

Karakulam Grama Panchayat

Guideline for Managing Engineering Wing

Responsive Administration –
A Management Development Mechanism

Guideline for Managing
Engineering Wing

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Karakulam Grama Panchayat

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Dear,

Novel enquiries and activities has been going on in the Karakulam-Nellanad Grama Panchayats for systemising the local self governance process, co-ordinate the functioning of the Grama Panchayats and transferred institutions, Improve the quality level of institution-service, make fruitful the institutional management and governance execution taking into consideration the will of the people and people's intervention.

As part of the Responsive Administration - A Management Development Mechanism, many arrangements have already been evolved for making the local self governance meaningful and empowered. This includes the following: Comprehensive citizen charter, people-oriented institutional arrangement, Local self governance order-implementation, office panchayat-level review system, and dispute redressal system. Another achievement in this chain is the Guideline, inevitable for the local self government institution-service delivery and management. These guidelines are the result of relentless effort of governance experts, law experts, voluntary activists, people's representatives, and officials. Such Guidelines are formulated in 13 different sectors. This Guideline, approved and came into existence based on the decision of the Grama Panchayat dated 6 June 2005 (ninth decision), aimed at raising the service quality level of institutions and officials and strengthening the infrastructural facilities, is submitted before the people.

09.06.2005
Karakulam

R. Sivarajan
President

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Guideline – What, Why

Panchayat Raj - Nagarapalika Act figures prominently among the crucial amendments to the Indian Constitution. It was the 73rd and 74th Amendments (1993) to the Constitution which made Local Self-Governments also part of the system of Federal national structure apart from Central and State levels. This made possible the transfer of responsibilities, resources, and employees, and also entrusted with the local self-governments the power of development and implementation. In Kerala, vast interventions were possible in the domain of local self-governance in the past one decade. Efforts were made to ensure rules, policies, orders, training, and support systems. It is indeed an achievement for Kerala that the availability of funds, transparency, evaluation, etc., were made part of the system in the State. The process of decentralisation of power was enriched, in varying degrees, by the co-operation of political parties, socio-voluntary movements, service-trade union organisations, and research centres.

The local self government institutions – panchayats / municipalities have gained so many benefits in the past one decade. The local self-governance has almost become established. It has become administratively possible to run own offices and transferred institutions separately and jointly. It made help the local bodies to implement the responsibilities and services of bureaucrats and employees. This also helped to raise the standard of quality. The gains of decentralisation of power reflected in the administration in varying levels. The current phase is one of assessing many issues including the above mentioned ones.

The concept of institution-service management is an extension of ideas evolved from various activities that were implemented under the initiative of the Karakulam Grama Panchayat with the involvement of people's participation and with the support of the Grameena Padhana Kendram (GPK) in various sectors like health, education, and social welfare with people's participation. Inter-linking of decentralisation and responsive self-governance with institution-service management enables the direct participation and intervention of people in the local self-governance which already necessitates increased responsibility and commitment to the people. Based on the Kerala Panchayati Raj Act (1994) and the Kerala Panchayati Raj (Amendment Act- 1999) many important sectors have been handed over to the local bodies. The responsibilities transferred to the Grama Panchayats are summarised here.

The Invariable Responsibilities of the Grama Panchayat

1. Regulate building construction.
2. Protect public places from encroachment
3. Protect the traditional drinking water sources.
4. Protect ponds and other water storage systems.
5. Conserve the waterways and canals under the Grama Panchayat.



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6. Collect and dispose of solid waste. Make arrangements for the removal of liquid waste.
7. Drain the water caused by heavy showers.
8. Make environment healthy and protect it.
9. Maintenance of public markets.
10. Contain / control contagious diseases.
11. Regulate the slaughter of animals, sale of meat, fish, and other food items which may easily be decayed.
12. Regulate hotels and restaurants.
13. Stop adulteration of food.
14. Protect roads and other public properties.
15. Switching on the street lights and maintain them.
16. Take immunisation measures. Implement programmes for the same suggested at the state and national levels.
17. Establish and maintain cemeteries.
18. Give license to dangerous and unbearable trade.
19. Register both birth and death.
20. Establish and maintain bathing, washing, and transportation ghats.
21. Arrange parking areas for vehicles; build parking sheds for general public.
22. Build urinals, toilets, and bathrooms in public places.
23. Regulate the managing of festivals and fairs.
24. Issue licenses to pet birds / animals, ensure control of stray animals.

Common Responsibilities

1. Collection of statistical data.
2. Organizing self-help and voluntary work.
3. Campaign on thrift.
4. Awareness creation about social evils.
5. Development – People’s participation.
6. Relief activities during natural calamities.
7. Conservation and awareness creation of Ecology.
8. Development of co-operative sector.
9. Social unity.
10. Make available land for development purpose.
11. Awareness creation on various laws.
12. Campaign against economic offences.
13. Poverty eradication – self-help entrepreneurship.
14. Sensitisation on civic responsibilities.

Sectoral Responsibilities

It is the task of the Panchayats to make sure that the services in accordance with the above responsibilities are being provided to the inhabitants of the respective areas [Kerala

Panchayat Act 1999 166 (1) B]. S B Sen Committee (1996) on Devolution of Powers has submitted detailed and clear recommendations to the Government about the inevitable transfer of employees, institutions and infrastructure facilities necessary for executing the responsibilities transferred to them. The Sen Committee also details the transfer of funds required for the maintenance and expansion of the above mentioned responsibilities.

Based on the recommendations, the Government issued orders transferring various institutions and designations to the local bodies.

Those transferred institutions would be treated as owned by the local self governments for the concerned period. During this period they would be known under the respective local body [Kerala Panchayat Act, 1999 sec. 166 (6), 172 (5), 173 (5)]. These organisations should be run according to the policies of the State and Central governments and by following their guidelines, with their technical assistance.

It would be the responsibility of the panchayats to prepare and implement socio-economic projects related to these institutions [Kerala Panchayat Act 1999 sec 166 (2), 172 (2), 173 (2)].

The names of the transferred institutions are given below. Through various Government Orders, the responsibilities of each institution and the activities to be carried out have been transferred to the local self-governments. The government has taken a policy decision to allot 30-40 percent of the State Plan Fund to the local bodies for the development activities in connection with the transfer of the institutions.

Please see the Government Order (P) No. 189/95, Local Self-Government Department, Thiruvananthapuram, 1995 September 16. The list of institutions transferred according to the Annexure 5 of the GO are listed here.

Institutions Transferred to the Panchayat, Posts, Department (Institutions Transferred to Karakulam Grama Panchayat)

1. Krishi Bhavan – all posts – Agriculture Department
2. Veterinary Hospital – Veterinary dispensary and sub centre – all posts- Animal Husbandry Department
3. Dairy Development Office – Post of Dairy Development Officer and related posts (Service should be provided to all Grama Panchayats in a Block) – Dairy Development Department
4. Fisheries Sub Inspector Office – Sub Inspector Post – only in relevant Panchayats – Fisheries Department
5. Rural Development Extension Office – Two Village Extension Officers (VEOs) – jointly for more than panchayats in critical situations – Rural Development Department
6. Day Care Centres, *Anganwadis* – ICDS Supervisor, *Anganvadi* Worker, Helper – Social Welfare Department
7. *Balavadis*, Feeding Centres, Seasonal Day Care Centre Dormitory – Scheduled Caste Development Co-ordinator – Scheduled Caste Development Department



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8. *Balavadi*, Medical Unit, Nursery School, Midwifery centres, Ayurveda dispensary – Scheduled Caste Development Co-ordinator – Scheduled Caste Development Department
9. Primary Health Department – Government Dispensary – Sub centres – All the posts – Health Department
10. Ayurveda Dispensary – All posts – Ayurveda Department
11. Homoeo Dispensary – All posts - Homoeopathy Department
12. Government-owned Primary Schools – All posts – General Education Department
13. Rural Public Works Wing – Public Works Overseer (according to the revised order, One Assistant Engineer and Three overseers for two panchayats) – Public Works Department

Each Department should make available detailed guidelines to each local body through the transferred institutions regarding execution of entrusted schemes. The concerned local self-government would be completely accountable for the beneficiary implementation of such transferred institutions. The panchayats are empowered to decide on the places where such projects would be implemented. With the prior permission of the State Government, the panchayats are responsible for physical locationing of the transferred institutions (GO (P) No. 112 / 98 / Local Self Government Department, Thiruvananthapuram, 30-5-1998). Panchayats are empowered to carry out division of labour of the transferred employees considering them as the staff of the Panchayat Raj system. The local bodies can entrust the staff with new responsibilities or different responsibilities or combined responsibilities. While doing so the following conditions are applicable.

1. While implem enting the division of labour, apart from the qualification, experience, and expertise of each employee, the service required of the employee and the inevitable service to the local body should be taken into consideration.
2. The responsibilities held by the staff at the departmental level or the duties carried out before being transferred will not be blocking the division of labour of the transferred employees by the local self-governments.
3. The local bodies can decide on the division of labour logically and do justice to it.
4. New responsibilities may be assigned taking into consideration the local inevitability.
5. The above provisions are applicable to the technical staff too. The local bodies are authorised to allot any task which comes under the control of the local body and which requires the expertise of the technical staff.
6. The panchayats are authorised to issue attendance certificates to those officials who are working for more than one panchayat for enabling them to draw salary.
7. Panchayats are entitled to recommend to the appointing authority for the transfer of an employee. If the concerned authority comes under the purview of the panchayat, then the panchayat may carry out transfer according to the relevant criteria.
8. The local self-governments will have the following powers regarding the service of the employees of the transferred institutions.
 - a. Grant leave to the staff ensuring alternative arrangements.
 - b. Give recommendation for leave if the leave records are not kept in the local body.

- c. Demand attendance in meetings.
 - d. Ask for reports.
 - e. Fix field duties.
 - f. Approve tour programmes.
9. The local bodies can give report to the higher authority regarding the quality of service of the employees and ensure proper consideration for the same.
 10. Each file concerning each institution should be kept in concerned offices and should be submitted to the local self government through either the secretary / selected authority of the institution. The file should be returned to the concerned official along with the decision for proper action.
 11. Concerned officials are liable to prepare Draft resolutions, minutes, procedure, etc and get approval of the head of the local self governments. [GO (P) No. 113 / 98 / Local Self Government Department, Thiruvananthapuram, 02-6-1998].



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The institutions transferred to the local self governments should function as the local body unit in relation to the formulation of projects coming under the purview of them, observation, and maintenance. Together with activity implementation, related procedures, accounts, activity implementation reports should also be prepared and properly maintained. The files prepared thus should be submitted to the local bodies from the transferred institutions. They should be returned after marking orders / resolutions. Likewise, the minutes and draft resolution of such projects should be prepared at the concerned offices. Those files related to public works should be prepared at the level of engineer's office and be kept together with the orders.

As part of discharging of duties, the following functions are assigned to the officials mentioned in the brackets. Pension for Agricultural labourers (agricultural demonstrator), Unemployment wages (Panchayat secretary), Pension for Widows (ICDS Supervisor), NSAP (VEO), Insurance (VEO), Pension for Physically Disabled (Health Inspector), Maternity benefits (Health Inspector). [GO (P) No. 189 / 2000 / Local Self Government Department, Thiruvananthapuram, 04-7-2000].

The transferred employees would be under the complete control and supervision of the concerned local self government during that period. The local bodies can exercise the supervisory power on the transferred employees with regard to the execution of responsibilities. The transferred employees are liable to discharge the responsibilities assigned by the local bodies apart from the duties allocated by the concerned government department. The local bodies are empowered to transfer or assign service of the transferred officials to any institution or post seems inevitable. This would be according to the common rules and government orders applicable to the government staff. [For details, see Kerala Panchayat Raj (Control of Officials) rule].

However, what is the role of such transferred institutions in the local self governance system? What all duties they have to undertake in the process of local self rule? Which department-level activities could be implemented linking with the local bodies? Which institution / employee have the responsibility to execute each task? What are the duties to



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be carried out as part of carrying out such assignments? What are the services available to the people as part of them? How these services are available to the people – within what time frame / criteria / priorities? The above questions should be addressed. This depends on the policy of decentralisation, legal measures and above all, the perspective of the Central-State governments. Yet, it has not been possible to work with precision, issue orders and rules and bring clarity. Moreover, there needs to be much more clarity on the control of Panchayats over the transferred employees, power to issue guidelines to them, power to evaluate their functioning, power to grant leave, etc. There has been no Guideline or directive which explains in details each of the above-said factors. It is not uncommon to surface confusion and problems in the local self governance system due to this.

What should the Panchayat committee do? What is to be done by – from the Panchayat president to the people's representatives? What are the power-obligations of the implementation officials? What are the tasks of the employees? What are the inevitable tasks and other responsibilities? What are the specific tasks and tasks jointly under other institutions? Which are the critical orders and suggestive / instructive orders? What is the mutuality of responsibilities at the department level and local body level? Who wields the controlling power and evaluation power? Explanations for many such questions and clear cut provisions have to be formed based on the practical experience at the local level.

What are the impacts?

1. The concept that the transferred institutions and related systems are owned by the local self governments is yet to be emerged. People's representatives, officials, and the people do not own this viewpoint.
2. Clarity is lacking up to what extent the local body system could intervene on the institution and the employees.
3. No idea on how the stakeholders including the beneficiaries could intervene in the institution-service system.
4. No clarity on how the officials would function in the dual system of department-local self governance.
5. The indication of local people's participation is not specific in the maintenance of quality of institution / service.
6. The inevitable responsibility, and the procedure and established system to make it available and is not pronounced.
7. The process of institution-service remains closed, unknown, and dissatisfied without transparency.
8. The rule with the local social participation is still unachieved.
9. The mutual co-ordination and integration between institution and service and the consequent increase in quality, savings in time and money remains unfulfilled.

This Guideline aims to solve this issue. It attempts to reassure the value of decentralisation of local self governments, to make good governance a reality, to guarantee an integrated,

popular, and socially committed milieu of the administrative process and the maintenance of enhanced institution-service system based thereon. This Guideline targets the comprehensive attitudinal change of people's representatives, officials, employees, beneficiaries, policymakers together with ensuring of decentralised democracy at the higher level.



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Into the Guideline

The Guideline was shaped from the inevitable requirement of the civil society. Opinion formation of people's representatives, officials, voluntary activists, participatory observatory tool – transect walk, Focus Group Discussions with the concerned sections, non-structured field survey conducted in the target group, interaction with the experts, consensus of the core support group, all these had led to the formulation of the Guideline.

- Draft was prepared after collecting and compiling comments from Grama Sabha, Self-Help Groups of Kudumbasree, and the meetings at various levels including those of employees. This was presented at an experts' workshop and revised transparently and was published later.

- The Guideline is being prepared at the initiative of the Grama Panchayat and formed at the local level compensating for the deficiency of comprehensive Guideline. The Guideline is published and made executable according to the prevailing policy-law-rules. The Guideline is a document which is locally practical to the maximum, forthright, subject to reforms, executable, and integrated.

Applicable to Whom

1. People's representative - Duties, responsibilities, and procedures as part of being the administrator of local self government / transferred institution.
2. Officials – Clear and detailed practical tool of how to function within the dual control of department-local self-government.
3. Beneficiary – The opportunity to intervene as service beneficiary, observer, member of the maintenance system. Also able to effect an increase in the quality of service / institution.

Effects of the Guideline

1. Ensures the position, role, responsibilities, task execution system, monitoring system, correction mechanism of Panchayat body, Panchayat office, transferred institution, and related institutions in the local self governance.
2. By mentioning the personal responsibility, duty, mode of implementation, and observatory mechanism of the people's representative, the head of institution, and the employees, governance is made easy and established.
3. Effective and corrective time schedule and implementation style comes into existence for each service and institution. It ensures continuity and sustainability.
4. The opportunity is attained for implementation of good governance with the local intervention, transparency, corrective measures, and evaluation.



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5. The employees become the technical helper and social guideline and administrative participators instead of mere service providers.
6. Each institution becomes the secretarial wing of the local self government in the concerned sector instead of specific duty implementation wing. The environment is created for the institutions to function as the division for project formulation-implementation and dispute-complaint redressal mechanism.
7. The Guideline functions as a tool of empowerment which ensures increased role and power for those sections in the society which requires additional attention, like the aged, women, children, physically and mentally challenged sections, poor and the Dalits.
8. Based on responsible self governance, a local and practical process is being formed to increase and maintain the quality of institution-service.

How to make use of the Guideline?

Only hints can be provided here. Only by practising, observing and correcting by empirical studies the usage of this Guideline could be made self-sufficient. The procedure and the prerequisites for that should be integrated with the comprehensive citizen charter, local self government orders, etc. A few factors may be mentioned as examples.

1. This Guideline is structured in the order of local self government, constituent institution, transferred institution, executive body of people's representatives – related bodies, officials, staff, and management committee.
2. The main contents of the Guideline is the responsibilities of the local self Panchayat, constituent institution, the duties to execute them, the liability of the people's representative, executive committee, head of the institution, employees, beneficiary, and civil society to implement them, services made available by each institution as part of this, and the means to make them available, preconditions, and criteria.
3. The responsibility and task of the local self governments are given in the form of recommendations. The responsibilities to be carried out by the elected rulers and head of institutions, liable to the law, rules, and orders are listed as mandatory tasks. The personal and joint tasks of officials, employees are given separately. For each of these, the appropriate practical possibility is the most important factor.
4. Important factors to be mentioned specifically about each institution and each service are given such.
5. Another part details the implementation of such conditions, observation, assessment, course correction, and complaint redressal, provisions for expansion, development, and reform.

How the Guideline is Applicable

1. The Guideline will be applicable separately for each one who is related to the local self government.
2. The provisions of this Guideline are directive in nature for the people's representatives

- and elected rulers. They should be able to reflect these factors in each of their decisions.
3. The Guideline can be used by the officials as formalising order like maintenance of the institutions, co-ordination of colleagues, and personal aid in discharging duties.
 4. For the employees, the Guideline will be the provisions of supervisory-observatory-maintenance applicable as long they are under the purview of the local body.
 5. For the beneficiary / people factors, the Guideline will be an integrated tool for the increase in the level of quality of institution-service, and maintenance of public service.



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To sum up, the Guideline is a document which simultaneously functions as policy declaration, order of the local self government, and aid for co-ordination, and executable declaration.

Guideline and the Public works wing

The method of transfer of the staff of the public works was different from the method of transfer of the institutions from the primary health centre to the primary schools and the officers thereof to the local government institutions. In many cases the organisational set up was not made in a particular panchayat alone. No transfer of officer was made from the public works and irrigation department. The process of coordinating the existing staff of the local government technical division with the public works division has not been completed either. In most cases even the physical structure of the office of the public works has not been arranged. However Karakulam panchayat has been making the effort to cross over this obstacle and connect the transferred officers with the local government institutions and arrange the office facilities as in the case of the Panchayat office and to ensure the service of the technical experts to the people. The objectives of this effort is to make use of the public works officers as the system of assistance of the panchayat in maintaining the physical resources, besides being supervising authorities.

Establishments, maintenance and development of assets will come under the duties of the public works division, more over the public works division shall turn in to a institutional set up which is capable to make possible the management of land and water, maintenance and utilisation of resources, planning of spatial distribution, micro resource planning and its implementation and evaluation etc. The local government organisation, the officers of the public works, the service seekers concerned and the public shall be able to understand each of the factors of this guideline improve and implement it so as to assist the above objectives. Some relevant factors have been included in the guideline. Still, a few rules forums can be considered equally. Case should be taken to append them to the guideline, interpret and implement them subject to timely revision.

Grama Panchayat Public works division Karakulam Grama Panchayat

The services of the officers who are technical experts are very essential to strengthen the decentralisation of powers and to take over the local planning activities effectively, so far as the local government institutions are concerned. The main problem the local government institutions were facing with regard to the regional development activities was the absence of the expert engineers. During the initial stage of the peoples plan campaign activities there was system of making use of the engineer of the other local government organisation, government departments, water authority, and the housing board, the teacher of the technical schools. The engineers who were members of the expert committee or other engineer who were voluntary workers. But the service of those technical experts was not available in time. So the local government institution had to experience immense difficulty to complete the construction works in a time bound why and to ensure the good quality of the work.

The help of the engineer with technical expertise is unavoidable to ensure the high quality of the development plan being implemented in the sectoral level and to complete them in time. The help of the engineer with technical expertise is necessary for the local government institution to take correct decision regarding the development of the infrastructure and to discharge the duties regarding the spatial planning vested with the local government institution constitutionally. The 50 to 60% of the plan share of the region is spent for the construction works in various sectors. The local government institution can complete the works in time only with the help of the engineers. More over, the service of the engineers shall be made available for the local government who make large scale investments in the development of the basic facilities.

There was a post of an overseer in the engineering wing of the panchayat office system. But the overseer performed only the issuance of permits for building construction subject to the rules of the building construction and to ensure that the rules are abided, and the works like the inspection of violation of building construction rules and the technical scrutiny of the remedial action etc.

It was in this juncture that the engineers and the officers of the public works department and the water supply department were transferred to the local government inatitution. (G.O.(P) Chief Engineer 186/2000/LSGD dtd. 4-7-2000). One assistant engineer and 3 overseers were thus transferred to Karakulam Panchayat. The responsibility of the construction works of the Vempayam Grama panchayat is also rested with these officers. The preparation of the estimates of the public works of Karakulam Panchyat, assistance in managing the tender works, supervision of works etc. fall under the responsibility of the office.

The implementation and management of all construction works of the Karakulam Grama

Panchayat under the 3 tier panchayat raj system come under the responsibility of the public works division.



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The objectives of the organisation

- 1 Making available the technical support necessary for the function of the public works of the panchayat.
- 2 Ensuring that the construction works are going as subject to the public works rules. (LSGI PWD code)
- 3 Making available the system of assistance necessary for the committees of beneficiaries.
- 4 Conduct the maintenance works according to the building construction rules and avoidance of their violation.

3 Physical Structure

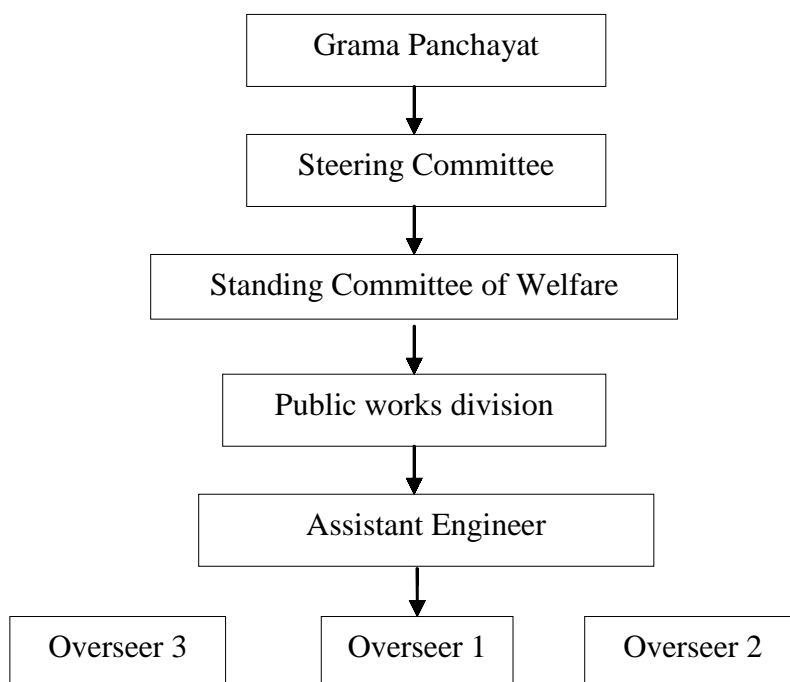
This office function in the second floor of the Karakulam Grama Panchayat office building. The public works division office shall have the basic facilities given below.

- 3.1 Office room of the Assistant Engineer. Its area shall be 15 sq metres.
 - 3.1.1. The office table of the size of 5'x3' and chair.
 - 3.1.2 3 visitors chair (shall be installed before the office table face to face with the engineers chair)
 - 3.1.3 An almirah for keeping files and records.
 - 3.1.4 File rack – 1
- 3.2 Seat of the Overseer
A room of the are of 15 sq.m.
 - 3.2.1 Office table of the size of 5"x2" m
 - 3.2.2 3 office chairs
 - 3.2.3 3 visitors chairs
 - 3.2.4 1 office almirah
 - 3.2.5 File trays – 3
- 3.3 Other instruments necessary for the office
 - 3.3.1 Levelling instrument + levelling staff – 1
 - 3.3.2 Drawing board – 1
 - 3.3.3 T scale / mini drafter – 1
 - 3.3.4 Measuring tape – 1 (30 metre length)
 - 3.3.5 All instruments like light, fan, electrical instruments and drawing sheet, drawing pen etc. necessary for the office function.

4

Panchayat level Official Structure

- 1 Panchayat Committee
This consists of the elected people's representatives of the panchayat
- 2 Steering Committee
This consists of the panchayat president, vice president, standing committee chairperson and the secretary. The complaints that cannot be redressed at the office level are redressed.
- 3 Standing Committee of development
This committee includes the chairman of the standing committee of development and the member of the panchayat governing committee. The decision of the steering committee are examined and implemented.
The existing panchayat public works division consists of an Assistant Engineer and two Overseers who were transferred from the water authority and an Overseer already existing in the panchayat.



Duties and Responsibilities

The duties and responsibilities of the panchayat public works division as per the Kerala Panchayat Raj Act of 1999, are given below

- 5.1 Responsibilities of the staff
 - 5.1.1 Make available the engineering service necessary for the requirements of the panchayat (S180 (7) a, b)
 - 5.1.2 Give the service including the technical service necessary for implementing the panchayat schemes, projects, plans etc.
 - 5.1.3 Give advice and suggestion necessary to solve the technical problems occurring in the making, maintenance and utilisation of public roads, water canals drainage pipes etc.
 - 5.1.4 Make available supervision, observation and dispute redressal in the technical matters concerning building construction and its maintenance.
 - 5.1.5 Help the entrepreneurs of ayalkootoms, gramasabhas and committees of beneficiaries in the formation of the village development projects, unification of technical camp, components, approval and observation.
 - 5.1.6 Discharge the duties of field test, collection of raw materials, measurement and filling.
 - 5.1.7 Take the responsibility of the public works and carry them out without considering the status of work.
 - 5.1.8 Discharge the duties including the supervision of any of the public work assigned by the panchayat as the staff of the institution under the complete control of the local government institution. (G.O.(P) no. 166/2000/LSGD/2000 July 4)
 - 5.1.9 Ensure the plan of the local government institution the high technical skill, efficiency, punctuality, safety of environment, local expertise, avoidance of unnecessary expenditure and the service suitable to the above.
 - 5.1.10 Extend help to the other implementing officers of the panchayat in technical matters and give assistance to them.
- 5.2 The following responsibilities should also be available from this office.
 - 5.2.1 Preparation of estimates of the plans being implemented directly by the block panchayat and district panchayat in the panchayat area, supervision, ensuring standard of quality and the preparation of bills shall be done.
 - 5.2.2 Giving the stability / fitness certificates of the public institution.
 - 5.2.3 Issue the stage certificate of the works to those to whom individual constructional benefits are sanctioned.

- 5.2.4 Hold the working group meetings under leadership of the chairman.
- 5.2.5 Keep the records and minutes of the working group meetings.
- 5.2.6 Give strong support to the fruitful management of the working group.
- 5.2.7 Identify the incomplete works by examining the previous schemes and suggest an outline of the remedial action necessary and the amount required to the panchayat committee.
- 5.2.8 Identify the problems, requirements and the possibilities of development of the back ground sector.
- 5.2.9 Prepare road map and watershed map.
- 5.2.10 Introduce the report prepared by the working group in the gramasabha.
- 5.2.11 Consolidate the opinions coming up in the grama sabha, and help the local government in deciding the priority of the public works.
- 5.2.12 Clear the doubts of the people in carrying out the public works, and report the construction progress to the grama sabha.
- 5.2.13 Present the report about the cost and benefit or gain and loss of the completed public works in the gramasabha.
- 5.2.14 Assist the local government institution in consolidating the suggestions of the development seminar.
- 5.2.15 Give technical advice to the local government institution in a suitable way on the basis of the guideline received from the government from time to time.
- 5.2.16 Assist the local government institution in implementing the public works in time in the order of priority.
- 5.2.17 Participate in the formation of the committee of beneficiaries, explain the technical aspect of the projects and give necessary guidance to implement the project.
- 5.2.18 Assist the local government institution to maintain asset registers, preserve them and update them.
- 5.2.19 Give technical help to the local government institution to maintain public property and other assets.
- 5.2.20 Assist to form road map, road register, drinking water map, power line map etc for the LSG.



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Asset Registers

The registers about the buildings under the ownership of the grama panchayat, roads, culverts, irrigation and drinking water projects, stadium, swimming pool etc. shall be prepared, and kept and updated.

Road map

Each local government institution shall have a map showing the roads included in its respective area. The existing roads and the roads intended to be taken over each year



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subsequently shall be marked in this map. National high way, state highway, major district roads and village roads shall be shown separately.

Road register

The existing position of each road and the details of the completed and the suggested works cannot be included in the road map completely.

Hence the necessity of the road registers. The road register prepared objectively would be a guide line helpful for the construction and preservation of the roads of the respective region. The contents of this register would be helpful to ensure provision and clarity in the field of planning.

Sample of road registers

- 1 Name of the road
- 2 Starting place
- 3 Ending place
- 4 Length of the road
- 5 Breadth of the road
- 6 Nature of the road
- 7 Culverts, bridges etc.
- 8 The wards included
- 9 The relevant points of the latest work in the road including the amount spent

The registers about the buildings

- 1 Buildings (Numbers can be given exclusively for public buildings)
- 2 Name (The establishment using the name)
- 3 Details of the property

Area

Survey number

Village

- 4 The date of its construction
- 5 Area (if there are more than one stair, the number should be specified)
- 6 Type of the road
- 7 Walls
- 8 Whether it is framed structure
- 9 Details of windows, doors and walls
- 10 Is the building electrified
- 11 Sources of drinking water
- 12 Urinal and latrine arrangement the availability of water in them.
- 13 Points regarding the compound wall rain water harvesting mechanism and well.
- 14 The date of the last repair the amount spent and who spent (The committee of the beneficiaries of District, Block or Grama panchayats)

Map of drinking water

The schemes of drinking water, source of water, tank, pipeline etc. shall be included in the drinking water map. The existing ponds and public wells shall be marked. The place where the water scarcity was already only solved partially and to be solved shall be marked separately in the map. The height from the sea level in each place shall be marked on the basis of the G.T.S. map.



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Register of the drinking water project

- 1 Name, place, ward, the year of starting
- 2 It if in a S/T Colony
- 3 Source of water
- 4 The present position
- 5 Is there pump house: area, type
- 6 Details of the pump, type, motor power
- 7 Details about the main distributing pumps.
- 8 Tank capacity / types, rain water harvesting system
- 9 How many families use it
- 10 The number of the domestic connection given
- 11 Number of public tapes
- 12 Whether service charge is levied
- 13 Payer of the electricity charge
- 14 The date of the last repair, amount spent, and who spent. (district/block/Grama panchayat/beneficiaries committee)

The register about the stadium and play ground

- 1 Name, place, ward, the year of starting
- 2 Details of the property, area , survey no., village
- 3 Existing use
- 4 Facilities available
- 5 Details of the building if there is one (detailed description should be given in the register for the building)
- 6 Details about the galleries and compound wall.
- 7 The date of the last construction work, the amount spent, date, who spent.
- 8 Information about the maintenance.

Register of Swimming pool

- 1 Name, place, ward, the year of starting
- 2 Details of the property
- 3 Area of the pool, depth etc.
- 4 Whether it was made on the swimming pool, type of the pool.



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- 5 Facilities of the pool
- 6 If there are bathrooms and latrines
- 7 Whether electrified
- 8 Details about the purification of water
- 9 If there are buildings their details (Details should be given in the register for the buildings)
- 10 Details about the galleries and the surroundings wall.
- 11 The date of the last construction work, the amount spent, date and who spent it.
- 12 Details about the maintenance

Land Use Map

The land use map shall contain the information necessary to ensure that the natural resources soil, water and the bio wealth are used judiciously. It would be proper to prepare this map at the scale from 1:10,000 to 1:20,000. The roads, the main land marks, ponds, habitats, the place for commerce and industries, agricultural land, historic monuments, the sacred groves (Kavs) and mangroves that deserve environmental importance, stagnant water, water logged places. The details of the natural resources and their utilisation are the important factors. This map shall also contain the nature of the land, different kinds of soils, vegetational cover, water resources, land use the socially made assets etc. It would be better if each land use is marked in different colours eg: blue colour for commercial organisation, market and theatre, violet colour for the plan where the industrial organisation are situated, red colour for the government office, bus stand and the railway station, light green for paddy fields, brown for uncultivated lands can be used.

Power line map

This is a document giving the details regarding the electrification in the panchayat region. The details like phases, lines, transformers, links, etc. should be included. The street light arrangement of the panchayat and the electrification which is apart of the development and welfare functions of the LSGDs.

Land relinquishment register

This register shall contain the details about the places given by the individuals or institution to the local government organisation for the implementation of construction work. Along with the farming of the project the land relinquishment statement containing the details of the land to be transferred (3 copies) in the prescribed form with the certificate of ownership from the village offices shall be made available and this matter should be recorded in the register. Two copies of the said statement shall be sent again to the revenue authorities for further action. The work could be started only after giving the land under the ownership of the government and transferring it to the social government organisation. The certificate to the effect should be obtained from the secretary/implementing officer. The construction work can be started only after getting the relinquishing statement and ensuring that the land has been transferred.

The land relinquishment register

- 1 Name of the construction work
- 2 Name and address of the person surrendering the place.
- 3 Details of the land surrendered : Survey No. and area
- 4 Necessity of surrender
- 5 The certificate of the village officer regarding the ownership
- 6 The details of forwarding the land relinquishing statement to the revenue department for further action.
- 7 Reminders, Letters
 - A
 - B
 - C
- 8 The matter concerning receipt of title and further action.
- 9 The details of the certificate given to the engineer regarding the availability of the land.



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The engineers who are technical experts have to play the most important part in attaining the objectives of the regional plan and ensuring the high quality of the plan. Nearly the 2/3 of the plan fund of the region is set apart for construction work. The matter to be paid attention to the development of the basic facilities helpful for the financial development, all along the implementation of the plan. The officers of the engineering wing has the responsibility to ensure that the plan investment in the sectors of the basic facilities in utilised for the growth of all the sectors of development. It should be assured that each of the works taken up utilising the plan share of the production sector is directly helpful to enhance production.

The annual inspection of assets

Annual inspection of all the assets like roads, buildings, drinking water project etc. and report there about shall be prepared. This shall be done during the April – May months. The ward member concerned, secretary of the grama panchayat or the person authorised, assistant engineer and the overseer concerned shall jointly visit the place and prepare the report after evaluating the position and record what are the repairing works necessary. It is the A.E. who should prepare the report.

The following matters shall be taken into account when the report is prepared.

1. Roads
 - 1 Is there water logging in any part
 - 2 Have the gutters and culverts necessary parts
 - 3 Has the road been encroached
 - 4 Is the filthy water is caused to flow in the road.
 - 5 The urgent repairs to be done.
 - 6 Is there chance for land slide
 - 7 Are the culverts and the bridges weak



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- 8 Are the protecting wall worn out
- 9 Others damages
- 2 Culverts and bridges
- 1 Is the bottom flooring broken
- 2 Are the walls and pillars broken, depressed or plumped out
- 3 Is the basement damaged
- 4 Are there bushes or small trees clinging in to the walls and pillars
- 5 Is there water logging above the slabs
- 6 Are the plaster and concrete fallen out from the bottom of the slab.
- 7 Any damage to the parapets
- 8 Is the steel road rusted, can it be seen from outside.
- 9 Is there soil erosion under the bridge
- 10 Other defects

Buildings

- 1 If there are cracks and sinking in the basement and wall.
- 2 Are the doors and windows broken or worm eaten or brittle.
- 3 Can the doors and windows be opened or closed easily.
- 4 Do the tower both hinges work properly.
- 5 In the roof leaking
- 6 Is the bottom of the concrete roof humid (wet)
- 7 Are the plaster of the slab and the concrete fallen, can the steel road be seen from outside.
- 8 Is there water logging above the slab
- 9 Are the tiles broken, are the rafters and beams damaged
- 10 Do the electrical installation function properly.
- 11 Is there leakage in the water lines
- 12 Are the sanitary fittings damaged
- 13 Are there trees or roots likely to cause damage
- 14 Other damages

Drinking water projects

- 1 Check if it is necessary to service the pump, motor etc.
- 2 Check whether the water line is leaking
- 3 Are the public taps in working condition
- 4 Are there mud or garbage in the water tank or the source of water

5.3 Assistant Engineer (A.E.)

Responsibilities

- 5.3.1 Supervise all the construction works of the panchayat
- 5.3.2 Supervise the staffs of the A.E's offices

- 5.3.3 Give technical advices necessary for the development and construction activities of the panchayat.
- 5.3.4 Supervise the implementation of the above works.
- 5.3.5 Render expert service to the panchayat in implementing the technical constituents of carrying out the development, administration and control.
- 5.3.6 Help the formation of the development projects connected with the engineering sector.
- 5.3.7 Render help to identify the true position of the disputes, complaints etc. relating to the engineering and to suggest solution to the problems. Also fulfill the responsibilities of re scrutinizing and giving advice on the complaints about the building tax.
- 5.3.8 Find out the encroachments of the public (purampok) and assist in their immediate control.
- 5.3.9 Make the service available for the construction, maintenance and development of the traditional water sources, reservoirs, waterways and spillways.
- 5.3.10 Give technical service to the spatial planning, planning of transport and construction of the primary transport facilities of the panchayat.
- 5.3.11 Give leadership to plan the overall traffic system. Ensure the Maintenance of the roads.
- 5.3.12 Give technical help to the minor irrigation schemes of the panchayat.
- 5.3.13 Manage building construction for and of the organisation under the panchayat including the ones transferred to the panchayat, and carry out the repairing work.
- 5.3.14 Fulfill the responsibilities of the ex-officio secretary for the panchayat.
- 5.3.15 In case the responsibilities of the secretary are handed over do the work according to the written order.
- 5.3.16 Give the necessary technical help for deciding and revising rent of the panchayat buildings.
- 5.3.17 Ensure the technical assistance and the service of implementation in forming the road map, energy distribution map.
- 5.3.18 Assist the secretary in holding the responsibility and control of building construction, finding the place of construction, use of the building materials.
- 5.3.19 Hold the responsibility of the maintenance, utilisation and development of the sewage channels and springs.
- 5.3.20 Conduct the preparation and co-ordination of the technical reports and estimates the panchayat should prepare.
- 5.3.21 Prepare the public works reports to be submitted in the gramasabha, and the public works accounts to be published as part of transparency, and give explanation of the references being made (to the above) in the grama sabha.
- 5.3.22 The other technical and public works oriented responsibilities handed over by the panchayat (181 (4) (5) – 1999 Act)



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- 5.3.23 Act as the convenor of the working committee as deputed by the panchayat.
- 5.3.24 Help the secretary to prepare the tender documents of the public works.
- 5.3.25 The responsibility to prepare the completion report.
- 5.3.26 Explain the technical factors of the public works to the committees of the beneficiaries and give assistance to them.
- 5.3.27 Divide the duties of the overseers and exercise the supervision over their work.
- 5.3.28 Call the office level meeting according to the suggestion of the panchayat samiti or the standing committee of development. Evaluate the work and decide the future work.
- 5.3.29 Give support to the LSG in order to prepare, evolve, implement and monitor the multiple activities coming under the subjects like spatial planning, watershed management etc.
- 5.3.30 Participate in the general body meeting of the staff called by the panchayat and present the activity report.
- 5.4 Grama sabha the responsibilities relating to the local government institution.
 - 5.4.1 Present the working group report in the grama sabha.
 - 5.4.2 Ensure the attendance of the working group members in the grama sabha.
 - 5.4.3 Consolidate the recommendations of the grama sabha.
 - 5.4.4 Report the progress of the implementation of works and present the evaluation of gain and loss.
 - 5.4.5 Prepare a master plan of development, also prepare the objectives of development in consultation with the representation of the beneficiaries, find out the just cause of the objective of the development, consolidate the suggestions for development and support the planning.
 - 5.4.6 Act as the working group convenor / member of the technical advisory committee and ensure the keeping of the guide line and rules and regulation.
 - 5.4.7 Prepare a physical, practical and financial possibility statement, ensure the technical approval and prepare an implementation calendar and time schedule for the development projects of the LSG..
 - 5.4.8 Make available to the local government institution, instructions for implementing the work in time, give technical advices, support to maintain the procedure, give technical supervision, prepare revised estimates when necessary, and prepare also the completion report and evaluation report.
 - 5.4.9 Give the technical expertise service and the observational assistance.
 - 5.4.10 Help the upkeep of the movable and the immovable properties.
 - 5.4.11 Assist to ban and reduce corruption
- 5.5 Duties and responsibilities of the Overseer
 - 5.5.1 Exercise supervision of the construction work of the panchayat in accordance with

- the instruction of the Assistant Engineer.
- 5.5.2 Give sufficient technical expertise for the developmental and constructional activities of the panchayat.
- 5.5.3 Assist in the formation and co-ordination of the development projects of the engineering sector.
- 5.5.4 Assist to make available to the panchayat redressal of complaint by explaining the true position of the disputes concerning engineering as authorised by the A.E.
- 5.5.5 Assist the panchayat to find out the encroachment of the public places and resist it.
- 5.5.6 Conduct inspection of the place on the application for the house construction permit and report to the secretary.
- 5.5.7 Conduct inspection of the completion of the building construction and assist to fix the tax or rates.
- 5.5.8 Ensure that the building materials have been made available in the site in the prescribed method in prescribed quality and quantity.
- 5.5.9 Act as the co-ordinator of the grama sabha being authorised by the order of the panchayat .
- 5.5.10 Present the details regarding the construction activities in the grama sabha and provide classifications to the discussion if any made.
- 5.6 The outdoor activities of the public works division
- 5.6.1 Inform the public of the new and less expensive technical methods in the field of building construction.
- 5.6.2 Make the people aware of the technical knowledge in the activities including the preservation of environment, development of watershed, land use and the protection of earth life and fertility.
- 5.6.3 Conduct awareness campaign to the public concerning the condition of revision relating to the rules and regulations introduced in the construction field.
- 5.7 Explanation of the responsibilities - the construction procedure
- 5.7.1 The construction works that can be taken up.
- 5.7.1.1 Road, foot path, culvert and bridges
- 5.7.1.2 Public buildings
- 5.7.1.3 Irrigation plans
- 5.7.1.4 Drinking water schemes
- 5.7.1.5 Soil conservation
- 5.7.2 The method of taking up works
- The construction works in the approved plans alone can be taken up. But during emergencies (obstruction to traffic, loss due to natural calamities etc.) works can be taken up according to the instruction of the president. The work shall be got approved in the next meeting of



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the governing body. Plan fund cannot be utilised for this.

In the case of the works not included in the plan document but requiring ordinary repairing the local government institution can spend its own fund within the limit mentioned below. The works can be taken up only with the technical sanction of the technical committee concerned subject to the rules of construction work.

1	Grama panchayat	-	Rs. 10,000/-
2	Block Panchayat	-	Rs. 15,000/-
3	District Panchayat	-	Rs. 35,000/-
4	Municipality	-	Rs. 50,000/-
5	Corporation	-	Rs. 75,000/-

Road, Foot path

The foot path shall have a minimum breadth of 1.5 metre. The roads taken up by the block and district panchayat should have a minimum of 5 metres. But if the roads passing through S/C and S/T colonies are 6 metres broad, can be taken up with the approval of the district planning committee.

Public buildings

The works can be taken up only subject to the existing condition of the departments concerned. Advance sanction of the local government organisation concerned should have been obtained for the works not included in the jurisdiction of the respective local government organisation.

Irrigation projects

New projects can not be taken up in the area of the existing projects. The order no. 20/2002 of the department of planning and financial affairs dated 6-6-2002 will be applicable to the side wall construction projects.

Drinking water schemes

The local government institution can directly take up the works of the projects can having a total estimate of up to 55 lakhs rupees. The extension or renovation of the existing projects of the KWA shall be done after obtaining the approval of KWA. The beneficiaries shall give 10% of the estimate to all the drinking water projects. But this condition is not binding as the projects of drawing drinking water directly from the wells.

Soil conservation

The conservation of the natural resources including soil and water can be taken up as per the G.O. R. T. No. 13/2003/Plg date 13-01-2003. The procedure as per this order should be followed.

5.7.3 Some of the factors when construction works are chosen.

5.7.3.1 Prepare a master plan for 5 or 10 years after considering the requirements and

possibilities of each region by conducting an extensive study survey of the natural resources and bio wealth available in each place. Take up projects in the order of priority on the basis of the availability of resources.



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- 5.7.3.2 When the construction activities are taken up the objectives shall be the enhancement of production in the agricultural sector aiming at the comprehensive and equal development and also the living standard of people and giving storn as the uplift of the SC and ST and the prosperity of woman.
- 5.7.3.3 It shall not have impact as the environment.
- 5.7.3.4 It shall be liable to be completed.
- 5.7.3.5 The expenses shall be made by making use of the traditional know how, new technical knowledge, the construction instruments available locally and the human resource.
- 5.7.3.6 It shall be able to resist leakage.
- 5.7.3.7 It shall ensure in one way or other peoples participation in the selection of the construction activities, planning, implementation, management, maintenance etc.
- 5.7.4 The preparation of the estimate of the construction activities.

Rough cost estimate
Detailed estimate
Revised estimate
Recast estimate

Rough cost estimate

This is the estimate being prepared calculating the probable expense for the important factors by visiting the site and making necessary test for submitting it for the administrative approval of the plan. When the estimate of the roads the change shall be recorded precisely. When the repair work and the joining of building are done the number of the building shall be marked strictly.

Detailed estimate

It is for the projects that got the approval of the district planning committee that the estimate should be prepared.

Detailed estimate shall be prepared on the basis of the survey being made in the construction site, collection of statistics and the strength of bearing of the soil.

Detailed measurements shall be taken and the detailed date about each items shall be prepared.

A copy of the statement of conveyance at the average rate shall be included in all the detailed estimate.

The correct conveyance rates can be allowed for the construction works above 50



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lakhs rupees.

The site plan, other design and sketches necessary for it should be included.

There shall be an estimate report with each estimate.

As per public works rules 6 section (vi) a note consisting of the quantity of the accessories included in the estimate, standard labour charge, and the expected expenditure shall be prepared in the regional language so as to be understood by the people.

While the data of the works is prepared 10% contractor profit can be allowed for the materials except the accessories made available to the panchayat.

Contractor's margin need not be allowed for the works implemented through the committee of beneficiaries and the constructions being implemented through the approved agencies. But the sum needed for taxes and other expenses shall be set apart.

As per the public works rules of the panchayat the abstract of the estimate shall be prepared in the local language. It is the estimate prepared in this way that is submitted along with the project for the technical sanction (T.S)

Revised Estimate

If any addition or amendment becomes necessary in the estimate approved in the construction stage of work the estimate has to be revised. Such estimate is called the revised estimate.

This shall be prepared with the concurrence of the implementing officer.

The revised estimate shall be prepared with the permission of the panchayat committee.

Estimate report, comparative statement, data and the necessary sketches shall be attached to the revised estimate.

As per the decision of the governing body and on the basis of the recommendations of the engineer holding the supervision of the work where as increases up 5% without making any alteration in the items in question, is made, and the comparative statement, the work can be taken up and carried out.

The approval of the authority who had the technical sanction earlier should be obtained before the completion of the revised estimate works.

Recast estimate

If some alteration become necessary before signing the agreement for a contract of work the estimate of which had been technically approved, a new estimate has to be prepared. The cancellation of the estimate first approved and giving the approval for the new estimate is called the recast estimate.

All the procedure required for the estimate approved first should be followed for the new estimate also.

5.7.5 The order of procedure of the construction work (explanation inter alia)

5.1 Administrative Sanction (A.S)

- 5.2 Technical Sanction (T.S.)
- 5.3 Financial Sanction (F.S.)
- 5.4 Handing over to the implementing agency
- 5.5 Implementation
- 5.6 Monitoring
- 5.7 marking the measurement
- 5.8 Checking the measurement
- 5.9 Bill preparing
- 5.10 Giving money
- 5.11 Performance report
- 5.12 Social auditing
- 5.13 Maintenance, management, repair work



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5.1 Administrative Sanction

Administrative sanction should be given to the estimate amount of the project when the local government organisation gives approval for the annual plan all the projects included in it automatically get the administrative sanction. The projects included in the plan record need not be given separate administrative sanction.

5.2 Technical sanction

The technical sanction is the approval given by the technical committee concerned after the detailed technical checking and evaluation of the projects requiring technical expertise to implement after the approval of the district planning committee.

As per the G.O. (P) 667/2000 Fin dated 22-3-2002 the limit for giving the technical sanction is given below.

1	The subject group of which the A.E. is the convener	3,00,000
2	The subject group of which A.E.E. is the convener	15,00,000
3	The subject group of which the E.E. is the convener	45,00,000
4	The subject group of which the superintending engineer is the convener	No limit

The C.E.T. projects being implemented through the management agencies Nirmithi Kendram, Cost Ford, Habitat can prepare estimate using their standard, specification and date (G.O.(MS) No. 47/2001/Plg. 28-11-2001), G.O.P. NO. 21/99/LAD dtd. 28-1-99, (G.O. MP/189/01/LSGD dt 2-8-2001).

5.3 Financial Sanction (F.S)

When the projects that got financial sanction have been got back to the local government organisation the standing committee concerned or the governing body gives financial sanction. Financial sanction is in fact the sanction to spend money. Local government organisation should give financial sanction and according to the availability of money.



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5.4 *Handing over to the performing agency*

5.4.1 Committee of beneficiaries

5.4.2 Voluntary organisation

5.4.3 Panchayat directly

5.4.4 Piece work contract

5.4.5 Contract

5.4.6 Deposit work

5.4.1 Through the beneficiaries committee

- 1.1 The works with an estimate upto Rs. 50,000/- can be handed over to the committee of beneficiaries.
- 1.2 The works of irrigation and drinking water projects requiring the share of the beneficiaries compulsorily can be handed over to the committees of the beneficiaries.
- 1.3 The construction of schools and anganwadi buildings which the P.T.A. committees are prepared to take up, and the agricultural projects which the farm committees and the kera karshaka committees are prepared to take up can be considered can be handed over to the said committee being considered as the beneficiaris.

The procedure of forming the committees of beneficiaries

- 1 A meeting of the people who get benefit due to the public works performed there, shall be called by panchayat president or the standing committee chairman who in charge of the public works or authorised by the panchayat committee, or the panchayat members of the place where the work is going on, and the committee of beneficiaries should be elected.
- 2 There should be executive committee with members not exceeding 15 and not less than 7, and 1/3 of them shall be woman.
- 3 Executive committee shall have a convenor
- 4 A technical expert shall present the details of the work.
- 5 The panchayat member shall not be a member of the committee.
- 6 A joint account shall be opened in an approved bank in the names of the convenor and the chairman.
- 7 Many transaction shall be done only through this account.
- 8 Executive committees sanction is necessary to withdraw money from the account. That mater shall be noted in the minutes book.
- 9 The advance given by the panchayat and the bill amount should be deposited in this account.
- 10 The executive committee members shall sign an agreement in joint responsibility with the panchayat.
- 11 The convenor shall sign an agreement with the panchayat.
The local government institution shall make available the place for the work before the contract is signed. The place in question shall be handed over to the construction

agency and receipt got within a week since the contract is signed.



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The responsibilities of the beneficiaries committee

- 1 The convenor shall keep materials purchased for the works taken up and being carried out by the beneficiaries committee, and keep the account of the wages of the labourer deputed, rent of the machinery, muster roll and the minutes book.
- 2 The muster roll accounts of the income and expenditure and the minutes shall be recorded honestly as the day itself.
- 3 On completing the work, income and expenditure account, muster roll, voucher, minutes book and pass book should be given to the panchayat.
- 4 If voluntary service is included in any of the work the number of persons taking part in it and the quantity of work should be prepared and kept separately.
- 5 The list of the voluntary workers shall also be prepared.
- 6 The beneficiaries committees executive committee should meet once a week evaluate the work and decide the future activities.
- 7 After completing the work the executive committee shall meet, scrutinize the account and approve the accounts of the income and expenditure (The samples of muster roll, cashbook and voucher are given in the appendix)

5.4.2 Voluntary organisation

Coast ford, Nirmithi Kendram, Habitat, P.T.A. and the farm committee can be considered as equal to the beneficiaries committee and the works can be entrusted with them.

5.4.3 Panchayat

- 3.1 During emergencies panchayat will have to perform some construction work directly.
- 3.2 In such situation, collection of construction materials, appointing the labourers etc. would be done under the responsibility of the Secretary / implementing officer.
- 3.3 If necessary a technical expert can be appointed for supervising the work in the salary of skilled labourer. The engineer or the overseer should record the names of the labourers employed in the work, their age, address, rates of salary and attendance in the muster roll strictly.
- 3.4 Purchase of materials shall be done as per quotation.
- 3.5 The engineer responsible shall supervise, take measurement and write bill.
- 3.6 No labourer could be permitted to work for a period exceeding 179 days.
- 3.7 The expenditure shall be limited within the estimate amount excluding 10% C.P.

5.4.4 Piece Work

Estimate shall be prepared at the public works rate.
10% C.P. can be included.



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Piece work contract can be given for the purchase of the construction materials and the wages for working according to the prescribed technical condition.

Quotation for each item shall be invited and the agreement shall be signed in stamp paper with those who submitted the acceptable quotation.

Notice inviting quotation for this shall be displayed 7 days before in the panchayat / corporation office, the other government offices, libraries, panchayat news boards and ration shops.

All the procedure to give the contract are applicable to this method also except that security and surety are not necessary.

Quotation, bills, accounts to the labourer and materials are subject to audit.

The construction expenses shall not exceed the estimate amount.

The engineer concerned shall take the measurement and write the bills.

5.4.5 Contractors

- 5.1 When the panchayat governing body decides to perform any public work through the contractors as per existing rules and the presidents order the panchayat secretary or the implementing offices concerned should invite tenders.
- 5.2 For the public works for which the expected expenditure does not exceed Rs. 10,000/- and the public works of urgent nature implementable as per section 156, subsection 5 tenders is not compulsory and those kinds of works can be done by short notice quotation or directly.
- 5.3 Pre qualification tender shall have been called compulsorily for all the public works for which expenditure expected exceed 70 lakh rupees or more.
- 5.4 In the case of the public works entrusted with the contractor through tender, the contractor himself should purchase the steel rods cement etc. for the use. Taluk level conveyance alone need be given for these construction materials.
- 5.5 The contractor is liable to pay the taxes and the share to the building construction welfare fund.
- 5.6 Tenders shall be accepted from the registers contractors only. The classification of the contractors and the limit of the amount of contract.

1	D Class contract	Up to Rs. 6,00,000/-
2	C Class contract	Up to Rs. 15,00,000/-
3	B class contract	Up to Rs. 55,00,000/-
4	A class contract	No limit

Tender Notice

Taking into account the immense advertisement expenditure, it would be desirable if a single tender by dividing into groups is issued as follows.

- 1 Group Above Rs. 25000/-up to 1 lakh

- 2 Group Above Rs 1 lakh up to 10 lakh
- 3 Group Above Rs 10 lakh up to 50 lakh
- 4 Group Above Rs 50 lakh



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Any tender notice shall be displayed in the notice board of the panchayat, news boards in the panchayat area, public works offices and the other offices deemed suitable. But the tenders, the estimate amount of which exceeds 10 lakh rupees shall be given for publication in the notice boards of the district level public works offices.

The tender notice should include the following information.

- 1 Name of the work
- 2 The time limit to complete the work
- 3 The amount of the estimate of contract
- 4 The place where the tender form is available.
- 5 Price of the tender form.
- 6 The last date and time for the receipt of the tender
- 7 The person to whom the tender shall be submitted.
- 8 During which times can be plan, estimate and the rules of contract be examined.
- 9 The place of opening the tender.
- 10 Which type of contractor from whom the contract is accepted.
- 11 The amount of security (2.5% of the estimate) and the surety amount to be submitted if the contract is accepted (5% of the amount of contract)
- 12 Panchayat shall have right to reject any tender without giving any reason.

The price of the tender form

The expenditure expected	Price of the tender form
1 Up to Rs. 50,000/-	Rs. 150/- + 10% ST
2 Rs. 50,000/- to Rs. 6,00,000/-	Rs. 400/- + 10% S.T.
3 Rs. 6,00,000/- to Rs. 15,00,000/-	Rs. 700/- + 10% S. T.
4 Rs. 15,00,00/- to Rs. 50,00,000/-	Rs. 1000/- + 10% S. T.
5 Above Rs. 50,00,000/-	Rs. 2000/- + 10% S. T.

If the expected expenditure is up to Rs. 25,000/- the notice shall be published in the notice boards of the panchayat / municipality and other organisation before 7 days.

The summary of the tender notice of the works causing expenditure above Rs. 2500/- should be published in dailies as given below.

Expenditure expected	Minimum period	Date of the advertisement
Above Rs. 25000/- up to 1 lakh	7 days	An old daily in wide circulation in the district



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Above 1 lakh to 10 lakhs rupees	10 days	A malayalam daily with a circulation of not less than 10,000 copies
Above 10 lakh with a up to 50 lakh rupees	20 days	2 malayalam dailies circulation above 10,000 in the district and above one lakh all along the state.
Above 50 lakh	20 days	In a malayalam morning news paper having a circulation above 10,000 and in an English daily in a wide circulation.

Besides, copy of the notice shall also be given to the district information officers for publication in the webset.

The tender forms shall be distributed after recording in the separate register.

How is the tender accepted?

- 1 The sealed envelopes containing the tender shall be submitted to the officers who issued the tender notice. Postal tenders can also be sent.
- 2 The security deposit mentioned in the tender shall be submitted as the treasury chelan receipt counter signed by the authority who called for the tender, draft of a scheduled bank, co-operative bank or the national savings scheme certificate or as any other circumstance document as directed by the government.
- 3 A primary agreement (sample is given in the appendix) in the model directed by the government shall be attached to the tender of the contract work for which a sum above Rs. 50,000/- would have to be sent.
- 4 The percentage of the rate of the tender whether it be the same as the estimate amount or more or less shall be written in figures and letters.
- 5 The officers who received the tender should keep the security deposit and other documents.
- 6 The sealed envelopes containing the tender shall be kept in a sealed box by the officer who received it and the contractor or their agents shall be present when the tenders are opened by the officer concerned.
- 7 The officer who open the tender shall put his short signature marking the serial number against the correction, if any, committed and certified by the tender in each tender.
- 8 The person who opens the tender shall write the percentage of the rate given by the contractors in figure and letters and sign it.

- 9 The particulars of the tenders received shall be noted in the tender register, and the signature of the contractors present at the time of opening of the tender should be put in it. (the sample of the tender register is given in the appendix)
- 10 The officer authorised shall tabulate the open tenders and submit them to the governing body with the remarks of the panchayat engineer. Decision should be taken on them within 10 days.
- 11 The tender of lowest price should be accepted. But if the concerned authority feels that receiving the tender of lowest price is not worthy, they should accept the tender of next lowest price. The reason for the same should be shown in detail.
- 12 Tender excess is not allowable
- 13 The person whose tender is accepted shall remit the 5% of the contract agreement amount (including the E.M.D.) and give the signed stamp paper of the value of the Rs. 50/- (The sample is given in the appendix) the surety amount will be the maximum amount of one lakh rupees including E.M.D.
- 14 After the contract agreement is signed copy of it should be given to the engineer responsible for the implementation of the work and to the contractor. The place of construction work should be handed over to the contractor within 15 days and the receipt obtained. Whatever be the kind of implementation of the work, the summary of the important technical matters about the work should be displayed in the simple way (in malayalam) as the notice board installed in the site. (sample of the board is given in the appendix)



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5.4.6 Deposit work

- 6.1 Some works requiring high technical expertise and impossible for the local government organisation to perform otherwise will have to be handed over to the concerned departments or agencies, some times.
- 6.2 In such cases the department concerned should reach a mutual understanding with the agencies regarding the implementation of the work and later as prepared a rough cost estimate within the financial limit of the panchayat and on the basis of the technical details and get the approval of the DPC as a part of the plan document.
- 6.3 After getting the approval of the DPC a detailed estimate should be prepared and the technical sanction should be obtained from the authority concerned.
- 6.4 After getting the technical sanction the local government institution shall enter into a contract with the department/agency concerned.
- 6.5 After it the amount necessary for the work is deposited in the treasury in the name of the offices of the department.
- 6.6 But check can be issued to the public sector institution like KWA, KSEB etc.
- 6.7 After getting the money the department/agency concerned will be responsible to complete the work as per the agreement.



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5.5 Implementation

5.1 Mobilisation advance

- 5.1.1 After the contract being signed the 25% of the contract agreement amount to the maximum of 1 lakh rupees can be given to the committees of beneficiaries, agricultural development committee and P.T.A. who take up the implementation of the works to purchase the necessary materials and to do the work, according to the decision of the panchayat governing body.
- 5.1.2 The advance can be given only after installation of the notice board.
- 5.1.3 The advance amount should be recovered from the part bills in proportional installments.
- 5.1.4 Seperate agreement shall be signed for the amount given in advance.
- 5.2 Secured advance
- 5.2.1 The 75% of the cost of the construction materials like steel, cement, bricks, metal, granite etc. collected for the work can be given as secured advance.
- 5.2.2 After collecting the materials in the site the engineer concerned shall take measurement and enter them in the measurement book and give the secured advance.
- 5.2.3 The said materials shall be used completely for the work within 3 months. The responsibility to keep them safely without any damage of the convenor of the beneficiaries committee.
- 5.2.4 The agreement necessary for this shall be written in white papre.
- 5.2.5 The 90% of cost can be given to the beneficiaries committee on the basis of the guarantee from the agency/company approved by the government and their invoices for the materials like pump, motor, pipes etc.
- 5.2.6 This shall be entered in the measurement book.
- 5.2.7 The share of the mobilisation advance need not be recovered from the secured advance.
- 5.7.5.7 Measurement and check measurement

Pre measurement

The engineer shall take the measurement of the work before it starts issued the measurement cannot be taken after the completion of the work. The check measurement of the work shall also be taken.

The work requiring pre measurement

- 7.1.1 Cutting the jungle.
- 7.1.2 The measurement of the steel of the reinforced concrete work before the concreting.
- 7.1.3 Foundation earthwork before the concreting and granite building.
- 7.1.4 Concrete of the foundation and the granite work before the filling.
- 7.1.5 Granite wall, bricks wall, red stone wall, etc, before plastering with cement.

- 7.1.6 The concrete lintels of the wall, plynth beam, bad lock etc. before plastering the wall.
- 7.1.7 Before lowering the concrete kerb of the side wall of the wall.
- 7.1.8 Soiling of the road, before metalling.
- 7.1.9 Metalling of the road, before tarring.
- 7.1.10 Before the soling of road, if granite is fixed in the swamps.
- 7.1.11 The pipes of the drinking water projects, before closing the trenches.
- 7.1.12 Before renovating points and walls.
- 7.1.13 If the measurement of the earth work exceeds 300 cubic metres initial level shall be taken before starting the work.
- 13.1 The contractors/ beneficiaries committee shall give necessary help for the Assistant Engineer and the Assistant Executive Engineer to take initial level and check levels respectively.
- 13.2 Before starting the work the calculation of the earth work shall be made and afterwards the approval of the subject group shall be obtained. So also the earth work can start only after 7 days since reporting to the Chief Technical Examiner (CTE).
- 13.3 The panchayat secretary / implementing officer shall forward the report to the CTE after the check measurement of the A.E.E. in the prescribed form.
- 13.4 The final bill on the basis of the level measurement and the part bill after deducting the 10% to 20% of the tape measurement can be given.
The different kinds of metals, gravels etc. necessary for the solving, metalling and tarring in the construction of roads should be measured by heaping it in the form of standard stacks.
If the measured stacks are in excess of 50 cubic metre the work using metal can be started with the permission of the engineer, only after the approval of the CTE or after 7 days since sending the report to the CTE.



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How are the measurement recorded?

- 1 There shall be separate M book register and level feed book register in the panchayat.
- 2 The books shall be handled as stated in the P.W.D. manual.
- 3 As soon as each item of work is completed the engineer concerned should take its measurement and record it in the measurement book.
- 4 The overseer can record the measurement of the works of which the estimate amount comes up to Rs. 50,000/- If the amount is above that the A.E. shall record measurement.
- 5 On the completion of each item or after the work of considerable quantity, if the, contractor or the convenor of the beneficiary's committee demands in writing the engineer or the overseer should record the measurement within a week.



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Check Measurement

- 5.8.1 After recording the measurement Assistant Engineer shall certify the measurement recorded by the overseer, and the A.E.E. should certify the measurement recorded by the A.E.
- 5.8.2 As far as possible an Executive Engineer shall test check the work of which the estimate amount exceeds to lakh rupees.
- 5.8.3 The measurement of the works being done by the non governmental agencies like coast ford, Nirmithi Kendram, Habitat etc. should be recorded by the engineer concerned of each organisation, and the check measurements can be carried out by the member of the district level sub committee formed for this purpose or any engineer, who has retired from the government service as an officer of a rank not lower than that of an A.E.E. or from the subject group (G.O.(P)No.21/99 LAD D/28-1-99)

5.7.9. Preparation of Bills

If the progress mentioned in the project is shown in the construction one part bill shall be prepared and given each month. Otherwise, part bill can be given if considerable quantity of work has been done.

After completing the work and before preparing the bill, what ever be the method of implementation, a report including the monitoring details of in the various stages of the monitoring committee concerned should be obtained.

A report certifying that the work has been completed satisfactorily shall be prepared, signed and given to the local government organization concerned within 2 weeks since the completion of the work along with the bills.

The engineer has the personal responsibility for the standard of the work, measurements and the rates of the bills and the strictness and transparency.

The panchayat governing body can recommend for the legal action against engineer or overseer who commits mistakes in these matters. Before that the technical advice of the district level technical committee shall be sought.

The measurement of each item of the completed work shall be recorded in the measurement book and shown to the convenor of the beneficiaries committee. They shall be made convinced of the correctness of the measurements and a certificate to that effect shall be obtained.

If there is any dispute about any measurement the convenor / contractor shall approve the decision of the technical committee concerned.

5.7.5.10 Passing the bill and making payment

- 10.1 After necessary checking the panchayat governing body shall pass the bills for payment within a month according to the availability of fund.
- 10.2 Before passing the bill for payment the implementing officer shall make sure that the addition, subtraction and multiplication of the measurements recorded in the measurement book are correct and that the bill have been prepared in accordance

- with the rates given in the contract agreement.
- 10.3 It shall be ensured that all the refunds as per rules have been completed from the last bill of the contractor/ convenor. The whole responsibility of it is with the panchayat secretary/ implementing officer.
- 10.4 If for any reason the bill amount could not be paid within the prescribed time 75% of the bill amount shall paid as advance.
- 10.5 10% of the part bill amount of each contractor should be deducted and kept as EMD. But the EMD including the security amount need not exceed the 10% of the contract amount.
- 10.6 The taxes and the welfare fund as per rules shall have been recovered from the bill amount of the contractor. But this deduction of taxes and welfare fund need not be made from the bill of the beneficiaries committee.
- 10.7 The payment of the beneficiaries committee shall be according to their actual expenses or the bill amount as per the contract agreement which ever less is.
- 10.8 If the total expenditure of the construction is more than the bill amount, the excess amount shall be collected as voluntary service or donation by the beneficiaries committees.
- 10.9 The final bill shall be given only after checking the book of accounts of income and expenditure approved by the general body of the beneficiaries committee, muster roll, vouchers etc.
- 10.10 It is on the basis of these accounts scrutinized thus that the actual expenses of the beneficiaries committee are to be calculated.
- 10.11 The method of giving money to the approved agencies like Nirmiti Kendram, Coast Ford, and Habitat etc. is as follows.
- 10.11.1 After the contract agreement is signed the 20% of the agreement amount can be given as advance.
- 10.11.2 In the order of producing the certificate for spending the 90% of the previous advances 2nd, 3rd and 4th installment each at the rate of 20% can be given.
- 10.11.3 After the completion of the work 90% of the total bill amount should be given.
- 10.11.4 The balance 10% can be given after the checking and approval of the technical committee concerned.
- 10.11.5 All the records of the work shall be handed over to the local government organization within 15 days since the completion of the work.



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5.7.5.11 Performance Report

After the completion of the work a performance report stating whether the work was completed in the prescribed form, estimate and specification and if any alteration was made and whether the objectives of the work was attained, and how much was spent and what the objectives attained and what are the environmental problems to be submitted to the secretary within a month along



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with a report of the monitoring committee and verification remarks of the technical sub committee to be kept in the panchayat.

5.7.5.12 Social auditing

In the gramasabha being met after the completion of the work the accounts in respect of the steal, cement, bitumen, metal etc. and the amount spent and the important technical details and the aim of the work should be explained.

5.7.5.13 Repairing and preservation

The grama panchayat is taking up several construction works and completing them promptly. But no benefit intended from it the works would be got unless annual repairing works are taken up and implemented in time not only that but the determination would occur too.

- 13.1 As soon as the responsible shall write out the engineers responsible should write out the details of each project and give it to be recorded in the asset register.
- 13.2 As soon as the project is completed the probable for the annual repairing work of the project and the subsequent management should be calculated.
- 13.3.1 The local government organization shall call a meeting of the beneficiaries concerned and form a committee consisting of 7 to 15 members for the day to day management and annual repairs of the projects like the drinking water project 1/3 members of the committee will be women.
- 13.3.2 A president, secretary and treasurer shall be elected from the committee.
- 13.3.3 If necessary there can be a vice president and a joint secretary. This committee should be registered.
- 13.3.4 When the completed project is handed over to the beneficiaries committee an agreement shall be executed in the stamp paper of the value of Rs. 50/.
- 13.3.5 A joint account shall be opened in a nearby bank in the names of the committee president and the treasurer.
- 13.3.6 If the beneficiaries committee is not prepared to meet the expenses for the maintenance of the assets the local government organization shall take up the responsibility of them and collect a service charge at a reasonable rate from the beneficiaries.

Maintenance – Annual repairing works and special repairs- Road

It is the responsibility of the panchayat to perform the maintenance works annual repairs and special repairing works to maintain and renovate the roads transferred to the panchayat as per the new Act and the roads panchayat constructs suitable for traffic.

Ordinary repairs

The repair works to be done every year such as cutting the jungles, cleaning the canals and culverts, removing the fallen soil, closing the surface pits etc.

- 1.1 Separate amount shall be allocated according to the length of the road.
- 1.2 Instead of giving contract for the implementation of work after giving administrative and technical sanction by preparing estimates at the beginning of the year itself a permanent system shall be arranged for the beneficiaries also to participate in the work to finish it in time.
- 1.3 This would be helpful for the cutting of jungles, cleaning of canals and culverts and covering the trenches and minimising the damage.
- 1.4 This kind of estimates would be in force for a financial year.



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2 Surface renewal

A list of the roads under the control of the panchayat (including pakka & katch road) shall be prepared and the surface shall be renewed in the method given below subject to the availability of fund.

- | | | |
|-------------|---|-----------------|
| Tarred road | - | Once in 5 years |
| Metal road | - | Once in 3 years |
| Gravel road | - | Once in 2 years |

3 Specific repairs

- 3.1 Reconstructing the side walls, construction of new ones, raising the road, lowering the road, widening the road, straightening the curves, curing the damage, caused by flood etc. are included in this group.
- 3.2 Estimate shall be prepared for this kind of works.
- 3.3 The estimate will be in force till the work is completed.

4 Maintenance of minor irrigation projects and the annual repairs

- 4.1 The minor irrigation projects, after the completion of their construction shall be handed over to the registered farm committees, agricultural development committee or the farmers co-operative society in which the beneficiaries have participation, for its maintenance and management. The handing over should be in writing.
- 4.2 The committees in question would be responsible to maintain such projects as work efficient, and manage and protect them.
- 4.3 The committee shall meet all the expenses including the electricity charge.
- 4.4 If the committees are not prepared for it the panchayat shall take up the maintenance work and collect service charges from the beneficiaries for the expenses.

5 Maintenance of the drinking water projects and the annual repairing works

- 5.1 Maintenance, management, annual repairing works etc. of the drinking water projects of which the work was completed is under the responsibility of the beneficiaries committee.
- 5.2 Electricity charge, salary of the operators, the repair expenses of the pump, motor



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pumps and water taps should be met by the beneficiaries committee.

5.3 The committee of the beneficiaries shall be formed in the general body meeting of the beneficiaries and formed in the democratic way. This committee shall meet twice a month and elect the office bearers once a year.

5.4 A joint account shall be opened in the co-operative sector in the names of the secretary and the president for the committee.

- 5.5 Donation in a reasonable rate can be collected from the beneficiaries to manage and maintenance the project.
- 5.6 Donation shall not be collected from the SC, ST and the poor class.
- 5.7 If such committees are not prepared for the maintenance and management the panchayat should take up the work and collect water charge from the beneficiaries at a reasonable rate for meeting the expenses.

6 Annual repairs of the buildings – special repairs

Painting to be done every year after 3 years since the completion of the construction, white washing and the small repair works necessary to maintain it suitable for use are included in the annual repairs.

- 6.1 A list of the buildings under the control of the panchayat shall be prepared and got examined by the engineer every year in the month of April and the estimate should be prepared and passed by the engineer.
- 6.2 The work can be implemented through the labour contract society or contract.
- 6.3 School building is constructed through the P.T.A.
- 6.4 Estimate shall be prepared only for the special repair works necessary except the annual works like painting and white washing.

7 Roads

- 7.1 The construction of roads, should be according to the standards stipulated by the Indian Road Congress as regards the width, surface, gradient diameter of the curves, camber etc.
- 7.2 The possibility of the future development should be taken into account.
- 7.3 The existing numbers of vehicles, type, the increase expected in the next 15 years, possibilities of development and the requirement of the region should be considered.
- 7.4 The special features, ascent, descent, ground water condition, surface water condition, specialty of the soil and curves should be known. As far as possible the depression should be filled and raised with the earth. Bursting rock should be minimized.
- 7.5 The roads in the city area shall have the convenience for the vehicles and the pedestrians (Two lines for vehicles and foot path as either side)
- 7.6 Bus bay and traffic island are necessary

8 Culverts

- 8.1 Culverts and gutters are necessary to avoid water logging and the subsequent disasters.

- 8.2 4 culverts per k.m. at the average would be required. Culverts and bridges are necessary where canals and rivers are crossed.
- 8.3 The culverts and bridges shall be constructed and maintained according to the standard prescribed by the Indian road congress.
- 8.4 The cross section survey of road shall be done. Depth and width shall be known. The highest water level of the rainy season should be known.
- 8.5 The speciality of the earth of the stream, its beds and bottom, the strength of the earth to bear the weight and the quantity of the earth necessary for fixing the basement of the pillars and the depth of the same should be known.
- 8.6 Bridges shall not be constructed in the narrowest part of the stream, in the broadest part or in the curves.
- 8.7 It shall be found out how much width and depth are necessary for the water to flow smoothly under the bridge or culvert.
- 8.8 The thickness of the slab, steel roads, pillar and foundation should be planned according to the weight of the vehicles crossing the bridge or culvert.



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9. Building

The foundation, walls, and the slab shall be constructed as per the specification of the Indian standard.

The construction shall be in accordance with the Kerala Building Regulation Act.

The building shall be functional. It shall avoid unnecessary expenses and luxury. As far as possible reinforced concrete doors, and windows shall be used. It is better to avoid marble flooring, aluminium door and windows.

Building construction shall not be made in water logged wet land. The building shall be in a place where water logging in rainy season does not occur and the foundation is less expensive.

There shall be vehicular facilities and drinking water availability in the place.

The building materials, technical expertise and the labourers locally available shall be made use of.

10 The drinking water projects

The availability of water at source, standard of quality etc. shall be tested.

Calculation shall be made as to how much water is required at the rate of 100 litres of water per day per head.

Section head, delivery head, the length of the delivery pipe etc. shall be known.

The capacity of the water tank is the water required for a day. As that would be very expensive. The tank with half of the capacity is enough.

The availability of electricity shall be taken into account.

11 Irrigation projects weir, crossbar, bunds

Source of water

The water levels, in the different month, of the stream and river, cross section width,



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quantity of the flowing water, availability of water during the summer, quantity of rain, height of the banks, safety and the maximum height upto which water can be stored should be known.

The irrigated place

The survey numbers and area of the irrigated region agriculture, the existing irrigation facilities, the layouts of the irrigated region, the quantity of water required in all seasons and the distance from the source of water should be known.

The field bothies for water supply, length, width and depth of them shall be found out.

12. Ponds, well, lift irrigation

The existing statistics, possibility of springs the water levels of the wells, ponds of the adjacent places, availability of electricity, section head, delivery head, length of the pipe, the area of the irrigated region, cultivation, time required and days shall be calculated.

13. The canals

How much water is logged in how much hectare.

The statistics of the existing canals

Area of the catchment area

Quantity of rain and the ground water level of the nearby places shall be calculated.

Where shall the cross bar be installed when the canals are renovated.

In how much hectare the irrigation can be arranged. This shall be calculated when the projects and estimates for the irrigation are prepared the increases in the production and income, construction expenditure and the recurring expenditure should be calculated and the cost ratio found.

6

Keeping of Records and Accounts

Keeping of accounts is an important as the implementation of the development activities by utilising power and money. The accounts regarding the attained physical achievement is an important on the keeping of the accounts and records in respect of the expenditure. The accounts shall be kept strictly to examine what fund was gained with the money spent. If the records are not kept strictly the subsequent projects could not be prepared in time. In order to observe the activities of the local government institution and examine the accounts and records, there are the systems like performance audit, local fund audit, account generates audit and social audit at present. The officers concerned are liable to give the records required by the auditors. If the records are not kept and given for auditing the liability of the money spent would fall on the officers concerned. The report regarding the activities of the Panchayat and the accounts of the income and expenditure shall be presented in the first grama sabha of the next financial year as the part of the process of the social auditing.

The officers are liable to give the records of any public works if any citizen of the Panchayat demands remitting the prescribed fee. So, when decision is taken with regarded to the public works over riding the opinion of the engineers the officers themselves would be responsible. The engineering functionaries shall keep the records including the files with regard to the public works.

The engineering functionaries are liable to prepare several records and accounts regarding an engineering work/project as per rules or otherwise. This shall also be presented for audit taken on.

The records the office should have one work file, registers and other office registers.

- 6.1 The records a work file shall contain.
 - 6.1.1 The copy and the related records approved by the planning committee.
 - 6.1.2 The records like A.S., T.S., F.S., etc.
 - 6.1.3 The decision as to how the work is implemented.
 - 6.1.4 Copy of the tender notice/the notice of the calling of the meeting of beneficiaries.
 - 6.1.5 Tender tabulation
 - 6.1.6 The record of the approval of the tender.
 - 6.1.7 The registration letter given to the contractor if the rate offered is in excess of the tender estimate.
 - 6.1.8 The minutes of the meeting electing the members and the convenors if the beneficiaries, committee implement the work.
 - 6.1.9 Selection notice, work order.
 - 6.1.10 Copy of the agreement (it is proper to keep the original separately).
 - 6.1.11 Report regarding the site change.
 - 6.1.12 The sample of the notice board to be installed in the work site.
 - 6.1.13 The original/copy of the site inspection register.
 - 6.1.14 The records of pre measurement and the stock measurement.



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- 6.1.15 Level book for the earthwork, the accounts including the measurement of the building materials.
 - 6.1.16 Record of making available the place necessary for the construction work.
 - 6.1.17 The record of reporting by higher officer to the panchayat about the changes to be made in the design or other things and the record of preparing revised estimate as per the instructions.
 - 6.1.18 The record of the receipt of R.E. revised A.S., T.S., and copy of the panchayat's memorandum.
 - 6.1.19 Measurement books, copy of the application for part payments, Engineer's report and the copy of the part bill.
 - 6.1.20 Copy of the final bill.
 - 6.1.21 Completion certificate.
 - 6.1.22 Monitoring committee report.
 - 6.1.23 Beneficiaries committee minutes and the related records.
-
- 6.2. The registers which the implementing officer shall keep.
 - 6.2.1 Road register
 - 6.2.2 Ponds, well register
 - 6.2.3 Irrigation works register
 - 6.2.4 Estimate register
 - 6.2.5 Agreement register
 - 6.2.6 Tender register
 - 6.2.7 Work bill register
 - 6.2.8 M. Book register
 - 6.2.9 Field level book register
-
- Note.
- 1 The matters to be displayed in the notice board shall be written and given to the contractor. The copy of it should be kept in the file.
 - 2 Two photos before the starting of the works of road and bridge and w photos after the completion of the work can be kept in the file.
-
- 6.3 The public works records to be subjected to audit.
The records concerning the public works given below should be given to each officer.
 - 6.3.1 Plan records Projects and related records.
 - 6.3.2 Administrative sanction.
 - 6.3.3 Detailed estimates, plan and the technical sanction. (If revised estimate in necessary, the same and its technical sanction)
 - 6.3.4 Decision of the financial sanction.
 - 6.3.5 Decision as to how the work is implemented.

- 6.3.6 Tender notice/the notice of the calling of the beneficiaries committee meeting.
- 6.3.7 Tenders. If the tender amount exceed the tabulation report estimate of the tender, the report of the engineer concerned negotiation letter, reply etc.
- 6.3.8 The decision of the governing body approving beneficiaries' committee convenor.
- 6.3.9 Copy of the letter for executing the agreement.
- 6.3.10 The agreement between the secretary and the contractor / convenor of the beneficiaries committee. In the case of the convenor the joint agreement between the members beneficiaries committee and the convenor. If advance has been paid, the separate agreement for it.
- 6.3.11 Record of the transfer of the site.
- 6.3.12 The records of pre measurement/stock measurement and if necessary the records of the report to the Chief Technical Examiner.
- 6.3.13 The measurement books of the check measurement.
- 6.3.14 Records of the passing of bills and payments.
- 6.3.15 Performance report of the work.
- 6.3.16 The presidents' order authorising the disbursal of money.
- 6.4 Registers to be presented.
The important registers to be written and kept and to be submitted for auditing.
- 6.4.1 Road register
- 6.4.2 Irrigation work register
- 6.4.3 Agreement register
- 6.4.4 Tender register
- 6.5 It is the responsibility of the secretary, engineers and other staffs to give records the auditor asks for shat ever kind of audit it may be. If any neglect is made to give the records the auditor would reach the conclusion that such records and accounts do not exit. It is the responsibility of the engineers to give the records of the public works to the auditor.



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Office Administration

The local government institution and the institution under its local jurisdiction and generally applicable office administration rules are content of this chapter.

1. A wall board including short and clear details regarding each institution and the office shall be displayed in the respective institution.

1. Name of the institution.
2. Name of the panchayat.
3. Name of the ward and ward number (if it is in a level institution).
4. Name of the post office.
5. Pin code.

2. Display of service board

The important details of the services available from each institution, the procedure to get the service details and the objectives of the institution should be displayed in the service board.

3. Individual details (Maintains of attendance)

The post of officers, staff, part time staff, trainees, apprentices, daily wage labourers etc, of each organization, the name of the individuals in each of them, vacant post, the details of the attendance of the staff concerned etc. should be recorded. It would be convenient to record the time of arrival of the staff in the board.

If the staff or officers go out of the office during the working time or office time the matter shall be noted against the name of the person concerned. The purpose of the department should be noted. The expected time of arrival shall also be recorded in the notice board. This would give the person who approaches the office for service precise information, not only information but also an opportunity for the service seekers to evaluate and observe the service mindedness of the staff. The responsibility to record this board shall be fulfilled by the staff authorized by the Head of the organization.

Attendance board (sample)

Sl.No	Name of the staff numbers	official status	Position of attendance	Details of the departure official necessity

4. Advertisement/ news announcements (notice board) .In at all notice board in each organization to publicize the time board public announcements concerning the office /organization. The notice boards shall be installed so as to be seen by the public, service claimants and interacted person etc. The announcement that affixing other advertisement in the notice board is an offence, shall be written in the notice board. The announcement shall tell that tearing, damaging or disfiguring the announcement affixed on the notice board in also an institution of the panchayat shall be given to the Heads of the office for being published in the notice board of other organization. Each Head of the institution shall hand over this to the other Head office .In the case of the urgent service coming up between the monthly meetings the copy including the announcement regarding this shall be given to the Heads of the institution concerned. There shall also be a September to and the announcement from the panchayat.



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Name board

5. The short information about the names, designation, the service made available through them and their responsibility shall be displayed in the each of the officer and the staff of each organization .This would help the service see in find out the service given with out misunderstanding or delay.

A box in which the suggestion to be pointed out regarding the organization service for the common people and the service seek in the recommendation for the improvement of activities, objection and complaints are put in writing should be in at all no as to be seen by all the people.

Each week after 2p.m on the day immediately proceeding the last working day the Head of the office shall open the box of suggestion/ complaint using the key he is keeping and collect the suggestion /complaints intensive record in the register and keep it. The service of the staff members responsible for the information exchange should be used for this.

Among the suggestion of the week those implementable in the organizational level shall be explain in the office/organization level meeting and steps should be taken to make it practical .The suggestion that concernment to the Head of the office through the panchayat secretary.

The primary recruiting of the recorded complaints shall be completed on that day it self.

The decision as the individual complaints, the complaints that require immediate redressel, organizational level should be decide in the weekly meeting and steps shall also be taken to bring them to force. Step shall also taken to sent the ones that deserve consideration or approval to the panchayat and these that concern other office/ organization to the heads of the organization to the Head of the organization concerned.

The officer shall take action in the cases where decision has to be taken through the



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governing body, subject to the suggestions got from the governing body, and in the cases to be redressed at the department level, subject it to the decision of the department.

An intimation containing the information about the action taken and the detach regarding the time of the action taken should be sent to the applicant / complaint/ objector.

The people would make use of the system when they are exceeded that there is a system of organization which is responsible to them .They would who observe the activities of the organization and participate in them .This would help for the enhancement of the standard of quality of the service of the organization.

Office records

The following records shall be kept in the office generally.

Organization level record

- 1 Attendance register
- 2 Movement register
- 3 Salary register
- 4 A quittance register
- 5 Leave register

Service records

1. Register
2. Record
3. Schedules
4. Receipts
5. Collected information
6. Reports
7. Minutes etc...

It is the duty of the staff who are made responsible to document the record relating to the responsibility of each service to arrange them keep them safely and make them available has required.

It is the duty to the higher officer to resources the details and too considerate and contain it.

The collective responsibility to the observation of the discharging of the duties, evaluation, correction and revision is vested with the Head of the office. The power to check if the function persons and the president.

The Head of the organization shall authorize staff members to receive the individual and social complaints and receipt for them, classify the records concerned and number them. The information require system shall function as to give an idea about the time limit for making available the information to the applicant and remind the staff of the matter if necessary and ensure the availability of the service to the enquires.

In the front office management organization the staff member immediately junior to the Head of the office shall attend the following duties.



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1. Receive the application /objection /complaint.
2. Issue receipt
3. Intensive and enter them in the primary register
4. Give classification number
5. Transfer them to the authority concerned
6. Give indication the reaction as per the information time
7. Gather the position of the time bound action from the staff concerned
8. If the information seekers demand in writing the information sought for should be supplied in the orders of priority an the receipt for the fee, if any should be given to the applicant.
9. All the information regarding the service of the organization should be made available to the person responsible for the information exchanges. The when staff number concerned would have the responsibility to hard even the information. The inward and the out ward movement of all the corresponded concerning the office most be through the said system.
10. Application /objection register
11. Numbering and documenting
12. Recording the receipt of the numbered document by the staff.
13. Movement registry
14. Receipt counterfoil
15. Records relating to the right to information
16. Handing over the copy of the decision to the party concerned.

The procedure on the resolution

The panchayat secretary and the Head of organization transferred to the states of the exoffices secretaries are bound to implement the various resolutions of the governing body. It is the responsibility of the officers to adopt the procedure related to it .The officers shall have to take up the responsibility of the loss if any failure or neglect occurs and any loss or damage is caused to the panchayat.

The officers have to make their remark in the files concerned in any matters that come for the consideration of the panchayat as the implementing officer of the panchayat .

The secretary shall submit before the panchayat each item with their clear opinion.

The secretary /Ex offices secretary has the responsibility to refer to the government asking for clarification in writing, if any resolution approved by the panchayat requires classification.

If any resolution approved by the panchayat in seen illegal or crossing the limits of the power according to the rules, irregular or there is the possibility of danger to human life, health or general safely, the secretary /ex officio secretary shall demand the panchayat to reconsider the resolution, in writing.



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If required, the secretary /ex officio secretary should present themselves and record their opinions while the reconsideration is being made.

If the panchayat corrects the previous decision the matter shall be intimated to the president and the government shall be referred to for classification

The clarification received after waiting for 15 days for its receipt could be brought into force after intimating the president. If the clarification is not received in time it shall be considered as the declared classification, and the resolution and the resolution of the panchayat, shall be implemented.

The information shall be reported to the government.

Responsibility for the loss –procedure

The officer concerned would be responsible for the loss sustained by the panchayath for not having discharged his duty without adopting the above procedure. Its compensation could be realised with 12% interest by the revenue recovery system by the panchayat. If inspite of following the procedure any loss is sustained by the panchayat the president would be held responsible (Sec184 (4) (iii))

If any loss or damage is ceased to the panchayat due to the failure and neglect in taking timely action and the negligence of the officer concerned is proved by conducting enquiry the loss could be realized with 12% interest by the panchayat (sec243)(31))

Disciplinary action rules

When the President has to take disciplinary action against any officer /staff member simple punitive action would be taken after conducting enquiry. If more severe punishment is necessary the matter could be reported to the appointing authority with the approval of the panchyat for further action. The authority concerned shall take action as soon as the report is received. The authority concerned should take action as room as report in received. The authority should take an immediate action and report the final decision to the president (sec180 (14))

If disciplinary action has to be taken against the secretary / gazetted office their appointing authority could be reported for further action with the approval of the panchayat. The authority should take immediate action and the report the final decision to the panchayat (sec179 (10)).

But the necessary action of enquiry is not seen mentioned .It is not clear whether the state service rules are binding on the matter either.

The legal procedure of the natural justice is adoptable in this situation.

2 (i) Natural Justice Procedure

(i) Opportunity for being heard

Notice to the clients concerned, the subject concerned, time of presentation, place, date, day and the explanatory nature should be clarified.

Furnishing evidence in writing directly Disproving the evidence

The opportunity for being represented order and decision with the cause and effect

(ii) Right to appeal and opportunity

Maintain individual self control and avoid partiality, vested interest and evil intention

No individual friend ship or hatred

No financial interest or hostility.

No vested interest with regard to land.

No department level interest.

(iii) Ensure the logical, cause effect related and just decision.



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2 (ii) Due process of Law

(i) Memo

(ii) Explanation (it satisfactory the case closed after taking decision)

(iii) Show cause notice

(iv) Explanatory note (if satisfactory the case could be closed after taking decision, if not satisfactory the procedure shall be continued)

(v) Enquiry procedure

A. Inquiry retaining the party.

B. Suspension pending enquiry.

C. Give warning and dispose off the matter

D. Give financial punishment and decide subsequent action on the inquiry report

A. Collecting evidences from the parties and witness

B. Collecting evidences from through field visit or site inspection

C. Collecting evidence by examining records.

D. Direct trials and the opportunity of to be heard.

E. Preliminary Determination (if agreeable according to law and satisfactory to the parties the matter is to be disposed off)

Appeal application

Appeal decision

If there is objection in the find appeal decision a court of law could be approached and the redressal made .The constitutional means could be utilized for this.

Formation of panchayat plan procedure of implementation

In the formation of the plan of the panchayat and its implementation the assistant engineer, as the Head of the organization has the responsibility to work neither as the convener of the working group of plan formation of the panchayat or the implementing officer.

The panchayat governing body deposes an A.E as the convener of the working group of the panchayat public works sector through its decisions.



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The A.E shall prepare an observation report of the plans of the public works actor in the previous year and present it in the working group meeting being held for the formation of plan.

The draft of the direction for the plan amount set apart for the year for the public works sector shall be submitted along with the observation report.

The A.E shall take the responsibility to call the working group meeting during emergency.

A list of the suggestions to the discussed in the working group meeting and printed and included in the plan document and the amount necessary for them shall be prepared and submitted to the grama panchayat committee along with the observation report of the previous year.

15. Participating in the gramasabhas.

The staff of the public works sector shall participate in the gramasabhas as the coordinators of the gramasabhas decided by the panchayat governing body.

Besides this, when the being hell the staff shall participate in them any become participate in the group discussion relating to their institution and give explanation and give explanation during the crucial stages.

The A.E should make necessary change in the suggestions for the plan according to the decision of the panchayat governing body the introduction coming from the development seminar.

The A.E has the responsibility to prepare the project of the public works sector with the approval of the panchayat governing body and in accordance with the final suggestions coming from the gramasabha .The out ordinate staff shall give necessary help to implement this work .The experience of the working group members shall be used by the A.E to prepare the project.

The A.E is liable to make the change suggested by the technical advisory committee in the project for their approval in accordance with the decision of the panchayat committee.

16. Implementation of the project

The A.E shall be the implementing officers of the projects in the public work sector as the decision of the panchayat governing body.

17. The implementing officers hear the responsibility to give explanation and the records asked for by them the time of audit being performed.

The implementing officer in found to give precise answer to the questions and doubts coming up regarding the project of which the A.E themselves in the implementing officer in the gramasabhas other social auditing fora. In case they are unable to the present they shall authorize the concerned official to furnish fitest information.

Explaining to the audit

The implementing officer has the responsibility to give the records and explanation

required by the auditors while audit is being performed in the project of which the A.E is the implementing officer.



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18. The implementing officer is found to give merces explanation to the question and doubts coming up regarding the projects of which the A.E himself is the implementing officers in the gramasabha and other social auditing fora.

The subordinate staff shall be authorized to give sufficient information incase the A.E is unable to be present.

Monthly Planning and Evaluation

- 8.1 The administrative responsibility of coordination and the right to observe are rated with the standing committee of development.
- 8.2 Each month in the last week the standing meeting shall be held and the evaluation of work the current month and the general planning of the activities of the next month shall be done.
- 8.3 The service of each staff member and each work shall be evaluated and criticized separately.
- 8.4 The activities for the next month with the aim of filling the shortage and raising the excellence, their specific timing, share of resources and the physical back ground shall be included in the planning program.
- 8.5 The engineer shall call the office level working committee in the continuation of monthly planning / evaluation meeting.
- 8.6 The conclusions and the suggestion regarding the evaluation shall be presented in the office level meeting.
- 8.7 The individual report of the staff shall be presented discussed and the essence of the reports included in the monthly reports of the organization.
- 8.8 The A.E shall prepare the monthly evaluation report of the organization, in continuation of the discussion of this meeting.
- 8.9 The A.E shall participate in the monthly panchayat level meeting of organizational service.
- 8.10 The report shall be prepared in writing and presented.
- 8.11 The reporting form shall include the structure of the organization and its service works taken over, division of work, availability of funds, utilization of funds, implementation of construction analysis of given and loss, hurdles, governing body, approaches to the Head of the office, anticipation of the public And cooperation, approach of other organization and officers, individual evaluation of the staff conclusion of the work monitoring and suggestions for the solution of problem.
- 8.12 The A.E. shall call the office level staff meeting in condition of the monthly panchayat level meeting and take decisions to raise the standard of service after making proper division of duties and arraignment of possibilities.
- 8.13 Each Friday, if it is a holiday of the next working day, arrangement should be made for an office level weekly get to gather.
- 8.14 Weekly evolution, planning of the work of the next week, management and evaluation of the specific work, the security of the information recorded through the complaint/ suggestion box and further action should be in the agenda of this weekly meeting.

The System of Grievances Redressal

- 9.1 If those are complaints or suggestion for the public concerning the organisation or its service a box should be installed in the office to receive them. Each week at 4.30 pm the box should be opened in the presence of the chairman of the standing committee of development and each complaint/suggestion should be examined. Proper action shall also be taken in the matter.
- 9.2 The problem solvable on official action shall be done at the concerned office by official level itself consideration.
- 9.3 If the matter requires the action of the panchayat or the higher authorities suitable action shall be adopted.
- 9.4 The matters related to the other officials of the panchayat shall be transferred to the institution concerned through the Secretary.
- 9.5 Information about the remedial action taken shall be intimated to the person concerned.
- 9.6 If the service of the engineering and technical wings in necessary to decide or reconcile the disputes the secretary shall take action to conduct.
As per the Panchayat Raj Act, if the Secretary requires the service of the engineering and technical wings, the Secretary shall take proper action for checking, advice and the implementation of the remedial measures.
- 9.7 The service of the technical engineering wings shall be made available in all duties handed over as a part of the complaint redressal system being formed in the panchayat.
- 9.8 The suggestion for complaint redressal received a department level shall be considered and proper action should be taken.
- 9.9 The implementation of the complaint redressal cases received through the president shall also be ensured.

People's Organisational Arrangements

10.1 Public works management committee

A minimum of 15 members should be there in the panchayat level public works management committee. The structure of the management committee is given below.

Chairman	-	President
Vice chairman	-	Chairman of the standing committee of development
Convenor	-	Assistant Engineer
Members	-	Chairman of the standing committee of finance
		8 Ex-officio
		3 people's representatives
		Engineer of the electricity board
		Agricultural officer
		2 Political party representatives

Suggestion: A voluntary activist can be depicted as unofficial coordinator.

10.2 Beneficiaries' Committee

10.2.1 A peoples' committee to implement the projects in question, revised from time to time subject to the Panchayat Raj Act and guidance.

10.2.2 The responsibility of the supervision of the implementation of works instant observation and evaluation of this type of committees is vested with the technical public works officials.

10.2.3 Following the completion of work the Beneficiaries Committee itself can be transformed into a Management Committee responsible for the maintenance of the system.

10.3 Works committee

10.3.1 The committee that can be formed for the implementation of each specific work as per the Panchayat Raj Act

10.3.2 There shall be a maximum of 15 members including people's representatives, officers and the nominated person, in the works committee.

10.3.4 The committee ceases to be with the completion of the work in question.

10.4 Joint committee

10.4.1 The committee formed as per the Panchayat Raj Act, for the implementation of work being performed jointly by more than one local government organisations.

10.4.2 The chairman of the committee would be the president of the Panchayat when the project is implemented.

10.4.3 The president of the committee would be the office of the public works of the panchayat concerned.

10.4.4 The number of members shall be a maximum of 15 including the presidents of the Panchayat concerned, people's representatives and the nominated persons.



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10.5 Maintaining committee

10.5.1 This committee is the one formed for the instant observation of the works taken up in the field of public works.

10.5.2 The Panchayat president and the A.E. would be president and convenor respectively.

10.5.3 Two people's representatives (including a woman) Vice president (Finance) a voluntary worker and an independent technical expert would be members of the monitoring committee.

10.5.4 The Panchayat has the power to nominate the members.

The Novel Programmes

The formation of the public works division itself is a novel decision regarding the LSG. A public works division came to existence by including the transferred engineering division completely to the Panchayat and co – ordinating the existing overseer, posts also with that will provide a better work place for technical hands in the LSG performance.

Besides being mere control of building construction, levying of tax or the supervision of the public works handed over, the public works wing became a division for the implementation of all the technical works of the panchayat.

This made it possible to win over the skill and service of the officials in the fields where technical expertise is unavoidable and use them for the benefit of the public at large with community participation.

The Panchayat is able to make available the service of the technical division in agriculture, housing, transport, irrigation, maintenance of minor watersheds, land use, elimination of sewage and drainage. It can develop a network of officials and voluntary technical aspects so as to support their developmental function at grass root level.

Co-ordination

The planning and the supervision of the implementation of all activities coming a parts of the construction works of the organisation under the grama Panchayat should be implemented under the initiative of the engineering wings.

Panchayat Office

1. The planning, supervision of the implementation of the construction work coming as per the projects of the three tier Panchayats.
 2. The implementation of the spatial planning required for the entire development programme of the Panchayat.
 3. Preparation of the annual reports relating to the position of the assets.
 4. The technical planning and implementation of the projects of the sectors of agriculture, animal husbandry, health and education coming as part of the construction works.
 5. Examine the existing physical set up of the Panchayat, evaluate the difference between the present set up and the model set up and give a report to the Panchayat office.
 6. Seek the technical help for keeping the various kinds of assets registers kept in the Panchayat office.
1. The spatial planning foreseeing the total development of agriculture.
 2. Giving individual help for construction work giving technical advice to the implementing officers on projects. Conduct evaluation for distributing benefits.

Education

1. Ensure the stability of school buildings
2. Make scientific arrangement for drinking water, the treatment of the sewage, drainage, and the convenience for primary needs.
3. Prepare the play ground

VEO

1. Give technical advice to the implementing officer and the beneficiaries in the technical matters of the projects implemented through the VEO.
2. Perform the evaluation work necessary for the distribution of assistance to this kind of projects.
3. Explain the technical matters in the beneficiaries committees.

Appendix – 1

Schedule – A SAMPLE MUSTER ROLL

Muster Roll Number :
Panchayat : Karakulam Grama Pan chayat
Name of work

Period:
Ward:

Sl. No	Name	Age	Father's Name	Which Category	Position of Attendance	Salary Scale	Salary	Signature Date
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								

Appendix – II
Schedule B
Cash Book

Date	Sl No	Details of income	Number	Date	Sl No. Voucher No	Details of the Expenditure	Number

Appendix III
Receipt (Sample)

- A. Received from the convenor of the committee for implementing the work in the ward no . of Karakulam Grama Panchayat Rs. (in letters) being labour charge for the period from
Signature / date
Name
Address
Convenor : Signature/Date
- B. Received from the Convenor.....
Rs..... () for supplying
of cubic meter (as above)
.....
.....
- C. Received fromRs.....(in letters)
being ferrying charge (as above)
.....
.....
.....

Appendix IV
Sample of the board to be installed in the site
Karakulam Grama Panchayat

Name of the work
Estimate amount
Duration
Date of starting the work
Rate of the tender
Materials required (Probable)
Cement seeks
Steel Kg
Metal m²
..... mm concrete pipe
The office/Secretary/A.E./ A.E.E./E.E.

Appendix V
Primary contract agreement submitted
with the tender (Sample)

The primary contract agreement entered into on (date, month, year) at the office of the Karakulam grama Panchayat. (Here after called the contractor between the Secretary, Karakulam Grama Panchayat Sr. (Name) as the one part and Sri. (name and address) aged son of (father's name) on the other part to implement the construction work and to execute the contract agreement in the presence of the undersigned witness.

1. As per the notice no of the Panchayat tenders have been invited for the construction work.
2. Within 10 days since the receipt of the intimation of the acceptance of the tender the 5 % of the contract estimate amount will be remitted as Earnest money deposit and the agreement signed in the prescribed form. All the condition submitted day with the tender and the condition of this primary contract agreement will be the part of the agreement submitted for the work.
3. The contractor will implement the work in accordance with the form, structure and the condition of the tender.
4. Panchayat can arrange for the work through any other agency or direct if the contractor fails to implement the contract agreement within 10 days sine receipt of the intimation of the acceptance of the tender. The Panchayat will have the power to recover the amount of excess experience from the movable and immovable properties within two weeks since the completion of the work the copy of the final bill, performance report and the completion report will be given to the Karakulam Grama Panchayat.
5. As per the final bill the panchayat has to give the balance amount, and the same will be given before (date month and year).
6. If the amount of the final bill is less than the amount given the balance amount will be refunded to Karakulam Grama Panchayat.

Signature
Date

Signature
Date

Karakulam Grama Panchayat
(Office seal)

Office seal

Witnesses

1. Name and address
2. Name and address

Signature

Signature

Appendix VI
Contract agreement
 (sample)

Contract agreement number	Date of signing the agreement	Name of the work	No and date of Administrative sanction	No and date of technical sanction	Estimate amount	Contract amount	Name and address of the contractor	Date of completing the work	Duration extended	Supplementary agreement	Security Deposit	Exact date of completion	Amount of the last bill	Notes	Signature

Appendix VII

The contract agreement executed between the local government organization and the government / public actor organisation.

Agreement no.date

Agreement entered in to on this day of month year at the office of the karakulam Grama Panchayat between the secretary, karkulam Grama Panchyat on staff of the Panchayat board, karakulam Grama Panchayat (hear after called the Panchayat) on the one part and Sri.....(designation) for implementing the aged construction work of the karakulam Grama Panchayat of the Thiruvananthapuram district in the presence of the undersigned witnesses.

The construction work has been approved by the Panchayat, and it can be completed in the structure for which the technical sanction has been obtained as per the estimate.

The total estimate amount of Rs. will be given by the Karakulam Grama Panchayat on (date, month and year). Incase the construction expanses exceeds the estimate amount the organisation will prepare the detailed revised estimate and give it.

The short comings and defects found in the scrutiny of the monitoring committee will be rectified.

The revised estimate amount will be paid as the completion of the work.

The work in question will start on (date, month and year) of the contractor as per the revenue recovery procedure Panchayat's decision will be find in the matter and it will be finding on the contractor.

Panchayat will have the power to recover the whole amount the contractor has to pay to the Panchayat from the security of the contractor and the bills of when works and the surety amount.

Witnesses

1. Name and Address
Signature, Date

Signature of the contractor

Date

Name

Address

2. Name and address
Signature/Date

Secretary

Name/signature/date

Karakulam Grama Panchayat

Office seal

Appendix - VIII

Draft Form of Agreement to be executed between the Panchayath and Engineer engaged by the Panchayath in Rs. 50/- Stamp paper.

Agreement No. :

Date :

Agreement entered into on this day of month year at the office of the Karakulam Grama Panchayath, between the Secretary Karakulam Grama Panchayath on behalf of the Panchayath Board Karakulam Grama Panchayath (hereinafter called the panchayath) on the one part and Sri. aged Engineer S/o. (address) on the other part (hereafter called the Engineer) for all the technical works in connection with the investigation, collection of data, preparation of estimate, plan, design, supervision, measurement, preparation of bills and preparation of performance/completion report in respect of the following works.

- 1.
- 2.
- 3.
- 4.

The Engineer hereby agrees that he will be personally responsible for all the technical requirements, suitability, structural soundness, stability, quantities and rates in the estimate, quality of the works correctness of the measurement and bills.

The Engineer agrees that he will give all the necessary technical help to the panchayaths as and when required and the Engineer agrees that he will take all the necessary steps and give all necessary technical guidance in completing the work within the targeted time and strictly as per the agreement and that he will take the measurements and prepare the bills within the time prescribed.

The Engineer agrees that he will personally be responsible for the defects in works or measurements if any noticed at a later stage by a competent technical authority, such as Block Level Technical committee or District Level Technical Committee.

The Panchayath agrees to pay remuneration to the Engineer for the technical works done by him at the rates noted below.

- 1 For the preparation of detailed estimate, Plan, data, conveyance statement, technical design, calculation, after conducting detailed field survey, study and collection of data including testing of Soil samples for bearing capacity.

- a) For Roads including Culverts, Sidewalls and side drains : at 1/2% of estimate cost minimum 100/-max 2000/-

- | | | |
|---|---|---|
| b) Buildings | : | 1/2% of estimate cost
minimum 100/-max 2000/- |
| c) Minor irrigation projects such as Weir, VCBs, check dam, Tank, well,field bothies, drainage channels, including the taking of levels and plotting in level sheets. | : | at 1/2% of estimate cost
minimum 100/- max-2000/- |
| d) Water supply projects including intake well, Tank, pump house, pump, storage tank with drawings, design for pump, tank, pipe etc. after collecting the data | : | at 1/2% of estimate cost
min. 100/- max-2000/- |
| II For the constant and careful technical supervision of the work taking of measurements and preparation of bills | : | at 1 1/2% of estimate cost
min. 100/- max-10,000/- |
| III scrutiny of bills, check measurement etc. | : | at 1/2% of estimate cost -
min. 100/- max-1000/- |

The agreement will be valid for Three years unless and until it is renewed.

Signed by:

Sri.....

Secretary, Grama Panchayath

Signed by:

Engineer,

Sri.....

Witness :

1.

2.

Appendix - IX
Model Telegram to be sent CTE

No.
Date :.....

From

.....
.....

To

FINSWIN
Trivandrum

“Construction of Road in Karakulam Grama Panchayath
20mm metal 67m³ - page no. 21 to 27 of M Book No.98/99”

Sender's address

.....
..... Grama Panchayath

Appendix - X
Address of Chief Technical Examiner (CTE)
Chief Technical Examiner
Finance Inspection Wing
Secretariate
Trivandrum
Phone : 0471 - 2462828

Post Confirmation (Model)

File No. Office of the

To
The CTE
Trivandrum

Sir,
Confirmation copy of the telegram No. send on
of Telegraph Office is being send with this for information. Construction
of AA Road in X Panchayath - 20mm metal 67m³ - page 21 to 27 of M Book No.98/99.
.....

Sd/-
Date :-

Appendix – XI

The contract agreement signed by the beneficiaries committee convenor in the stamp paper of the values of Rs. 50

(G.O.(M.S.)36/98 LGD. Dated, 13.2.98 (G.O) (P)218/LGD. Dated, 23.10.98., G.O.(M.S.)42/99/Planning. Dated, 22.9.99 and G.O (M.S)64/99 LGD. Dated, 17.8.99.

Contract agreement no.

Date:

The contract agreement entered into on this day (Date, month and year) at the office of the Karakulam Grama Panchayat between the convenor Sri. (Name and address) son of (Father's name) aged (hereafter called the convenor) as the one part and on behalf of the Panchayat the Panchayat secretary Sri. (name), aged (hereafter called the Panchayat) as the other part to implement the construction work and to execute the agreement in the presence of the undersigned witnesses.

1. The convenor shall complete the work in the measurement, form, method, rate and time limit stipulated in their work detail schedule attached to this contract agreement, picture and estimate and assess the suggestion of the engineer responsible for the work.
2. The work would be implemented with the complete knowledge and participation of beneficiaries. The work would not be handed over to any company or contractor completely or partially. If it happens as the present contract would be cancelled and the work would be completed through the convenor. Besides, Karakulam Grama Panchayat could take any regular primitive action against the convenor. But in the works requiring technical expertise like concreting, plumbing, wiring, driving, road tarring etc., could be implemented on unit rate basis by inviting quotation.
3. The convenor should keep the mobilisation advance being received for the work, part bills secured advance, final bill, donation being bank loan, and the accounts book containing the details of the price of the materials collected ferrying charge, tax, rent of the machines used on the muster roll continue briefly address, age father's name, attendance, salary scale and salary of the labourers employed minutes book of the meeting of the implementing committee to be held compulsorily once a week to take decision and evaluate the progress of work and all vouchers, cash bills, and the day to day diary book. All these records should be given to the offices authorised by the Panchayat/Corporation/Municipality committees monitoring committee and the expert committees for scrutiny. As soon as the work is completed. The convenor should give all these records to Karakulam Panchayat along with accounts of income and expenditure, the accounts of the materials used and the work completion re-post.
4. Joint accounts would be opened in the nearly co-operative bank, or grameena bank in the name of the convenor and chairman of the committee for the money transaction

necessary for the implementation of the work. All the item of income mentioned in the para 3 2ould be deposited in the account. Many could be withdrawn from the account by cheque to meet all the expenses described in the para 3. As soon as money is withdrawn from the treasury or the bank relating to the treasury by cheque the treasures should deposit all the money in the joint account and send the pass book to the office of the implementing offices authorised for scrutiny. The withdrawal of money would be subject to the decision of the implementing committee. After the completion of the work and the receipt of bill the bank account should be closed and the balance amount should be withdrawn and handed over to the Panchayat and the receipt obtained.

5. Only the materials with the approved quality standard and recommendable by the engineers, would be collected and used. The convenor would collect all the materials like cement, steel etc according to necessity. But for the sake of the smooth implementation of the work and the time bound completion, if necessary the Panchayat would distribute steel, cement and bitumines. Their cost would be deducted from the bill at the rate of the estimate. It is the responsibility of the convenor of the beneficiaries' committee to keep the materials back to the local government orgnisation. If any material among the ones collected by the convenor in found lacking in the prescribed quality in the checking of the engineers such materials should be removed from the rate at the expense and responsibility of the convenor and materials of high quality should be collected instead of the ones removed.
6. The convenor would complete the work in the measurement, form and method stipulated in the work detail schedule, pictures and design sheets attached to this contract agreement and as per the suggestion of the engineers, overseas expert committee and the maintaining committee. All defects occurring while the work is going on and in the maintenance period after the completion by the convenor in his own responsibility and expenses. But the convenor would not be responsible for the defects occurring due to the errors in the design and the instruction of the engineer. The convenor shall rectify the defects being pointed out by the experts committee and maintaining committee in his own responsibility and expenses.
7. The convenor shall have the full responsibility for the loss sustained due to carelessness and drawbacks while the work in going on.
8. The Karakulam Grama Panchayat shall give the convenor 25% of the agreement amount maximum one lakh rupees, as mobilisation advance. The mobilisation advance could be given only after the installation of the notice board of the type stipulated by the Karakulam Grama Panchayat and the execution of a separate contract agreement. The advance amount is recoverable from the part bills without interest.
9. Once a month or after the completion of considerable work Karakulam Grama Panchayat would pay the convenor by pressing the part bills. The Payment is made on the basis of the document submitted by the convenor and the engineer and according to the availability of fund. Within 7 days since the receipt of the application of the convenor the engineer authorised would prepare the bill and pens it within 14 days

and give the money.

10. The final bill amount Karakulam Grama Panchayat should give the convenor would be the bill amount prepared as per the measurements and on the basis of the agreement rates or the amount actually spent whichever is less. Taxes and the share of the construction worker relief fund would not be recovered. The share of the beneficiaries would be deducted on the basis of the accounts and the actual expenses given in the muster roll, income and expenditure accounts book and the measurement book. The Panchayat would give the salary of the technical expert.
If the bill amount prepared on the basis of the measurement and the rates of the contract agreement is more than the
11. If the actual expenses are more than the bill amount prepared by the authorized engineer on the basis of the measurements and the rates of the contract agreement the excess amount should be collected by way of the voluntary service of the beneficiaries or donation.
12. If any changes become necessary in the measurement or technical nature of any item in the contract agreement for the satisfaction completion of the work, the convenor is willing to complete the work according to the said change and the instruction of the engineer. It shall be the responsibility of the Grama Panchayat to prepare the revised estimate and to make available the administrative as well as the technical sanction and to execute separate agreements for the new items in time.
13. The convenor shall be responsible for all the inconveniences and loss sustained by the Karakulam Grama Panchayat resulting from the convenor's failure to complete the work within the time limit stipulated in the work details schedule and the work calendar attached to this contract agreement. If the convenor gives up the work and quits, this contract agreement would be cancelled and the remaining work would be made complete through another agency. The convenor should make good the loss of the Panchayat in this regard. If the convenor is not prepared to compensate the excess expense and loss himself the amount would be recovered from him by the revenue recovery procedure. The convenor should decide and approve any decision taken in this matter by Karakulam Grama Panchayat.
14. The work details schedule, work calendar pictures, design sheets, estimate and other conditions attached to this contract agreement would be the part of this contract agreement. The approved guide line for the beneficiaries would also be the part of this contract agreement.

After having read and understood all the above said conditions the convenor signs in the presence of undersigned witnesses.

Convenor

Signature

Place :

Date :

Address

Witnesses

1. Name and address
Age, father's name

2. Name and address
Age, father's name

Secretary

Name

Karakulam grama Panchayat

Witnesses

1. Name and address
Age, father's name

2. Name and address
Age, father's name

Enclosure

1. Work details schedule

2. Approved guide line

3. Pictures

4. Work calendar

Appendix XII

The contract agreement by the members of the Beneficiaries committee in the stamp paper of the value of Rs. 50

The contract agreement signed in the meeting of the beneficiaries held on (date, month and year) by the undersigned members of the committee elected unanimously for the implementation of construction work of the ward of Karakulam Grama Panchayat.

1. The construction work shall be completed as per the prescribed plan, design and estimate and in accordance with the instruction of the engineers, within the prescribed time. If any defect or drawback occur for reasons beyond the control of the beneficiaries committee while the work is going on or within a year since the completion of the work, the same would be rectified in our personal responsibility and expenses.
2. The work in question would be completed with the full knowledge and participation of the beneficiaries. The work would not be handed over to any contractor or contractors' company wholly or partially.
3. The account books containing the daily details of incomes such as the advance, bill amounts, sanction and loan being received for the work measurements, rates or cost, bill amounts, the rent of the machinery instruments and work tools used and the salary of the labourers employed would be kept. The muster rolls giving the name, age, address, salary rate and attendance of the labourer employed each day would be kept. The committee meetings would be held once in a week or according to necessity to evaluate the progress of the work and to take decision and minutes books thereon would be written and kept. The above said accounts book of income and expenditure muster rolls, minutes book, vouchers and bills would be given for the checking of the beneficiaries or the officer authorised by the Panchayat. As soon as the work is completed the documents would be given to the Panchayat.
4. Sri..... (name, age, address) is authorised as the convenor to sign all the records necessary for the work and to accept the mobilisation advance secured advance and the bill account. We will be responsible for all the contract agreements signed by the convenor.
5. An account to make all money transaction for the work a joint account would be opened in the Bank in the names of The convenor and The advance, bill amounts and donation will deposited in the account in time. The chairman and the convenor are authorised to withdraw money necessary for implementing work subject to the decision of the committee.

In case any of the above said condition is violated each of us will be responsible jointly and individually. We are agreeable to be subjected to any punitive action the Panchayat governing body decides.

Having read and understood all the above said condition and approved it we sign in the presence of the undersigned witnesses.

Sl.No	Name, age and address	Father's name	Signature
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			
11			
12			
13			
14			
15			

Witnesses

- 1.
- 2.

Appendix XIII

Tender Notice
Date

Karakulam Grama Panchayat

Competitive tenders are invited from the experienced contractors who have registered in the departments of public works, irrigation etc. (Classes, A, B and C) for the works mentioned below.

Sl. No	Name of the work	Expenditure expected	Time limit for the completion of the work	Security deposit	Price of the tender form	Last date time of accepting the tender

1. The tender should be submitted in sealed envelope bearing the name of the work.
2. The security for the prescribed amount and for the works of which the contract amount exceeds Rs. 50,000/- the primary contract agreement written and signed in the stamp paper of the value of Rs. 50/- should be enclosed. The tenders will not be accepted without them.
3. The tenders should be sent by registered post. The party who receives the tender will not be responsible for the postal delay.
4. The tender forms and the other documents related to them could be obtained till 1 pm on the date of acceptance of the tender on payment of the prescribed cost and tax.
5. All the tenders received within their prescribed time will be opened at 4 pm on the last day in the presence of the contractors present.
6. The undersigned reserves the right to reject any tender or tenders without showing any reason.
7. All the rules existing with regard to the tender shall be binding as this also.

Panchayat
Signature
Date
Office

Secretary
Signature
Date

Appendix XIV
Tender Schedule

Sl. No	Measurement	Explanation of the work	Rate	Units	Amount	
					Rs.	Ps

I am prepared to take up the work including the price of all the materials, ferrying charge labour charges and the rent of all machines in the prescribed measurement, form and quality at the rates of the estimate/ at the estimate rate less % at the estimate rate plan %.

Name of the contractor
Address

Signature
Date
Secretary
Karakulam Grama Panchayat

The tender is opened
Convection

Tender form

G.O. (p) 2/6/97/LAD dt.23.9.974,G.O.(MS)254/97/LAD dt.12.11.97.

1. Name of the local government Karakulam Gramapancheyat.
2. Name of the work.
3. The site.
4. Probable expense. RS
5. Security account.RS
6. The time limited to complete the work.Month
7. The last date for the receipt of tender.Time
8. Date of the distributing the tender form.
9. Date of receiving the tender.
10. Name of the contractor who submits the tender.

Address

Registration number

The date of the expiry of the contractor's registration

Secretary (signature/ date)

Office seal

Panchayat

Secretary (signature/ date)

Office seal

Panchayat

Contractor signature

Date

Name

Address

Appendix-XV

Selection notice

(The letter sent to the contractor accepting the tender)No/ Date

Address

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

Sir,

Sub:- (Name of the work)

Ref:- you tender dated

The tender you submitted on.....for the above mentioned work at the or the estimate including the cost of materials, transportation charge, the sent of all the machine tools and all the labour charge, has been accepted at the% vote of the estimate.

You are directed to appear in this office with in a week since the receipt of this letter i.e before.....with a stamp paper of the value of Rs.50/-, the prescribed form and the fixed deposit certificate, or the treasury savings certificate pledged in the name of the undersigned for the security deposit, to sign the contract agreement. The time for signing the agreement without fine is till.....the last date for signing the agreement with fine is.....

The site should be taken over and the work started according to the instruction of the engineer with in a week since signing the agreement. If you make any lapse in this matter the work will be got implemented by another agency at your expense.

Date

Signature
Secretary
Karakulam gramapanchayat

Appendix XVI

Contract agreement entered in to on date, month, and year at the Karakulam gramapanchyat office, Thiruvananthapuram between the secretary, Karakulam gramapanchyat sri..... (Here after called the panchayat) aged son of ...address on behalf of the panchyat on the on part and sri. Name, address, aged son of (hear after called the contractor) on the other part to implement the work in the presence of the undersigned witnesses the condition of the contract agreement is described be fours

- 1) The karakulam gramapanchyat has approved the expected expense of Rs. for the work and all located the amount necessary for it.
- 2) The contractor shall complete the work as pen the approved plan, estimate and design and in accordance birth the work details schedule and work calendar, the rate of the contract agreement and the direction of the engineer.
- 3) The contractor has pledged and given to the panchyat pan book/ national savings certificate/fixed deposit certificate for Rs. as part of the security deposit as part of the contract agreement.
- 4) The contractor has read and understood detailed standard specification. The standard of the quality of the materials he carry for the work, the measurement of the work, and the condition applicable to the contact agreement as part of the contract agreement shall the according to the Kerala detailed standard specification (except the class 73 concerning the artification.)
- 5) If any dispute regarding the work accurse that would not be made object on the dispends would technical committee concerned.
- 6) The site should be taken over for the work with in 10days since the executive of the contract agreement and the work should be started within 10days since the take over of the place and the work should be completed as per the work calendar pacified as part of the contract agreement, with in the prescribed time.
- 7) If the work could not be completed with in the prescribed time for unforeseen reasons 20% of the time of work would be all without time 1% of the contract amount as fine for the further delay of 3months/ 2% of the contract amount as five for each 3month further would be levied for extending the time limit, All the works to the done as per this contract shall be completed at the rate shone in the contract agreement no alternation or enhancement of the rate would be allowed for any seasons. The day on which the A.E taken the final measurement of the completed work and records it will be considered on the date of completion of the work. Two year from the completion of work would be considered as the guarantee period. The contractor shall have full responsibility to rectify the defects occurring or being noted in the contractor commits any lapse in this matter the defects of the work would be got rectified by another agency and the experiences there on would be recorded form the surety deposit of the contractor.
- 8) The surety deposit would be refunded as soon as the engineers certificate is issued

after the period testing. If the contractor has to remit any amount to the panchayat / municipality / corporation with respect to the work the amount would be recovered from the surety deposit.

- 9) If the contractor commits any lapse in completing the work as per the contract agreement a legal notice would be sent to him and the contract can be called after 14 days since serving the notice. The panchayat shall have the power to recover the excess expense arising from completing the work by another agree will be recovered from the bill amount, surety deposit and the movable and immovable properties of the contractor
10. When the contract is made ineffective the contractor should not shift all the construction materials and machinery from the site. The panchayat has full power to them an auction, and to utilize the amount got from the sale to be credited to the compensation amount.
11. If any material or machine have been given to the contractor by the panchayat, and they remain unused, the contractor has the responsibility to return them to the panchayat. If he do not between them, he is liable to pay the market price of the material place interest.
12. Usually once a month or after doing work for a considerable amount part bill can be submitted 10% of the part bill amount would be deducted for the surety deposit. So above, all the regular taxes (income tax, rules, tax, and contribution to the construction workers welfare fund) would be recovered.
13. Within two weeks since the completion of the work the measurement would be taken and the bill prepared, payment would be made within a week since the receipt of the bill. Payment at the rate shown in the contract agreement would be made if only each of the work has been done in the form and quality mentioned in the work details schedule. If any work on part of the work is seen unsatisfactory panchayat will have power to lessen the rate seasonally.
14. The contractor is liable to dismantle the work seen unsatisfactory as it was done by the using materials of locking quality and slanted, and to rebuild in the form and structure stipulated in the contract agreement, otherwise, the panchayat will have the power to improve it as it likes and get the work completed by any other agency at the expense of the contractor.
15. While the work is going on and after its completion the engineer authorized by the panchayat, member of the monitoring committee and member of the experts committee would examine the work and the overseer will note the test remark in the work order book. The contractor or his agent at the site, could note in the work order book. There should be the contractor or his agent at the site. The contractor is liable to rectify the lapses pointed out by the said engineer or the member of the monitoring committee to perform the work according to their direction.
16. The contractor should inform the engineer in writing about taking the measurement of the work that are not measurable after the completion and to note them in the measurement book and to arrange for the converses necessary for it.

17. All the work tools and instrument for the implementation of the work should be brought by the contractor at his own expense and responsibility For each type of work the laborers and experts with the necessary skill should be employed .The contractor should bring necessary instruments to take the measurement of the material being used for the work. The contractor shall be responsible to take all precaution to prevent accident of the laborers employed and the public through the site and give compensation in case any accident occurs to the labourers or the public at the site.
18. An usual air communication work should not be performed on engineer. If the contract agreement will be made ineffective and the security deposit the bill amount due to the contractor and the cost of the materials stored at the site will be record by the panchayat.
19. The contractor should not hand over the work wholly or partially to any other contractor or agency .If he does so this contract agreement would become ineffective and the bill amount due to the contractor and the surety amount the cost of the materials stored at the site will be create to the panchayat fund.
20. If the contract agreement is signed for a company all the share holders of the company will have full responsibility for all the fidelities with regard to the work .So also the individual who signer the contract agreement on behalf of the company will have full responsibility for all the fidelities personally too.
21. If the measurement of any material stored in the site has been taken and the payment made it would be the responsibility of the contractor to keep them safe and sound and to use them for the work.
22. All the bill amount due to the contractor should be received with in there month since the passing of bill. The bill amount not received with in there year form the date of passing. If the contractor does not receive the amount the amount will be credited to the panchayat fund.
23. The condition in this contract agreement should not be altered or avoided .In the circumstances of unavailability of sufficient land for the implementations of the work, if the work can not be started or completed the contract agreement can be cancelled after giving the price of the materials stored by the contractor in the work place as per the approved rate panchayat for the lose.
24. If any labourers or technical expert employed by the contractor refuses or obstructs to work according to the instruction of the over seen and the engineer such person should be removed from the site.
25. All the labourers employed by the contractor should be given fair wage at the rate approved by the government. The contractor should find solution himself for the strike occurring for any reasons. The contractor alone will be liable for the work delay and less.
26. The contractor is liable to install the notice boards as prescribed by the panchayat at the sites and to display all the important technical and financial matter from the date of starting the work up to the date of completion. The first part bill can be paid only an ensuring that such a notice board has been installed.
27. The contractor and his agent have the responsibility to give true details to any citizen

- who enquires about the work, at the stage of completing the work.
28. The work details schedule work calendar, plan and the designs attached to this agreement will be considered as part of the agreement.
 29. The measurement of each item shown in the work details schedule is approximate. They are subject to change, avoidance and addition. The rate at which the work in to be completed approving the dove said measurement are shown in the work details schedule. When alternations occur in the measurement of rate is not allowed.
 30. The contractor will perform new type of work necessary for the factory completion of the work.
 31. The rate of the new type of work will be decided according to the rates of the public work depended for fixing the rates of the work contained in this contract agreement. The tender rate approved will be applicable to the new type of work also separate contract agreement will be executed for new type of works.
- I have read any and understood all the condition of this agreement and the work details schedule and approve them completely. The work will be completed accordingly.

Contractor	Signature
	Date
Secretary	
Date	
Name	Name
Karakulam gramapanchayat	Address
Office real witnesses	Signature
1. Name, address (signature)	
2. Name, address (signature)	

Tender Rules

1. Competitive tenders in the sealed envelopes are invited from the approved contractors of the A, B, C and D division of the departments of public works, irrigation etc to implement the construction work.
2. The name of the work, name and address of the contractor and the official name and address of the Head of the office who receives the tender should be written on the sealed envelope.
3. The contractor should submit the security deposit for the prescribed amount along with the tenders.
4. A primary contract agreement, should be submitted with the tenders of the works for which the contract amount exceeds Rs. 50,000/- (sample in the appendix)
5. This tender is for the implementation of works explained in the tender form, estimate of the work, plan and design. The fact how much is less and how much in more than the contract estimate shown in the tender schedule should be clearly written in figures and letters. The convection it any should be signed by the contractor.
6. The contractor should write his name and put his signature with date on all pages of the tender form and schedule.
7. Tenders can be submitted by post or directly. The tenders would be received only up to 3 pm on(Date). The party who receives the tender will not be responsible for posted delay. The tender will be opened at 4 pm on the last date prescribed for receiving the tenders in the presence of the contractors present. The tender of the complete form done will be considered as per rules. The authorities who invite the tender will have the power to take decision in this matter.
8. The tenders who quotes the lowest rate approved should submit a certificate to the effect that he has paid income tax and sales tax.
9. The contractor has to read all the rules regarding the implementat6ion of work of the Kerala detailed standard specification (except the class 73 concerning arbitration) to submit the tenders. The standard of the various materials and works should be in accordance with the Kerala detailed standard specification and Indian standard specification.
10. The contractor who submits the tender should directly inspect the site, the sources of the various materials and examine the availability of the materials with the prescribed quality, the facilities of transporting the materials to the site and also the availability of water and labourers and make himself satisfied. He should not delay the work by pointing out any inconvenience, to stop the work or to demand enhancement of the rates.
11. The authorities inviting tender are not liable to arrange for any additional facilities.
12. No enhancement of the rates or alternation in the work would be made on demande4d by the contractor for any reason. If the materials collected by the contractor for the work are seen lacking the standar5d quality the contractor should remove than from

the site and collect the materials of good quality as prescribed by the engineer, at his own expense and responsibility.

13. If any type of work or part of the work are seen lacking in the prescribed form and standard quality the structure should be dismantled and rebuilt according to the direction of the engineer of the expenses and responsibility of the contractor.
 14. The validity of the tender is for 3 months. If no decision is taken to approve the tender during this time. The date of expiry of the tender could be extended for another 3 months.
 15. Within 10 days since the receipt of the selection notice the contractor should pay the 5 % of the contract amount or surety amount of the value of Rs 50/- and in the prescribed contract agreement book. If the contract is not signed within 10 days another 10 days would be granted on payment of 1% of the contract amount of fine.
 16. The authorities accepting the tenders will have the power to accept any other tender rather than the tender of the lowest rate. The said authorities will have the power to reject any tender or tenders without showing any reason.
 17. The panchayat will have the right to implement the work in the manner described in the tender or in a different manner if required.
 18. If up to 25% change or increase in the measurement of each work shown in the tender is needed the contractor would be liable to implement the work at the rate stated in the tender.
 19. If new type of works is needed for the satisfactory completion of the work the contractor will be liable to implement them.
 20. The fixing of units for the new type of works will be at the general public work rate followed by the original estimate.
 - (a) The tender will be applicable for the new type of works.
 - (b) Separate contract agreement should be made for the new type of works.
 - (c) If delay occurs to get the approval for the new type of works the 75% of the rate fixed for them will be given, and the balance amount will be given after the rate is approved.
- When the work has to be done in more quantity than in the tender the estimate has to be revised and the approval of the Head of the office has to be obtained. In such cases the bill amount for the enhanced quantity of work could be given only after getting the approval.
21. The claims and disputes of the contractor regarding the implementation of work will not be passed on to arbitration. In such cases the decision of the Panchayat will be final and binding on the contractor.
 22. Panchayat should not give power of attorney without prior sanction. Panchayat will decide whether the power of attorney is required or not.
 23. The contractor should not hand over the work as per this tender to another contractor or company.
 24. The contractor should collect all the materials including the cement and steel at his own responsibility and expense.
 25. The contractor has the responsibility to keep the materials collected safe and sound in

- the site.
26. The contractor should arrange for all the machinery and work tools at his own expenses and responsibility.
 27. A. It is the responsibility of the contractor to keep the machine tools safe and sound and use them carefully and return them to the panchayat when asked for.
B. It is the responsibility of the contractor to keep the materials, given by the panchayat for the work, safe and sound at the site and to use them economically and return the unused materials back to the panchayat. Such materials should not be shifted without the permission of the panchayat.
 28. If strikes break out for any reason the contractor should solve it himself. The contractor should take care to see that such problems do not cause delay for the completion of the work or cease the work.
 29. If granite rocks should be burnt the contractor has the responsibility to collect the explosives necessary for the bursting and to take all presentation as per rules. The contractor should obtain the permit for this.
 30. The contractor should employ technical experts for the daily supervision in the following manner and pay them salary at the approved rate.

A. for the works of Rs.10 lakhs to 20 lakhs	-	An engineer with diploma Rs. 168 daily
B. For works of above 20 lakh rupees- Rs. 280/- daily.		An engineer with a degree
C. For the works requiring pre	-	An engineer with a degree Qualification and an engineer with a diploma
 31. The contractor should not correct or change the condition and rates of the tender. The spaces to be filled in should be filled legibly. If there is any condition, not in the tender form and the tender schedule, for the contractor to point out, the same should be added as a note in the last part of the tender.
 32. The works and measurements shown in this tender schedule are only approximate. They are subject to avoidance, addition and enhancement. The amount shown in the tender would be subject to such changes.
 33. The movable and immovable properties shown as surety while registration is made should not be transferred.
 34. The contractor should collect and store the building materials including cement, bitumen and steel in the site at his own expense and responsibility and keep them without causing them decay. If the quality of the materials have to be ensured the contractor should subject them for steel through approved institutions including the engineering college, Polytechnic, KERI and KHRI as directed by the engineer and he should bear the expenses for it. The engineer himself will conduct the simple tests in the site. The contractor has the responsibility to shift the materials that do not have the prescribed quality, from the site and collect new materials with good quality.

35. The contractor himself should make available the instruments necessary for the road construction like road roller, mixing plant etc. He should not commit delay in the implementation of work or demand compensation or claim excess amount, on this ground.
36. Concrete mixes and vibrator should be used for concrete works.
37. The rates shown in the tender are inclusive of the price, transportation charge and the rent of the machines and all the other expenses necessary for implementing each type of work.
38. The rates of the tender includes all the works from such as draining the water while the earth work for the basement is being done, making of bunds, concrete work, curing, clearing the rate, arrange to take level measurement before and after the earth work etc.
39. The timber to be used to make doors, windows, ventilators, their shutters etc should be shown to the engineer and its quality should be got ensured. Similarly the varnish, polish etc., should be shown to the engineer and their good quality should be ensured.
40. The materials liked granite, bricks, sand, gravel and soil should be collected at the site and their good quality should be ensured by consulting the engineer.
41. The various kinds of metals necessary for road construction should be made into layers of the prescribed measure. The place where the layers are laid should have been leveled. The metals can be used for work only after taking the measurement of the layers and sending the measurement to the chief technical examines and getting his approval, or after waiting for 7 days.
42. The contractor has also the responsibility to make canals for drawing the rain water and the filthy water collected in the site and keep the place clear.
43. The contractor has the responsibility to keep intact the stakes and the bench marks fixed before starting the construction work.
44. The contractor should take care to take the measurement of the works that are not measurable after the completion of the work (initiated level measurement for the earth work and the measurement of the steel of the reinforcement concrete) with the engineer and to examine the measurements.
45. In the site, during the time of work the contractor, the agent of the contractor or the technical expert deputed by the contractor should keep the work dated, schedule, the copy of the detailed estimate, pictures, design, sheets and the work order book.
46. The test notes and direction of the engineers who examine the work and the members of the maintaining committee will be recorded in the work order book. The work should be implemented according to that direction.
47. Red stone or granite should not be taken from the work place without the written permission of the engineer. The red stones and the granites taken should be measured and recorded in the measurement book. When the layers of the broken stones are measured 1/3 part can be discounted for the voids.
48. For the metals necessary for the road work granites should not be broken on the road. The metals of the prescribed measure and quality should be used.

49. The metals necessary for the road work should be strong, black coloured and of square shape. It should not be mixed with dirt and soil.
50. The sand necessary for the works should be clean and without mud, filth and the trace of sand. The sand should have been collected from the rivers of the flowing water.
51. The reinforced concrete work should be tested by the engineer.
52. For removing the ceilings of the reinforced concrete engineers permission should be sought.
53. The reinforced concrete works should be done in presence of the engineers and the assistant executive engineer, the concrete work without steel rod in the presence of the AE and the stairs using cement etc in the presence of the overseer should be done.
54. Priority should be given to the adivasi, SC and ST labourer in the implementation of work. The working time of the labourers will be 8 hours to the maximum, daily.
55. The fair wage decided by the governments the contractor commits arrears of the salary such amount will be deducted from the bill of the contractor and paid to the labourer concerned.
56. The contractor should take all precaution not to cause any accident to the labourer or the public during the work.
57. The contractor should pay the compensation to the labourer if injuries or death occur to them during the work. The contractor is bound to abide the public works rules of the central government and the Indian workmen's compensation Act fully.
58. The contractor alone should bear the expenses of the legal procedure in this type of cases.
59. Primary conveniences for the labourers
 - A. The contractor should keep the medicines and other accessories for first aid in his own responsibility and expenses, at the site. An individual trained in giving first aid should also be arranged.
 - B. The contractor should store drinking water for the labourer at the rate of 5 liter per head daily.
 - C. Temporary sheds convenient for the male and female labourer to rest and eat food, should be built.
 - D. Urinals and latrines should be built separately for man and woman labourer at the rate of one for 25 temporarily.
 - E. Temporary creche should be established in the site where 50 or more female labourer is employed.
 - F. The salary allowed for the work is for 8 hours. Overtime allowance should be paid when the labourer work overtime.
 - G. Panchayat should not implement work on Sundays without prior sanction.
 - H. Work can be implemented on Sundays, other holidays during night time with the prior sanction of the Panchayat.
60. The maintenance period of work according to the contract agreement.
 - A. The period of two years since the completion of the construction of the building will be considered as the maintenance period. The maintenance period of the roads will be

18 months since the completion of the construction the new roads. 12 months for surface repair and 6 months for thatching and repairing of all sorts of maintenance works will be the maintenance period.

- B. All the defects seen or happening during the maintenance period should be rectified at the personal responsibility and expenses of the contractor.
 - C. If the contractor commits any lapse in this matter the work would be got rectified by another agency and the expenses incurred would be recovered from his surety deposit the bill amount of his other work and the movable and immovable properties.
 - D. The surety deposit of the contractor could be refunded only after the issue of the certificate of the engineer to the effect that there are no defects an inspecting the work after the maintenance period, and that the contractor no liability regarding the work.
61. The decision of the Panchayat to change, adds, enhance, lessen and avoid the various works and their measurements show in the tender will be final and finding on the contractor. The tender rates approve all the above said condition.
62. All the condition and regulation included in the tender form and the tender statement are part of the contract agreement. The contractor, Panchayat authority dated signature in the last place of all pages. If there is any correction such correction should also be signed.

Secretary/Implementing offices
Panchayat

Contractor
Signature
Date

Appendix XVIII
Government of Kerala
Local Government (iv) Department

G.O. () No.216/97/LGD Thiruvananthapuram, September 23, 1997.

The Government of Kerala frames the rules given below utilising the power given by the para XI of subjection 2 of the action 254 of the Kerala Panchayat Raj Act of (SRO.No 756)97-1994. ie.,

Rules

1. Short name and commencement (1) these rules can be called Kerala Panchayat Raj Act 1997 (implementation of public works) Rules.
2. These will come into being immediately.
3. Definition (1) if not otherwise required.
 - A. Act means the Kerala Panchayat Raj Act (994 - B)
 - B. Engineer means the engineer authorised by order generally or particularly handed over to the Panchayat or appointed as per section 180 to implement or supervise the public works of a panchayat.

Explanation.

1. In the case of a Grama Panchayat, if no engineer is appointed or handed over or authorised by the government, an engineer appointed, handed over to that Panchayat by the government or authorised in the Block panchayat or the district Panchayat including the grama Panchayat region should fulfil the responsibilities of the Panchayat engineer.
 2. If more than one engineer of the same grade have been appointed, transferred or authorised the senior most engineer should fulfil the responsibilities of the Panchayat engineer.
 - C. Public works means the public work liable to be done as per the Act.
 - D. Section means a section of the Act.
 - E. Beneficiaries committee means a body elected as per subsection (2) of Rule (13) by the people of the locality getting the benefits of the implementation of the public works.
2. The words and phrases used in these rules but not defined, but defined in the Act, will have the meanings given in the Act respectively.
3. Implementation of the public works and the procedure.
 1. The Panchayat should prepare a priority list of the public works intended to be performed by including them in the projects of the Panchayat or otherwise, in the beginning of the financial year.

2. The rough cost estimate of each public work then intended to implement should be prepared.
3. Panchayat should decide whether the implementation of each public work, subject to the sub section (1) of rule 6, should be on contract basis or directly by the Panchayat or through the committee of the beneficiaries and clarify this matter when the administrative sanction is given.
4. Panchayat can decide that certain public work has much technicality and to be implemented using machinery and requires the supervision of experts should be got implemented through a contractor and that if the work has to be completed urgently by using the locally available materials Panchayat should take up the work directly and complete it profitably. The Panchayat could also decide to implement the work with the participation of the beneficiaries. But when the method of implementing the public works is thus determined the possibility of implementing the work through the participation of the beneficiaries committee should be given priority and if it is not possible the reason for this should be clarified in the decision of the Panchayat.
5. If the Panchayat is convinced that the contract rate approved for any public work is considerably excessive and the time limit is very too much, Panchayat can decide to get the work done directly at lesser expense or through the beneficiaries' committee.
6. If the Panchayat decides to implement any public work in whatever method it should clarify the reason in the decision of the Panchayat.

Explanation - 1 if any farm committee, PTA or similar committee is working in a panchayat such a committee can be considered as a beneficiaries committee in the case of the public works relating to them.

4. The power of various authorities to give administrative sanction.
The authority competent to give administrative sanction to the estimate of the public works subject to the resource and the budget allocation and the fact that to which limit such sanction could be given will be as follows.

A. Grama Panchayat

1. Standing committee Not exceeding Rs. 25,000/-
2. Grama Panchayat Not exceeding Rs. 25,000/-

B. Block Panchayat

1. Standing committee responsible for public works Not exceeding Rs. 50,000/-
2. Block Panchayat 50,000/-

C. District Panchayat

1. Standing committee responsibility for public work not exceeding Rs. 1 lakh
2. District Panchayat Not exceeding Rs. 1 lakh
5. Deciding rates at district level to prepare estimate.

1. The Government should form a technical committee in each district consisting of a superintending engineer, an officer holding a part not lower than the rank of the deputy secretary of the financial department, District statistical officer, district labour officer and an

expert with a degree in civil engineering of a technical organisation owned or approved by the government and the committee should decide each year the district level annual rates of public works in advance as to bring them to force from April and publish it.

2. The technical committees should decide the annual public works rates to be in force generally in that district after considering the local labour charge and the market prices existing in the various regions in a district.

But if it is best proper and just a different annual public works rate applicable only to any specific region of the district pointing out the reasons to the technical committee can be published, and the limits decided by the government in the matter of fixing the rate from time to time has to be abided.

3. The fixing of the annual public works rate by the technical committee is according to the general directions.

4. Preparation of plan and estimate.

1. No Panchayat should start any public work without setting apart sufficient amount in the budget and without getting the administrative sanction of the competent authority as per Rule 4 and without preparing the detailed plan and estimate and without getting the technical sanction as per Rule 7.

However, for the repair works for the expected expenditure does not exceed and for the minor works detailed plan and estimate need not be prepared.

2. Detailed plan estimate should be prepared the responsibility and supervision of the Panchayat.

But if the situation requires the Panchayat can depute a person from the panel of private engineer, architects or other technical experts approved by the Panchayat, as per the standards and stipulation being decided by the government to prepare detailed plan and estimate, and if so done, the remuneration being given to him should not exceed the rate being decided by the government from time to time.

3. The estimate prepared as per the subtraction (2) of the rule should be as the form prescribed by the PWD code being followed by the department of public works of the government and there should be an abstract showing the project report, specification statement, detailed measurement and quantity and the total expenses expected for each type of work and the total expenses of the work, and if necessary plan and level sheets.

4. As per rule the annual public works rates decided and published by the technical committee should be the basis to prepare the estimate.

But in the case where no such rate is decided the rates decided by the government and if no rate is decided by the government, the schedule rate in force in the PWD should be the basis.

5. The profit of the contractor should not be included in the estimate.

6. A note consisting of the measurement of the materials included in the estimate, their standard of quality and cost the number of the working days calculated, labour charge and the probable expense should be prepared in the local language understandable

- for the people, and attached as part of the estimate.
7. Technical sanction
 Technical sanction should be obtained from an Assistant Engineer responsible for the public works of the Panchayat by the technical committees through notice from time to time for the plan and estimate of any public work.
 3. In any Panchayat, in the absence of the engineer of the grade mentioned in the sub section (1) of the rule technical sanction could be obtained from an engineer of the government department of any adjacent municipality or Panchayat not below that grade.
 But technical sanction could be obtained from the technical experts authorised by any order issued in this matter generally or specifically by the government, or the group of technical experts or a technical organisation approved by the government.
 4. An engineer mentioned in the sub rule (1) feels that for the plan and estimate of a work and expense of more than 20 lakh rupees the approval or advice of the chief engineer of the PWD in necessary in his opinion, he can do so.
 But in the case of the estimate of the electrical works of over 6.5 lakh rupees, technical sanction of the competent engineer of the electrical division of the PWD should be obtained.
 5. An estimate that got the administrative and the technical sanction will be a public document, and the same should be given to those who require it for scrutiny and the copy of it should be given to those who require it realising the fee prescribed by the Panchayat.
 6. Inviting tender
 1. In the matter of the Panchayat deciding to implement any public work through a contractor the secretary or any other office authorised by the panchayat should invite tenders as per the order of the president.
 But in the case of the public works Rs. 5000/- and for the urgent public works as per section 156 subsection (5) tender is not compulsory and such works can be implemented by short quotation or by the panchayat itself directly.
 1. What ever may be the content of rule (1) for all the public works that would cause an expense of Rs. 70 lakh rupees or more prequalification tenders should be invited compulsorily and for this purpose a panel of contractors with the approval of the technical committee mentioned in the Rule 5 (1) should be prepared and tender should be called for from those contractors alone.
 2. The contractor should purchase the construction materials like steel, cement etc. for any public work being handed over to the contractor through the tender, and no agreement should be made by the panchayat to supply each materials to the contractor, and the engineer concerned should examine the materials and convince himself of the quality of the materials being used.
 But if the construction materials are given to the contractor for any reason the cost of the materials should be realised from the contractor as per the rule in force in the PWD.
 3. The contractor has the liability to give taxes and contribution to construction workers

welfare fund.

- 8 Publishing the tender notice (1)
Any tender notice should be publicized in the panchayat office notice board, and in the offices of the public works department in the panchayat area and in the other offices considered suitable.
The following details should be included in the tender notice being publicized as per sub rule (1)
 - 1 Name and details of the work
 - 2 The last date for completing the work
 - 3 Approximate amount of contract
 - 4 The place where tender forms are received
 - 5 The last date and time for receiving the tender
 - 6 To whom the tender is submitted.
 - 7 When and where the plan, estimate and the contract agreement are tested.
 - 8 The matter that the actual amount should be shown in the tender for the work, the percentage prescribed above or below the expected expenditure should be noted or that separate rates should be mentioned for each type of work.
 - 9 Where the tender would be opened.
 - 10 The amount of the security deposit and the surety amount to be remitted if the tender is accepted.
 - 11 The panchayat will have the right to reject any tender or all tenders without showing any reason.

- 2 The summary of the tender notice should be advertised in the daily newspaper as follows.
 - A In the case of the public work having an expected expenditure between 1 lakh and 10 lakh rupees the advertisement should be given in a daily of the highest circulation in the panchayat region allowing 10 days time.
 - B In the case of the public work having an expected expenditure 10 lakh and 50 lakh rupees advertisement should be given in two Malayalam news papers of the highest circulation throughout Kerala allowing 20 days.
 - C In the case of the public works having an expected expenditure exceeding 50 lakh rupees advertisement of highest circulation through out Kerala and in an English Newspaper of national circulation allowing 20 days time.

- 10 Accepting tenders
 - 1 The tender should be submitted in the sealed envelope before the officer who issued the notes notice. However postal tenders can also be sent as directed by the government.
 - 2 The security deposit mentioned in the tender notice should be with the tender. That can be submitted as the national savings certificate or any other document of assurance prescribed by the government.
 - 3 A primary contract agree met should be enclosed with the tender of the public work

- having an expected expenditure of over Rs.50, 000/-
- 4 The tender rates should be written in figure and letters in the tender.
 - 5 The officer who receives the tender should keep the list of the money received as the security deposit and other records.
 - 6 Till the openings of the sealed covers containing the tender should be placed in the sealed box under the safe custody of the officer who received them, and at the officer should open the tender at the prescribed time of opening in the presence of the contractors or their agents present.
 - 7 If there are corrections in each tender made by the person who gave it the officer who received the tender should put serial numbers against it and put his initials.
 - 8 The person who opens the tender should write in figures and letters the percentage of the tender rate written by the contractor and put his signature.
 - 9 The details of the tenders received should be entered in the register and the signature of the contractors present then should be put in the register.
 - 10 The opened tenders should be tabulated as early as possible by the authorised officer and submitted to the competent authority with the remarks of the panchayat engineer.
 - 11 The authority who gave the technical sanction to the estimate as per rule (4) in the authority competent enough to determine which tender should be accepted. The decision should be taken on the tender within 10 days since the opening of the tender.
 - 12 For any public work the tender showing the lowest rate (subject to subrule 14) has to be accepted.
But if the authority concerned that the acceptance of the lowest rate is not desirable as per the report of the secretary on the basis of the panchayat engineers' opinion the tender of the lowest rate can be rejected and the tender of the next higher rate can be accepted.
 - 13 The certificates of the Panchayat engineer and the secretary to the effect that the non receipt of tenders for the expected expenditure is not due to the insufficiency of publicity and that there is no use of reinviting tenders, is necessary to accept any tender of expenditure more than the expected one.
 - 14 The advance approval of the technical committee mentioned in the Rule 5(1) should be obtained to accept the tender of expenditure of more than 5% of the estimate amount, what ever be the content of the sub rule (11).
 - 15 The person who submitted the accepted tender should pay 5% of the contract amount as surety deposit including security deposit and sign the agreement.
- 11 Handing over the negotiated work
- 1 If the rates of the tenders received in response to the notice published as per Rule (9) are felt unacceptable or sufficient number of tenders is not received, the work can be retendered.
 - 2 In case the rates of the tenders received are soon acceptable negotiation can be made with the contractor who submitted the tender of the lowest rate with the approval of the panchayat and the offer so received can be accepted subject to the condition of the Rule 10 (14).

- 3 If the panchayat feels it proper if can hand over any work to any voluntary organisation or institution approved by the Government, financially competent and experienced and can allow them the rate decided by negotiation as subject to the conditions laid down by the Rule 10 (14).
- 12 Panchayat implementing the work directly

If the panchayat is doing the work directly the total expenses there as should not exceed the total amount of the estimate prepared as per the rule (6).
But if the Panchayat is convinced that the total expenditure has exceeded the estimate amount as the local cost of the building materials and labour charge the panchayat can approve the additional expenditure not exceeding the 5 % of the estimate amount.
- 2 In the event of the work that has to be done as daily wages the daily wages should be given not exceeding the rate of the estimate as decided by the panchayat and as the basis of the master roll; and separate master roll should be kept for each category of labourers and the labour charge should be given to them on daily, weekly, biweekly or monthly basis, for convenience.
But no labourer should be mastered consecutively for more than 179 days.
- 3 If the panchayat is implementing the work directly, the amount to be given to the construction works welfare fund can be spent by the panchayat in addition to the estimate amount, and the amount can be included in the total expenditure for the work.
- 4 The bills and accounts of the work being implemented by the panchayat directly should be kept separately and should be given for scrutiny to any citizen if demanded.
- 13 Implementing the work through the committee of the beneficiaries.
In the care of the implementation of work through the beneficiaries committee the procedure according to the rules 8, 9 and 10 need not be followed; but the procedures of the subrules 2 to 10 should be followed.
- 2 The panchayat president, a panchayat member of place where the work is being implemented or the standing committee chairperson responsible for the public work, should call a meeting of the people of the region who are benefited by the public work and elect a beneficiaries committee. The committee should have an executive committee of which 1/3 should be women. The executive committee should have a convenor also.
But a member of the panchayat should not be a member in the beneficiaries committee or its executive committee or work as a convenor.
- 3 The total expenditure of a public work should not exceed the total amount of the estimate prepared according the rule (6).
But if the panchayat is convinced that the total expenditure will exceed the estimate amount since the fact that an amount will have to be spent as construction expenses and contribution to the construction workers welfare fund, and taxes, the panchayat will have the power to give an additional amount not expending the 5% of the estimate amount to the beneficiaries committee.
- 4 The executive committee convenor should execute an agreement with the panchayat

in the form and kind decided by the government for the satisfactory implementation and completion of the public works taken up by the beneficiaries committee. The members of the committee should submit a consent to the panchayat signed by them authorising the convenor to enter into the agreement, and accepting the right of the panchayat to complete the work directly or through contractor in case the committee commits any lapse in implementing and completing the work satisfactorily and to recover the loss sustained by the panchayat from the executive committee members including the convenor individually and collectively.

5. There should be no binamie transaction in the case of the public works being implemented through the beneficiaries committee, and if any binamie involvement is evident the agreement executed between the executive committee convenor and the panchayat will be cancelled as per subrule (4) and the work should be completed by the panchayat directly or through a contractor at the expense of the beneficiaries committee, and those who are involved in the binamie incident will be considered responsible for the measure of the panchayat fund.
 6. The convenor of the executive committee should prepare and keep the details of the work done each day, the quantity, type and cost of the building materials, number of labourers, their wages and the accounts concerned and the same should be handed over to the secretary of the panchayat as and when the work is completed.
 7. 25% of the estimate amount or 1 lakh rupees whichever is less can be given to the convenor of the beneficiaries committee as advance before the starting of the work, and interim payment can be allowed for the work done and proportional advance amount can be deducted from the amount and the interim payment and the balance of the advance can be deducted from the final bill amount.
- 14 Inspection and control of Public works
1. Any public work taken up by the panchayat should be implemented by the panchayat engineer or other technical officers authorised by him and they should test the progress and quality of the work directly and be convinced of it and they should be responsible for the successful completion of the work individually or collectively.
 2. The panchayat engineer should examine the quality of the materials used for the public work and be satisfied.
 3. In the case where an engineer of the government, any other panchayat or municipality has given technical sanction the engineer who gave the technical sanction should examine the progress and quality of the work, and the panchayat should give the engineer due travelling allowance.
 4. Any member of the panchayat, the social audit committee appointed by the panchayat, the sub committee decided by the gramasabha or any other committee of the beneficiaries relating to the work or the inspecting officers deputed by the Government for that purpose will have the right to test the completion of a public work at any time.
 5. Preparing estimate for the work to be implemented additionally in the case of a work that was not included in the estimate for unforeseen reasons while a public work is being implemented according to the estimate and getting the administrative and

technical sanctions for the work now included in the estimate, engineer should convince the head of the authority that the additional work is unavailable, and should verify accordingly.

- 15 Recording the measurements and checking
 - 1 In the case of any public work the measurement book and the local field book in the form given in the P.W. manual should be kept.
 - 2 The measurement of the works for upto Rs.50,000/- should be taken by an overseer responsible for the works, and the measurements of the works having an estimate amount of over Rs.50,000/- should be taken by an Assistant engineer responsible for each work concerted.
 - 3 An Assistant engineer responsible for the supervision of the measurements taken by an overseer and an Assistant Executive Engineer should do the check measurements taken by an A.E.
 - 4 The Executive Engineer should test check the 5% of a work having an estimate over 6 lakh rupees as far possible.
 - 5 If the Engineer to check measure the work as per subrules(2) and (4) is not available the engineer authorised by the Government for this generally or specifically can fulfill these responsibilities.
 - 6 Taking the measurement of the works and performing the check measurement should be in the presence of the President or a panchayat member authorised by the president, and he should certify as given below in the measurement book.
 - 7 Partial or final payment cannot be allowed to the contractor the beneficiaries committee without being based as the measurement entered in the measurement book and without being confirmed of the standard of quality of the work.
 - 8 When a public work is completed the contractor or the convenor of the executive committee of the beneficiaries committee should inform the panchayat secretary and the panchayat engineer in writing and within a week since receiving the information taking of the measurement and performing the check measurement should be done and after two weeks final payment should be made.
- 16 The procedure to purchase the construction materials
 - 1 Panchayat should not purchase any construction materials without the administrative sanction of the competent authority and adequate fund allotment as per Rule (4).
 - 2 A Panchayat should abide the rules (8), (9) and (10) to pay any construction materials. However the procedure according to the said rule is not necessary to purchase the construction materials from
 - (A) The organisation under the control of central and state governments.
 - (B) If the price of the construction materials have been fixed by any existing rules, or
 - (C) From the organisation who have entered into contract with the direct general of supplies and disposals or from organisations who are supplying the materials in the rates in force at the time of supply or
 - (D) From any organisation of standing who produce and sell building materials in the prescribed standard and specifications.

17

- 1 The facts described in the sub rule (3) regarding the public works should be publicised in the panchayat notice board and placed in the next meeting of the Gramasabha of the region where the work is being implemented for information.
- 2 It is the convenor of the gramasabha who should inform the matter regarding the public work of the gramapanchayat in the gramasabha as per rule (1), and in the case of the public work of block panchayat or district panchayat the panchayat member who represents the region of the panchayat should inform the matter in the gramasabha. If any member of the district/block panchayat is unable to be present in the gramasabha another member or an office concerned should be authorised in writing for this.
- 3 A notice containing the summary of the public work implemented by the Panchayat should be displayed at the site so as to invite the attention of the public. The notice should contain the following matters.
 - (i) Name of the work
 - (ii) Is the work implemented by the panchayat directly or through contract or the beneficiaries committee?
 - (iii) Name and address of the contractor or the convenor of the beneficiaries committee and the members of the executive committee.
 - (iv) Estimate amount and the limit of the period
 - (v) The date of starting the work, the date of completion
 - (vi) Description of the construction materials mentioned in the estimate, their quality, measurement, price and the place from where the materials are being brought.
 - (vii) The rate of the tender allowed to the contractor.
 - (viii) In the matter of the work being implemented by the panchayat directly or through the beneficiaries committee the market price, the number of labourers employed for the work, labour charge, rate etc
 - (ix) The details of the advance and other benefits given for the work
 - (x) All the documents such as the approved tender of the public works, estimate, and the rate of accepted by the panchayat, measurements the bills of the materials purchased etc should be public record, and the panchayat is liable to give copies of these records to any persons who demands the same by realising the prescribed fee.
Following the procedure of the government department
- 18 In these rules, except in the matters stated otherwise as far as the public work is concerned, preparing the plan and estimate, inviting tender, implementing the work, payment, preparing accounts etc should be according to the procedure being followed in the public works department currently.
- 19 Interpretation of the Rules
If any doubt or dispute regarding the interpretation of these rules the same should be submitted for the consideration of the government and the decision of the government as their will be final.

By the order of the Governor
Government secretary

Explanatory Note

(This not the part of the announcement. But it seeks to clarify the objectives of the announcement)

As per the Kerala PanchayatRaj Act of 1994-13) Section 254 subsection (2) para (Xi) the government has the power to frame rules regarding the powers of the officers of the central or state government and the panchayats to give the administrative or a technical sanction to prepare the plan and estimates of the works of any panchayat. The government decided to frame such rules.

This announcement is intended to achieve this aim.