animal Husbandry Department<br>Alappuzha | ..       |
| (6) Shri. R.K. Rammohan<br>Head<br>Software Division<br>Information Kerala Mission                                                            | ..       |
| (7) Shri. K. Sukumaran<br>Staff Consultant (Planning)<br>DSP Mission                                                                          | Convener |

**7. Working Group for Preparation of Management Manual of Hostels for Scheduled Castes and Scheduled Tribes**

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|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|
| (1) Dr. M. Beena<br>Director<br>Scheduled Castes Development Department                                                                                                  | Chairperson |
| (2) Shri. O.J. John<br>Joint Director<br>Scheduled Tribes Development Department<br>Vikas Bhavan<br>Thiruvananthapuram                                                   | Member      |
| (3) Shri. R. Muraleedharan<br>Scheduled Castes Development Officer (Retd)<br>Government Quarters No. 17/A<br>Observatory Lane<br>Vikas Bhavan P.O.<br>Thiruvananthapuram | ..          |
| (4) Shri. D. Prasanth<br>Managing Director<br>SERIFED<br>Contonment<br>University P.O.<br>Thiruvananthapuram                                                             | ..          |
| (5) Shri. T.P. Sudhakaran<br>Senior Project Associate<br>Information Kerala Mission                                                                                      | ..          |

(6) Shri. K. Sukumaran  
Staff Consultant (Planning)  
DSP Mission  
Convener

**8. Working Group for Preparation of Management Manual of Care Institutions**

(1) Shri. E. Ayyappan  
Director  
Social Welfare Department  
Vikas Bhavan  
Thiruvananthapuram  
Chairman

(2) Shri. Balachandran  
Joint Director  
Social Welfare Department (Annex)  
Poojappura  
Thiruvananthapuram  
Member

(3) Shri. Ganesh Kumar  
Service Delivery Assessment Specialist  
MGP Office  
TRIDA Buildings  
Medical College  
Thiruvananthapuram  
..

(4) Shri. Sasikumaran Nair  
Superintendent  
Care Home  
Social Welfare Department  
Chakkai  
Thiruvananthapuram  
..

(5) Shri. A. Shaji  
Joint Director  
Information Kerala Mission  
..

(6) Shri. K. Sukumaran  
Staff Consultant (Planning)  
DSP Mission  
Convener

***Scope of the work***

As part of decentralisation of powers, functions and finances the institutions relating to development sectors at the district level and below like hospitals, veterinary centres, hostels, agricultural offices, care homes etc. have been transferred to local governments. These are all institutions which provide essential services to the people and ultimately the success of decentralisation depends on the effective and efficient functioning of these institutions. Local governments have been successful in improving physical

infrastructure of institutions transferred through fairly good investment of plan funds. However, there has not been any visible improvement in management of services. This is an area of major concern. Therefore, there is a need for preparing the management manuals for transferred institutions like hospitals, veterinary institutions, krishibhavans, care institutions, hostels for Scheduled Castes/Scheduled Tribes etc. There are several issues that constrain local governments from improving the performance of these institutions. They include, lack of clarity on the role of elected local governments in the management of the institutions, dual control of the institutions by departments and local governments, absence of good working relationship between the professionals manning the institutions and the elected local governments, focus on improving infrastructure rather than quality of services, weak capacity on the part of local governments to manage the institutions etc. These problems can be solved by preparing comprehensive manual to enable both the elected representatives and the professionals to understand their rights and responsibilities very clearly. Such manuals should have two parts; the first part dealing with rules and procedures, which have to be observed compulsorily and the second part containing suggestions drawn from experience with good practices.

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