

Reasons for shortfall in Corporation level expenditure:
Lessons from the Trivandrum Corporation

A Qualitative Research Essay by:

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ABSTRACT

Local government units such as the Municipal Corporation are responsible for carrying out functions and implementing plans related to housing, construction of roads, waste management, public safety services, and many other areas. Their smooth functioning is vital for better livelihood of its city's residents.

Therefore, any shortfall in expenditure or any hindrance in the implementation process is of great concern. Before analysing the reasons, it was important to establish the shortfall in expenditure corresponding to the plan outlay for the Trivandrum Corporation, using quantitative techniques and the available information.

The primary focus of the study (essay) was to explore the reasons for those shortfalls and gaps through a qualitative framework consisting of conducting interviews, and evaluating experiences of officials working at the Trivandrum Corporation.

The results were not surprising but interesting nonetheless; it was seen that while there were problems relating to corruption, formulation of policies and implementation (which are faced by most government units), there were also problems related to inadequate infrastructure, staff pattern, lack of involvement, insufficient training, and exploitation by private agencies. In the above context, this research essay suggests measures that can help improve the functioning of the organization (i.e. Trivandrum Corporation) which will reduce these shortfalls by increasing efficiency.

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Karan Singhal

INTRODUCTION

Overview

This is a backgrounder to the local governments' existence in the constitution and a few details about the Trivandrum Corporation in particular.

The 74th Amendment to the Constitution of India, 1992 brought with it enormous responsibilities for the local urban governments. In addition to the 18 items listed as municipal responsibilities in the Twelfth Schedule of the Constitution, the Legislature of a State was legally allowed to administer any tasks relating to: (i) the preparation of plans for economic development and social justice; and (ii) the implementation of schemes as may be entrusted to them.

The 74th constitutional amendment directs the states and urban local bodies to form ward committees comprising of citizens of the locality and preparing the ward level budget in consultation with the citizens, but these initiatives have not been implemented and there has been limited channels for citizens to participate in governance except taking part in the election process. Though it is important to mention that in some states, the level of implementation of the decentralization processes is relatively higher; Kerala is one such state where the process is relatively more successfully implemented.¹

Thiruvananthapuram Municipal Corporation is the largest city corporation in the state of Kerala in India by area and population. It is the Municipal Corporation that administrates the city of Thiruvananthapuram, the capital of Kerala. The city corporation is spread over 214.86 sq. km.² with 100 wards and a population of almost one million inhabitants.

The conservancy department was started in Thiruvananthapuram in 1877 during the reign of the king Ayilyam Thirunal. Following this, the town was divided into 5 divisions, namely Kottaykkakam, Chalai, Sreevaraham, Manacaudand Pettah³.

The first president of the Committee was Dewan Peshkar Iraviperur Pillai. There were 19 members in the committee. The Thiruvananthapuram Municipality came into existence in 1920. After two decades, during the reign of Sree Chithira Thirunal, Thiruvananthapuram Municipality was converted into Corporation on October 30, 1940.⁴

The corporation was divided into 24 wards covering an area of 30.66 km² in 1940. Through years, the city corporation has grown up to 100 wards, and now the Thiruvananthapuram Corporation Council is the second largest democratically-elected body in Kerala after the Legislative Assembly. The current mayor of the corporation is [Adv:] Chandrika K.⁵

¹ <http://indiacode.nic.in/coiweb/amend/amend74.htm>

² <http://www.prd.kerala.gov.in/>

³ http://www.corporationoftrivandrum.org/index.php?option=com_content&view=article&id=158&Itemid=11

⁴ <http://www.corporationoftrivandrum.in/about-corporation>

⁵ <http://www.corporationoftrivandrum.in/city-mayor>

All municipal acts in India provide for functions, powers and responsibilities to be carried out by the municipal government. These are divided into two categories - obligatory or discretionary.

Some of the Obligatory functions are:-	Some of the Discretionary functions are:-
<ul style="list-style-type: none"> • supply of pure and wholesome water • construction and maintenance of public streets • lighting and watering of public streets • cleaning of public streets, places and sewers • regulation of offensive, dangerous or obnoxious trades and callings or practices • maintenance or support of public hospitals • establishment and maintenance of primary schools • registration of births and deaths • removing obstructions and projections in public streets, bridges and other places • naming streets and numbering houses 	<ul style="list-style-type: none"> • laying out of areas • securing or removal of dangerous buildings or places • construction and maintenance of public parks, gardens, libraries, museums, rest houses, leper homes, orphanages and rescue homes for women • maintenance public buildings • planting and maintenance of roadside and other trees • housing for low income groups • conducting surveys • organizing public receptions, public exhibitions, public entertainment • provision of transport facilities with the municipality • promotion of welfare of municipal employees

Some of the functions of the urban bodies overlap with the work of state agencies (like conducting surveys, organizing exhibitions, public entertainment etc.) The functions of the municipality, including those listed in the Twelfth Schedule are left to the discretion of the state government. Local bodies have to be bestowed with adequate powers, authority and responsibility to perform the functions entrusted to them by the Act. However, the Act has not provided them with any powers directly and has instead left it to state government discretion.⁶

This work is carried out by the corporation according to different sectors that fall in three broad categories namely Productive, Infrastructure and Services. The projects may be allocated accordingly and funds for each sector and category come from different sources. (See Appendix for detailed information)

The study henceforth aims to establish the corporation's failure in carrying out some of these functions rather inefficiently.

⁶ http://www.citymayors.com/government/india_government.html

Background

Why I chose this topic?

I had earlier done a project related to participatory governance under Janwani (social wing of Maharashtra Chamber of Commerce, Industries and Agriculture), working closely with the Pune Municipal corporation, where I had my first encounter with Local self-governance units. My interest grew, and I always wished to study more about the decentralized planning and implementation units of the economy. At the planning board, I instantly grabbed the opportunity of working in the decentralized planning division, as it captured my interest. Once this was finalized, when I met Shri CP John for the first time, given my little background and interest, he encouraged me to pursue corporation level analysis pertaining to Trivandrum (Corporation). While there was very little information available on the free web (including their website), out of the limited material that was available what really interested me is various news reports citing a substantial shortfall in the actual expenditure vis-a-vis the plan outlay. Data relevant to my research for past two fiscal years was not available on the Corporation website. Though, it did not surprise me sadly, because this kind of shortfall is common to most LSG units, and even extends till the central and state government; it was an interesting area to study nonetheless. After finding the relevant gaps, it aimed to seek a few answers about the possible inefficiencies in the system and suggest plausible solutions.

RESEARCH OBJECTIVES AND METHODOLOGY

Research Question

This is a qualitative research essay which tries to highlight a few reasons that might have caused the shortfall in expenditure vis-à-vis plan fund of the Trivandrum Corporation. This also aims to get insights about the functioning of the corporation through interviews from people of a few different departments and from different managerial levels.

The purpose of the research is to initially identify gaps (which have already been established by newspapers and the corporation itself) through the data available (See Appendix). After the said gaps are identify to establish a few reasons for these gaps through a qualitative framework.

The following core questions which are significant for the present thesis emerge from literature:-

- 1.) What are the reasons that possibly cause the shortfall in expenditure incurred (by Trivandrum Corporation) corresponding to the yearly plan outlay?
- 2.) What are the viable solutions that can be implemented to increase productivity and effectiveness?

Objectives of the study

To understand the shortfalls in expenditure incurred corresponding to the plan outlay for a given fiscal year. Data for the past three completed fiscal years has been looked at (through Sulekha software) and information regarding most long term projects is given for the whole project period (which span across multiple years), so inefficiencies in expenditure for a particular year is not being looked at in the main body (*See Appendix for yearly expenditure*). The major reasons for the inefficiencies highlighted below can be common to all shortfalls for various years, and thus this aims to hypothesise a general statement of problems.

The main objectives are:-

- i) To analyse the role of the corporation in implementing these plans and the appraisal through interviews.
- ii) To comprehend the said gap, appraisals, and answers been given through interview processes.
- iii) To assess the role of the corporation and to recommend viable changes.
- iv) To open up new areas of research and further studies related to the corporation.

In the long run, the research aims to theorize and form basis for a new set of work to be pursued in any of these areas. It also aims to broaden understanding at a macro level so that researchers or individuals can do a detailed micro level analysis in any of the areas discussed.

Methodology

I'm using parts of basic (and pragmatic) qualitative research and parts of grounded theory which uses a variety of data sources, including quantitative data review of records, interview and observations.

Though this is a qualitative research essay, first part of my study was partly quantitative as it was dealing with identifying gaps and shortfalls between plan outlay funds of the city budget, and look at the corresponding expenditures. Once such gaps were found through the use of Information Kerala Mission software and studying various news reports, it was interesting to explore a few of them and find the very (macro) reasons for their existence.

Data only guides you but doesn't tell you the complete truth so it became imperative for me to visit the corporation on multiple occasions and meet different kinds of people ranging from the Mayor (who is the elected head of the Corporation) to a consultant (social service) who is working at the lowest level in the plan implementation process.

What is explored is through interviews, going through budget documents, project spending etc, most of which are qualitative in nature.

(Check appendix to see the difference between quantitative and qualitative research)

In economist Paul Krugman's paper titled "The Myth of Asia's Miracle", he says, "*But economics is not a dismal science because the economists like it that way; it is because in the end we must submit to the tyranny not just of the numbers, but of the logic they express.*"

As a student studying economics, the above statement has always inspired me and I am grateful to my mentor- Shri C.P. John- for encouraging me to do the same; to look beyond the data, to explore the qualitative and nuanced aspects.

One should not submit to the tyranny of data and explore the nature behind it, because these inefficiencies might be more due to sociological, psychological, or political reasons other than pure economics. Though statistics was a great tool that helped me to identify the right areas, for an analysis, it was more important to process, understand, learn and evaluate said experiences.

To check for reliability, the questions asked were spanned across multiple areas, some of it which may have seemed irrelevant to the respondent. Questions that could have various answers or approaches to answer were asked to the same respondent more than once (by framing the question differently) to check for consistency. Also, questions relating to their personal interpretation of the problems were framed in different ways to check for biasness. This type of methodology was used so as to come up with a result that would, if not be free from any biasness or inconsistency, but have a minimum of it given the framework.

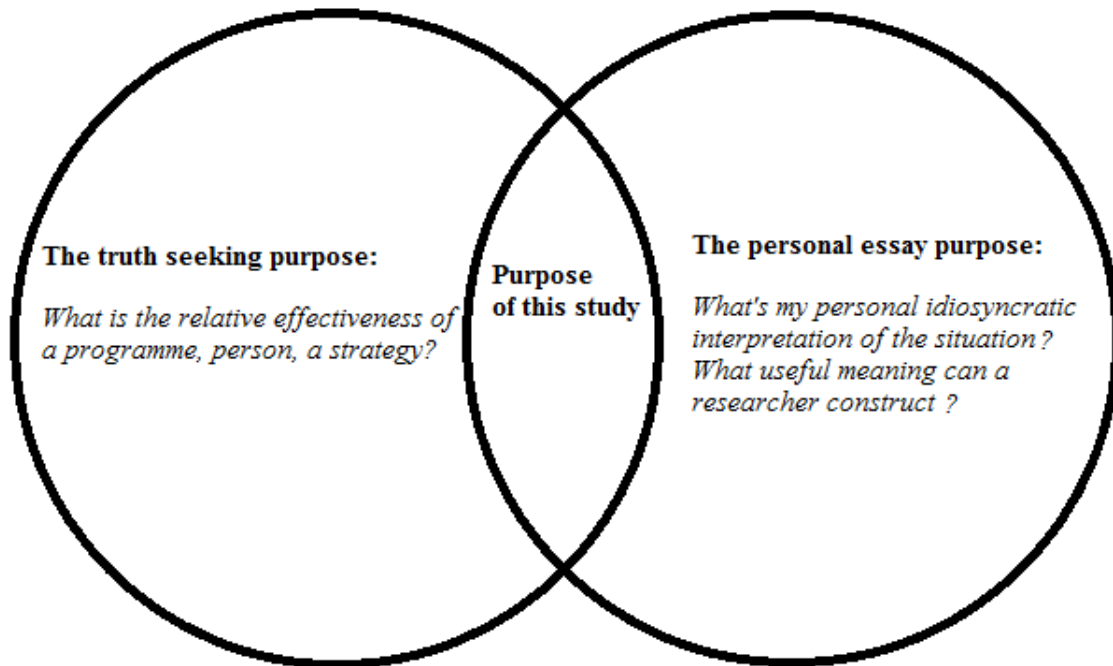
I used different methods, also asking in a way to see if they pick any particular political side, or to checking for any kind of rivalry or team spirit by observing if they criticise their own departments, or praise the other departments.

As there was limited scope and information, for identifying inefficiencies related to the corporation, within the plan fund, I particularly looked into the effectiveness of some of the centrally sponsored schemes {funded by the Jawaharlal Nehru New Urban Renewal Mission (JnNURM) programme}, and externally assisted schemes (for example Asian Development Bank assisted) as they form the bulk of the poverty alleviation and social upliftment programmes; these policies span across basic infrastructure, housing, education, etc.

Interviews were taken of officials who were working on implementation and appraisal of various schemes such as -Basic Services to Urban Poor (BSUP), Rajiv Awas Yojana (RAY) and Kerala Sustainable Urban Development Project (KSUDP).

There are many methods to conduct this type of research. Given the time frame and the requirement my paper intersects the following two types of essays: -

- i) **The personal essay purpose-** *What's my personal idiosyncratic interpretation of a situation? What useful meaning can a researcher construct?*
- ii) **The truth seeking perspective-** *What is the relative effectiveness of a programme, person, or an organization? (Given a particular definition of effectiveness)*



Sources

Initial gaps that were identified for this research to be possible was done through various news articles from journals, newspapers (like The Times of India, The Hindu, and The New Indian Express), Corporation website and through the Sulekha software (developed by the Information Kerala Mission).

Once I had substantial knowledge about the quantitative gaps and shortfalls in expenditure, the majority of the research was conducted through conducting in-depth interviews with officials from the Trivandrum Corporation.

Mr. V.S. Padmakumar (Chairman Public Works Committee) arranged for multiple interviews with various officials that include the Mayor, other chairman of department, IT officer(s), Director(s), Social Service worker(s) and consultant(s) of different departments.

Given the kind of information that I have been given which can seriously affect their future at the corporation and to respect their request for anonymity, the officials will not be named.

Limitations

I understand that not everything said in the interviews can be taken as ‘fact’ as these officials might have some sort of loyalties to their employer or they might just feel threatened by it, but by guaranteeing them anonymity they did speak to me candidly. I got interesting similarities among their answers even when it came to the candid discussions.

Though, even after conducting multiple interviews and finding a consensus between the respondents’ thoughts, with all the exploration, I still cannot be completely certain about their responses being completely accurate. I cannot term them as facts, but the consensus does indicate strong possibilities that may prove to be facts (given a longer time frame).

Though the impact evaluation from the sides of different beneficiaries would’ve made this research more robust, it was out of the scope of this study; though with these different interviews I got an insight in that regard as well, as one of the officials gave me detailed information about projects and gaps. This official had a background in working in the social sector for many years told me many ground realities relating to the beneficiaries as well.

As this did not involve a focus group, I was unable to use any kind of ‘material’ or ‘financial’ incentives to make them answer correctly. Though a ‘financial incentive’ works most successfully, I was able to use ‘moral incentives’ (person making a choice that is widely regarded as the right thing to do or admirable; person acting against this incentive can expect a sense of guilt) I was depending on their moral code, sense of integrity and their want for a better and more efficient system. Though there was some sense of uniformity and consensus in their responses relating to both positives and negatives, the lack of a financial or material incentive may be treated as a limitation.

They had nothing to particularly lose from this, so I see no reason why they wouldn’t be honest and why would there be consensus on so many serious issues across different departments and also among administrative (permanent employees) and monitoring (implementing, social worker, temporary worker) side of the corporation. I got similar view points and identified similar problems.

ANALYSIS

The Initial Stage

Given the type of research, I knew I had to do a lot of pre-reading before I could even come up with a set of meaningful questions, and expect the officials to finally answer a few of them. The first week went in struggling to find corporation level data. After not being able to find the required corporation level data on planned projects and expenditure for the last couple of years (even on the corporation website), I visited the Decentralized planning division of the Kerala State Planning Board where I got information and login credentials for the Sulekha software (developed by IKM). Sulekha is extremely useful, almost completely up to data regarding all finances and plan monitoring for all decentralized units of the Kerala government; this was very impressive and I managed to get data for the past 3 fiscal years. But this made me wonder why this data wasn't made available completely open source, or just be put up on the individual local governments website as this would make it much easier to conduct research, or even be aware of the doings of the local unit for an average citizen.

With the help of Sulekha I went on a spree extracting data, making tables, compiling graphs and pie charts just to get a clearer picture of the situation. Though I figured out later that my method of calculation was partly incorrect as I had not taken into account the long term nature of Centrally Sponsored and Externally assisted projects, prima facie, the resultant actual expenditure to plan expenditure was dismal none the least (*See Appendix for tables and charts*). Due to the lack of information, it was extremely difficult to discount for the error accurately, but even after approximate discounting, the picture still looked quite bleak. This made me explore different areas and due to the paucity of data and further information about different projects or the reasons for these shortfalls, it became imperative to visit the corporation and get a real picture.

First visit to the Corporation and interview with the Mayor

My first meeting at the Trivandrum Corporation was with Mr. V.S. Padmakumar (Chariman, Standing Committee- Works, Tvm. Corp.); he was nice and cordial throughout, and without his help this study wouldn't have been possible. Communication (in English) was a major concern, throughout the office, in both spoken and written.

In my first visit to the corporation I had never planned to interview the officials but I went there to understand and get information about their projects. We talked for a little while and to my surprise, he immediately took me to the Mayor (Adv: Chandrika K.). I entered her chamber which could house tens of people, and on one side I could hear the heated arguments that were going on among the council members. She was extremely busy but was kind enough to meet us for a couple of minutes.

Initially, Mr. Padmakumar and the Mayor were doing most of the talking, as he was trying to explain the nature of my research. Soon after she pointed out that how I had not discounted for the long term projects while calculating the amount spent, and then started talking about the successful completion of the on-going projects. Though I did not have too much experience as a researcher, but when she found out my topic and area of research, she did get a little defensive (or at least I thought she did). I could not get too much information, however it was a nice experience interacting with her.

RAY, BSUP, KSUDP, JNNURM were the major projects mentioned during the meeting at the Trivandrum Corporation. So it had become imperative to narrow down my study to these areas as there was relatively more material available, knowledge and interest to speak openly about this by the people concerned in the corporation.

Next, Mr. Padmakumar very efficiently called a few people to ask about different projects and its statuses; he then made me meet one of the Directors of the Technical Advisory Group, Mr. Ravindaran Nair, who looked at my 'sheets', the rough work, tables and excel sheets kind of startled him. Was he confused? Or was it just sheer surprise? Nevertheless, he was helpful as he gave me his personal number and asked for a few days' time to assemble all the different reports and set up interviews from various departments or department heads. He made me meet another person, someone from the technical advisory group. I am grateful that they took out time explaining me about the various sectors and some of the popular on-going schemes, I did not discuss or ask any provocative questions as I felt I was grossly underprepared. I dedicated the first visit as a means to learn and clear some of my doubts regarding the nature of the projects, utility of the funds, and the various sectors. Once that was done, I took an appointment to visit him again when he would set up a few interviews with officials from different departments. I was looking forward to the various meetings and I took out the next few days to prepare a set of questions that I needed answers to.

What questions should I ask?

I thought the questions that need to be asked to department heads or divisions at the corporation must be meaningful and sensible relating to the projects mentioned and related to the figures extracted from the Sulekha software. Initial set of questions were completely technical (See Appendix), as I needed answers to those to move forward with asking more complicated questions. Once, I was aware about some of the knowhow of the corporation and the areas I was looking at, I gained confidence to ask more insightful and uncomfortable questions. There were many questions that were bothering me and my goal was to get at least some of them answered. Some of them were answered fully, some partially and some remained unanswered due to the lack of time or data and some did not due to logistical problems. A lot of question were general which I asked all the respondents, ones relating to the working conditions, functioning, corruption practices, about their superiors, colleagues, about the mayor, what kind of work they were doing; some were on the other hand completely related to their department, project, assignment or according to their designation.

Excerpts and Findings

All excerpts have been clubbed together⁷

I was introduced to many officers and consultants across different departments. I had a long chat with them about a lot of areas and they requested not to be quoted due to the kind of information they were giving me. Though their major area of expertise was physical infrastructure, housing and basic services projects under the Centrally Sponsored JnNURM scheme, we discussed various other issues relating to the structuring, inefficiencies and function of the corporation in general.

A glimpse of the findings of some projects reviewed under JnNURM schemes: -

- Projects related to strengthening of water supply under BSUP not completed fully due to contractual issues.
- Projects under sewerage not completed due to insufficient land. The corporation is working on acquiring the land. Claim there is no provision in the central scheme to acquire land and therefore it causes delays.
- Some projects under solid waste management have been shut down due to public unrest.
- Projects under transport that involved procurement of buses had been successfully implemented.
- Projects under E-commerce system were not commenced and are under review.
- Projects under storm water drainage were not completed due to encroachment by unauthorised and influential parties.
- Projects under construction of roads under KSUDP schemes were successfully completed.
- Projects under sewerage (under KSUDP) were not completed due to problems related to acquiring land and non-compliance of grievances.
- Many projects not completed due to the introduction of an e-tendering system which caused panic and reluctance.
- Most projects (under BSUP) related to urban development that involved building of houses for the urban poor have been completed but many beneficiaries are yet to receive the keys to their houses due to pending water and electricity clearances.
- Only pilot projects (under RAY) related to slum development have been completed; further projects have not been initiated due to the integration of this scheme into “Housing for All” scheme.

Listed below are all the findings discussed in detail: -

⁷ All figures given in the excerpts are approximate, as some of them have been noted down verbally. Check Appendix for exact figures and detailed information.

I am not allowed to mention the names and also because all the respondents except the mayor were males, I will use the third person singular pronoun “he” when talking about the officials’ comments/opinions.

We talked about a host of problems across various heads of the JnNURM scheme. When talking about the projects under the BSUP relating to strengthening of the **water supply**, I was told they started in 2009 and were extended in March 2012, till March 2015. Though not completely but the majority of money was successfully spent on water connect lines, increasing capacity, replace damaged metals etc. He very proudly told me that water capacity increased substantially over the past 5 years, how there is 24X7 water supply and how all of this was much above the national standards. Though, in certain areas, replacement of water metals, removing old pipes was not done due to contractual issues, and several delays, but for him this seemed like a non-problem considering how well the other things were carried out. He was elated while talking as this was one of the projects that had been completed quite successfully according to him (though not fully in reality) and coming even close to the goal was victory enough.

Projects under **sewerage** rolled out in 2009 (to be completed by 2015) were allocated upwards of 200 crores (for the first phase) but expenditure was a dismal less than 40%. The money was used to construct treatment plants in Trivandrum, and though JnNURM norms dictated the corporation to cover all 100 wards in this scheme, they were only able to cover about 35% of the city. For the second phase, the spending was even poorer standing at less than 15% of the approximately Rs.120 crores allocation.

According to the official, for establishing a network of collection and pumping, a lot of land is required. Apparently, land is quite costly and scarce in Trivandrum for the corporation to acquire or buy. Not only it takes a lot of time, the problem is that there is no provision for acquiring land in the JnNURM mandate, and further said that it is the "...headache of the corporation". For 100 wards, they need to build about 23 pumping stations which require 45 acres of land. They have started acquiring land at a substantial cost of rupees five lakh per cent (one hundredth of an acre), but they are far behind the above mentioned targets.

Solid Waste management system was once the pride of the corporation due to its disposal system (especially through the compost plant set up at Vilappilsala) which was extremely successful in association with Kudumbshree (a Special Purpose Vehicle); the 46 acres of land, plant was closed in December 2011 due to public protest and unrest. Up till then there was a very high end structured door to door collection system established, this was stopped due to residents living nearby objecting over hygiene problems and living standards. The plant was shut down before setting up a viable alternative, though the situation is much better now, the citizens have still lost out on a highly successful, efficient and green system of disposal due to political deadlock and ignorance.

Coming back to the projects, under **transport**, JnNURM allocated over Rs.50 crores for procurement of buses (both AC and non-AC) over the period of 2009-15, and much to the officials delight, this was done with complete success. It was carried out through a SPV-KURTC (Kerala Urban Road Transport Corporation). Though I don't want to make it sound trivial, but the pride I sensed over the completion of this project, was a little shocking, rather, disappointing. This should not be a big deal, especially for something as straightforward as procurement of buses.

E-commerce project for service delivery which was proposed for the period of 2011-15 wasn't commenced. In 2009, a project was sanctioned in Kochi Corporation and when the government changed in 2011, it ordered to stop the project as agencies like Information Kerala Mission and Information Technology Mission were already developing such projects. They wanted to review the model in Kochi before emulating it across other local bodies, so none of the allocated money was spent.

For projects under **storm water drainage** for which about Rs.40 crores was sanctioned for the period 2010-15, only less than 40 percent was spent. The major problems highlighted were encroachments by unauthorized players and influential agencies or individuals. He said he couldn't elaborate further but said that these parties are high and up in the order. They could not proceed without their cooperation.

He said that Trivandrum has 4 major rivers and approximately 73 canals (and streams) and projects were to improve road side drains and natural streams. Lot of natural drains are occupied by private players. Though certain operations by external organizations/ NGO's are in place, but this is supposed to be the Corporation's work. Citizens' interest and wellbeing should be the mandate and the priority of the corporation. How was this, a legitimate reason for non-completion? Though I am not blind to political influence of big corporations and one has read enough stories, but yet I was shocked to hear how the corporation has temporarily sort of turned a blind eye to this.

After hearing the tales of dismal spending and non-completion, I was told that under **KSUDP projects** which were scheduled for similar periods, the projects that involved the construction of Roads was successfully completed, and so was the project involving construction of drainages. Also, out of the Community Infrastructure Fund which was used for projects relating to slum development was scheduled to be completed between the periods of 2007-2016. About 132 slums were identified and projects for 80 had been completed till March, 2015 and the project was still on-going. These projects involved completion of pathways, improvement of water supply, streetlight extensions and pond renovation. For the slums that have been left out, additional money has been allocated and they aim to finish it off in the designated period.

But this happiness didn't last for too long as I was told how the **Sewerage projects under the same scheme of KSUDP** scheduled for 2011-16 (for the improvement in coastal areas) saw a dismal spending of less than 15% of the total Rs.100+ crores that were allocated. This was due to a host of problems that have been mentioned above, problems of acquiring land, and non-compliance of grievances which leads to unrest and protests.

According to him **2014-15 had particularly been a bad year due to certain rule changes** (that seemed vague and he did not elaborate further). He proudly told me that fiscal years of 2007-14, the JnNURM part of the plan fund was efficiently utilized; after asking how much of it was spent, he said according to him the figure was around 80% and that was a really big deal. In 2014-15, due changes in criteria by the state government corporation was not able to select the beneficiaries on time. Also, the last year saw the introduction of an e-tendering system to increase the level of transparency and accountability in the system. All parties including the corporations, companies seeking tenders, staff and contractors were reluctant and "afraid" to use this newly introduced system. Naturally, the public paid the price for it as their reluctance cost the public with extremely poor levels of spending and non-completion of many projects.

Under BSUP projects relating to **Urban development** involve building of individual houses for the urban poor. Rs.1.20 lakh for per house as cash is given to beneficiaries in 5 instalments. Though some schemes are limited for people who own a piece of land but some projects also extend out to the landless. Once the agreements are in place, and then the instalments are rolled out in phases. Kudumbshree successfully monitors the process and then reports the relevant information to the councillors.

Construction of multi-story buildings had been planned for people don't have land. This sort of group housing was planned for the period of 2008-15, and was mainly targeting the alleviation of Schedule Caste and Schedule Tribe families, the elderly and particularly destitute staying in urban areas- have constructed 318 houses in a Ground plus two (G + 2) structure.

These beneficiaries are shortlisted according to report from the councillor with the help of sophisticated scoring systems. I did wish to know about it further, but the information regarding this was not available with the official so I relied on his word that the scoring system is efficient.

This all sounds nice and though technically the budget allocation has been spent successfully and seems like a success on paper, nobody has their keys to their house yet (till June, 2015). This was supposed to be done by April, 2015 and though the construction is completed but the beneficiaries have not been handed out their keys because approval for electrical connections and water connections are pending thereby significantly delaying the process by many months.

Among other projects, **Under RAY**, of which 179 slums selected, only pilot projects were able to be completed because the new (Modi) government stopped RAY, and initiated 'Housing for All' projects which has absorbed RAY. Given the problems identified with the pilot projects and the change in guidelines, the poor has yet again suffered due to this as the projects have been suspended and being reviewed. For projects under IHSDP (Integrated Housing Slum Development Programme), though the scale is relatively smaller, the work relating to the projects has been successfully completed by the corporation.

The above list is not exhaustive, as there are many other problems and shortfalls relating to the corporation; this gives enough of an idea and reasons to worry. It becomes important to study the major concerns felt by the officials (and myself) found in the process.

Problems and Suggestions

There were many problems highlighted which are a cause for serious concern and need to be reviewed. A glimpse:-

Problems	Suggestions
<ul style="list-style-type: none"> • Private agencies try to exploit the lack of involvement of the corporation. Detailed Project Reports submitted may have elements that unnecessarily increase the cost, which sometimes get approved due to last minute clearances and lack of capacity. • Change in the beneficiaries due to some beneficiaries “moving out” or becoming “better off” in the process of the implementation of long term projects. • Problem related to cost escalation due to not being able to account for increase in future costs effectively. • Funds to beneficiaries for schemes may sometimes be insufficient that may cause them to take loans for completion of (housing) projects. • Lag in the budget formulation process due to push and pull between councillors; sometimes only leaving the last few months for implementation • Insufficient number of seminars/ workshops for skill upgradation which leads to lack of knowledge about current systems. • Lack of proper infrastructure for staff- lack of proper toilets, recreation rooms, entertainment and not enough logistical support. • A lot of corruption and no incentives being given for hard working officials. • Corporation has owned up to a lot of projects given due to their political stand; it becomes even more difficult for Trivandrum because it is ruled by three different parties (LDF in the city, UDF in the state and NDA in the centre) 	<ul style="list-style-type: none"> • There needs to be special attention given to the reviewing of the projects. Enough time should be designated for the reviewing of the reports and the lack of capacity problem should be addressed • To build work capacity some of the current procedures need restructuring. Making the laws and systems in place a little simpler and citizen friendly, not only helps the citizens but also increases the work capacity and efficiency of the Corporation staff. • A re-evaluation of the scoring system that is used to identify the beneficiaries is required. An effective mechanism that involves regular updates regarding the status of the identified beneficiaries needs to be in place. • Cost escalation problem can be tackled better by either analysing future costs using more sophisticated methods or keeping aside contingency funds which can be used in such times. This will help smoothen the process and avoid delays. • It is very important to start the budget formulation on time to give sufficient time for implementation. This can be done by following a strict timeframe in which work has to be completed; there must be a mechanism to check for the defaulters. • There is a high correlation between the comfort of an employee and increased productivity. Basic amenities, recreation rooms, and effective response to grievances must be provided. • A mechanism that can identify efficient employees and measure

<ul style="list-style-type: none"> • Grievances are not being heard; this is felt by both the officials as well as the citizens • There is not sufficient amount of transparency regarding the selection of projects; this might cause certain sections (like members of Schedule Caste, Schedule Tribe, destitute, etc.) to lose out due to preference given to more 'lucrative' projects. 	<p>quantum of work needs to be put in place. This can help build an incentive structure and improve employees' productivity and morale.</p> <ul style="list-style-type: none"> • Accountability of all employees to an independent body or division to increase transparency and reduce corruption. • A more effective grievance review mechanism in place for the citizens that can actually track the changes or whether the problems have been addressed. • A transparent system that indicates how the corporation is choosing the undertaken projects.
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Listed below are all the problems and suggestions discussed in detail: -

Private agencies exploit the lack of involvement of the Corporation- Responsibilities that are given to private agencies or tendered out involve the payment of a fee. Of the entire estimation of cost made in the detailed project reports (known as DPR), 0.75% of total project costs is earned as commission by the implementing agency (which used to be 1%). These agencies are either selected through tendering or through the list of already approved agencies by the government. So it's natural for them to try and increase the cost, or add unwanted things to the budget. For example, they had planned a TV kiosk for slum communities, though almost every family owned at least a black and white television in that locality, according to a survey. Once they also tried to add a nursing care centre/ hospital even though excellent public healthcare facilities may be available nearby. Given this problem, the government requires to be extra cautious or so one would think. Detailed project reports made by external companies and organizations which are sent for approval is many times ignored. A lot of times, about one month is required for checking and evaluating (by the corporation), which is not done because there isn't enough capacity or there is a lack of interest. Then approvals sometimes are given based on just the consolidated pagers, and plans for the things that might not be required are approved or vice-versa. If I have the liberty to say this, then this is both dangerous and careless. For example, due to ignorance by the officials in one of the coastal areas, windows with steel frames were approved which later caught rust within the first month and got damaged. Shockingly, I was told that looking at the attitude of the corporations towards reports, many DPR's by companies are just edited versions of other city plans/ projects

Change in beneficiaries- If a project is prepared in 2008 they go through the identity verification and identify said beneficiaries according to the project and the given system. When the projects are started or if something is made, say in a couple of years, a lot of the beneficiaries have moved out or have become better off, so they have to change the list accordingly which takes a lot of time. It again has to go through the process of identification and approval from different organizations and the so called sophisticated scorings systems are of no help in solving this problem.

There's a major **Cost Escalation problem**- Detailed project report comprising of 3-4 years is made infor example 2008, a lot of times it'll be a 2008 based budget and even though inflation may be accounted for but it might not account for a lot of problems. Due to this problem, a lot of projects get stalled and the re-evaluation causes huge delays. One of the major problems is that the staff of these external agencies can't be controlled or even properly monitored. They need to employ more robust methods, using past trends and analysis to successfully estimate the costs; and long term projects must go through a more rigorous annual review and they should re-evaluate all costs if need be.

Insufficient funds to beneficiaries- Under the BSUP project, the Rs.1.2 lakh which is given is not enough to build a sustainable a 300-600 sq ft. area. This automatically leads to poor planning, huge shortfalls and sometimes makes the beneficiary take excessive loans. In IHSDP projects it is even worse, where in Rs. 80,000 is given. Projects under RAY would allocate Rs.5 lakh but have been stopped for the time being (as mentioned above). Some schemes need to be revisited, reviewed and restructured keeping in mind the alleviation and ease of accessibility for the poor.

There is a **problem with the budget formulation** in general. There is a lot of lagging in the formulation process due to the push and pull between the councillors, and hence writing and re-writing takes up substantial amount of time. The fiscal year starts in April; so from April till May, Ward Sabha discussions take place and plan formulation seminars are completed. It is then submitted for District Planning Committee (DPC) approval. DPC approval is given by June within a month and by July one will be able to tender out projects. Some projects may be rejected or modified by the DPC for which formulation work goes on side by side. August is when the work is supposed to start. This is how it is supposed to be, but not how it is practiced. In 2013-14, the plan formulation only started in October/ November (which is supposed to start in May), apparently owing to some central plan confusion. In 2012-13, plan formulation started in August/September, and was fast tracked within about two weeks, yes, just two weeks. The corporators were well versed with everything and approvals were taking place within weeks. Implementation was taking place between November/December-March. If the implementation period is narrowed down to such a short duration and plans are formulated and implemented within a couple of weeks, one surely should not expect too much. This nature of planning and implementation within the corporation needs to be reviewed immediately. Though the official was happy stating that 2014-15 was relatively much better but even then it was still not carried out as planned or on time.

One official highlighted the **problem relating to staff pattern**. He said that the corporation employs mostly civil engineers, which is required to be done, but there are apparently not enough mechanical, electrical or IT engineers. Most engineers are expert in road constructions and planning and there are not too many particularly for water and sewerage projects. Also, for monitoring, one needs to ask for different expertise, technical consultants and professional management units (PMU's) are hired. There is a high scarcity of professional expertise.

Lack of training- Capacity building and training is extremely poor at the Trivandrum Corporation. Insufficient seminars or workshops for skill upgradation have been happening. These kinds of workshops are important due to the ever changing nature of technology and techniques. The knowledge or training gained (by professionals) decades back may not be adequate. But the problem is that sadly, no one is interested in attending, and the ones that are, no supervisor or higher authority are interested to send out their subordinates out to seminars because of lack of capacity, and therefore don't give out approvals. A change needs to be brought about in the mind-set of these officials.

Lack of infrastructure for staff was cited as a major problem by all the respondents. There are no proper toilets, recreational rooms, no form of entertainment, extremely unhygienic conditions (some of them I've seen during my visit), dingy floors and for some there is not enough logistical support. The officials said that the senior management think adding even an air conditioner or some recreation room or any kind of ambience improvement will increase lethargy. According to the people who can make this call, it is a luxury and won't do any good. I am sure they know what they are doing, but adding of recreation rooms or air conditioner have been proved to be quite efficient in the biggest and smallest of business or government units, whereby there is a high correlation between higher comfort and level of efficiency. So the requests must be reviewed and not just simply dismissed due to previous cognitive biases. To me it is ironic because these are the people who are essentially running (and providing the basic functions and utilities in) the city and executing the projects for the wellness of their citizens are working under terrible conditions themselves.

When talking about **Corruption**, all respondents wished to speak a lot, but could not due to obvious reasons. There was consensus about the fact that there is a lot of corruption, from top to bottom. One official even elaborated saying that though he cannot quantify it, he is sure at least 80% of the officials are corrupt on some level or the other. There is no mechanism to ensure or measure quantum of work of each employee, no awards, no benefits or no incentives. Nothing really is given to work hard so naturally it is presumed that working hard is a waste of time (which is harmful and causes a lot of problems in itself), but what is ironic is that people are suspicious when someone works too hard presuming an ulterior motive or suspecting employees doing that for kickbacks/bribes. One official went on to say that corruption is there like one can't even imagine; no other organization would have so much corruption and cited it to be the cancer of the corporation.

Now one can't expect for a sudden change because this corruption is so innate; it has become a part of their work and its complete removal may be a long process. But there are ways to reward good and efficient work, even if not a monetary compensation, prizes and awards have proven to be very effective to boost the morale of the employees. Not only does this increase a sense of healthy competition but will also bring down corruption. Also, transparency is the key to a corrupt free office, so the Corporation should focus on initiating mechanisms that make all employees and elected representatives (including the Mayor) answerable and accountable.

The **Corporation hasn't owned up to a lot of the projects**. It is their responsibility but a lot of times they take it as a political standing where if the centrally sponsored scheme is initiated by the government who is from the opposite front the local government at the corporation level does not take active interest. Given the fact that this is a city which is ruled by three different political fronts (NDA at the centre, UDF at the state and LDF at the corporation), the situation gets even more complicated. Also a lot of times as mentioned before as well, the central schemes increase the burden of the corporation in terms of capacity

and cost. They might have to utilize their own funds to facilitate these projects, which in turn might hamper their own development projects. These reasons coupled together, ones that are related to poor planning and clash of ideologies as always end up costing the citizens, depriving them of many social sector and basic services schemes that end up getting held up. One can't say this enough but citizens' needs should be above everything else and there is sufficient room for differences and debates outside the office and projects. Though there are appropriate 'Funds' and 'Functions' which are given and defined, it is the 'Functionaries' who are defaulting on some level causing these shortfalls.

Lastly, the **Grievance Redressal mechanism** was brought out by all the respondents. They have submitted suggestions, problems, and recommendations to the government highlighting the various problems that they are facing within the structure of the corporation. They feel their voices are not being heard as their grievances are yet to be addressed.

Same goes for the citizens, I have been told that there is not much consultation with the beneficiaries, and when there is, their views and suggestions are not given too much importance. For example, some slums might only need housing, while some might need housing and other infra; people are not getting what they need due to the above, which is causing a mismatch in a lot of aspects. Technically there is community participation, and ward sabha discussions and activities are conducted but they're considerations are hardly taken into account. Important to form multiple SPV's, but also ensuring they work and start on time; corporations on their own are unable handle everything as it becomes very tedious. A better grievance redressal mechanism and discussion forums are required as participation is the key to good governance and must be encouraged. For example- Pune Corporation has initiated "participatory budgeting", which is a democratic process in which community members directly decide how to spend part of the public budget; this gives them a sense of awareness and involvement in the function of the Corporation.

In a nutshell, according to the officials the plan part of the process is good; rather, on one instance an official said that the plan document is perfect. It is the approval, presentation and implementation side which is inefficient. The above issues need to be addressed at the earliest, and none of them require solutions that drastically change the functioning of the system. What they require is improvement, some serious improvement and review in all the above mentioned areas. All the suggestions/recommendations given are not idealistic or utopian in any way; I am not saying that the Corporation should become the most efficient and corrupt free body overnight but some of these issues need serious and immediate attention. Many of these suggestions have enough legal precedence, viability and potential to be immediately implemented.

CONCLUSION

According to my observations, these inefficiencies are due to multiple reasons. The archaic laws and planning process, ineffective decentralization and tendering, sub-standard reviewing and planning, lack of capacity and professional expertise, the very structure of the corporation that makes it conducive to be an inefficient member, public outcry over lot of issues that stall projects- the failure to respond to that and some of the empowerment only taking place on paper. Also, some centrally schemes may be poorly planned, not taking into account many additional burdens that the state or local self-governments may face; giving them room for non-pursuance or doing a shabby job.

It is very intriguing how we're used to such incompetence and low levels of efficiency, that eight percent of expenditure incurred (as mentioned by one of the officials as an estimate for the current year), seems like a magical figure. We need to realise that even 80% (though celebrated due to its superiority over other corporations or the dismal national average) is poor in a way. It still means that an additional 20% (which amounts to tens or hundreds of crores) could have been spent for the betterment but it was not. 80% is considered good because it was 60% the last time. Looking at absolute figures, even 80% doesn't deserve any celebration. The funds and resources are allocated to achieve the full target; if there is not enough capacity then it should be built or the work given according to the capacity in the first place. The first step should be to stop comparisons with poor performances and sub-standard averages. Such low standard of work and low benchmarks lead to the attitude that "At least something was done" is the real cancer of the corporation according to me.

As mentioned before, the Mayor didn't have too much time and the interaction was extremely formal so I didn't get any insights. But with everyone else, the responses that I got with regards to efficiency and functioning, they were quite in sync, thereby strengthening my research and providing answers to the questions. Though a lot of failures and inefficiencies are standard that sadly every local self-government goes through, some new ones were also highlighted. A lot of the inefficiencies might arise because they function more like a political body rather than an administrative body.

The local body election due in September and which 'side' or 'block' wins may not be of too much importance to the common citizen as long as the corporation works efficiently. The functions performed and the manner in which the work is implemented should be done in isolation from the officials' own personal and political ideologies. As a body which is responsible for the wellbeing of the city and its citizens, it must respect its citizens (and so should the citizens show back respect). Carrying out functions and responsibilities effectively, and working for the betterment and welfare of its citizens should be the only focus of the corporation.

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Meetings

Mayor, Trivandrum Corporation

Chairman, Standing Committee Works, Trivandrum Corporation

Director, Technical Advisory Group, Trivandrum Corporation

Officials from the BSUP department

Officials from the KSUDP department

Officials from the IT department

A technical consultant for the Trivandrum Corporation

APPENDIX

Further Questions: -

Some of these questions may be explored in detail by future researchers/interns, given the time and the viability.

- What all sources of funds are used up for which projects?
- Which projects are completed and which are the ones that haven't been completed?
- Which projects haven't been initiated, and who's responsible, the centre, the state or the corporation itself?
- What all social groups/demographics have been left out of the social construction in policy planning? Which area/sector/group has the maximum inefficiency and where is the corporation most efficient?
- What is the expenditure and Plan Outlay with respect to the mentioned schemes- Rajiv AwasYojna (Slum Free project), BSUP, JNNURM, KSUDP, SC/ST funds?
- What are the projects in these areas? Where are they being sourced from, which fund or source in particular (Sulekha list), the total expenditure and the nature of these projects- Short term or Long term?
- What if I were to do the same analysis for another corporation? Would the results differ because of difference in the number of long term or short term projects or would ones efficiency or relatively better governance be highlighted?
- Why do we always talk about Panchayats being 'efficient', converting most of the plan fund into expenses; why isn't this for the corporation? What is the main reason? As Sulekha figures are quite different and it also shows a decline in the total 'plan outlay' over the past few years?
- Fall or rise in allocations on the basis of source of fund, or the decline/rise in few sources, for example, Centrally Sponsored Schemes contribution as a source declined from 56% in 2012-13 to 0.55% in 2014-15, though a chunk of the reduction of the schemes can be seen in the reduction of the budget?
- Share of Plan Outlay in each of the broad sectors, the rise/fall in share of Infra, Productive and Services according to Sources of Funds (Example- Development Fund General's contribution to the total services fund increased from 8.7% in 2012-13 to 42.67%, also because one of the denominators i.e. Centrally sponsored schemes reduced drastically during this period. But even the absolute increases can be looked at)
- Which all sources particularly contribute more to what all sectors and why/why not?
- A clear distinction and idea about long term, short term, and sectors where no project is being undertaken. Why is there no project in some of the sectors? Also, the number of projects?
- Generally, why is there such a paucity of data at the corporation level? Is Sulekha completely accurate? It has potential to be more efficient and user friendly. Why is it not open source?
- Why are there so many sources of funds when you look at the Plan Outlay (DPC approved) whereas expenditure comprises of less than half of the resources listed in the plan. Are those sources even a part of expenditure? If yes, why aren't the funds from that used where do they go?
- Which area or sector functions the most inefficiently and why?

- Which part of the process is the most inefficient, is it the planning, implementing or monitoring stage?
- Are the units handled by Special Purpose Vehicles more efficient? Can there be more SPV's for other projects rather than tendering it out to private parties?

Why are Panchayats more efficient?

One has always read about how Panchayats (particularly in Kerala) are more efficient units than the corporation. This was a question I needed answered and the response I got from the officials was somewhat satisfactory; it made some sense.

In a ward there are about 10,000 residents whereas panchayats have about 2000-3000 residents. Each Panchayat has about 20-30 projects, whereas corporation handles about 2000-2500 projects annually. Though this was not a good enough reason for inefficiency of the corporation as the capacity and the budgets allocated are also proportionally higher, but he said that also, Panchayats don't depend on a lot of things like sewerage systems (because of septic tanks), water supply (due to wells), and they have sufficient land to implement projects. These are the areas where corporation faces the maximum amount of hassle. Panchayats' main projects are related to the construction of roads, bridges, electrification, streetlight housing in which the corporation is also relatively efficient.

Qualitative and Quantitative research, understanding the difference between the both:-

Traditional perceptions	Qualitative research	Quantitative research
Data collection	Focus groups Depth interviews Accompanied shops	Surveys Audits
Quantity of data	Small	Large
Nature of data	Unstructured, e.g. verbal comments	Structured, e.g. survey responses to closed questions
Focus	Why? How do things work?	What? How many?
Output	A description	Projectable numbers
Epistemological stance	Constructionist	Positivist

Projects under BSUP

City:Thiruvananthapuram

Project Name: Water Supply

Project Cost: 8,716.00

Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	4,532.32	
State Share Received	653.70	
ULB Share Received	897.53	
<i>Others(tar restoration charges)</i>	1,094.29	
Bank Interest Received	99.63	
Retention Money/EMD etc	70.30	
Gross Expenditure		7,237.36
Total	7,347.77	7,237.36
Balance With PIU	110.41	

City:Thiruvananthapuram

Project Name: Sewerage Phase-1

Project Cost: 21,541.00

Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	4,308.20	
State Share Received	-	
State Share(ADB)	2,046.10	
ULB Share Received	237.91	
ULB Share (ADB)	2,046.10	
<i>Others</i>		
Bank Interest Received	292.12	
Retention Money/EMD/LD etc	572.84	
Transferred to KWA for contingencies		30.73
Gross Expenditure:STP		8,165.78
Total	9,503.27	8,196.51
Balance With PIU	1,306.76	

City:Thiruvananthapuram

Project Name: Solid Waste Management

Project Cost: 2,456.00

Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	491.20	
State Share Received	361.40	
ULB Share Received	245.60	

<i>Others</i>		
Bank Interest Received	47.28	
Retention Money/EMD etc	13.41	
Sale of Tender Forms	7.87	
Other receipts	53.74	
Gross Expenditure		1,152.29
Total	1,220.50	1,152.29
Balance With PIU	68.21	

City:Thiruvananthapuram

Project Name: Storm Water Drainage

Project Cost: 4,039.00

Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	807.80	
State Share Received	292.20	
State Share(ADB)	156.56	
ULB Share Received	130.33	
ULB Share (ADB)	156.56	
<i>Others</i>		
Bank Interest Received	193.66	
Retention Money/EMD/MOB.ADV etc	23.61	
Sale of Tender Forms		
Other receipts		
Gross Expenditure		1,435.30
Total	1,760.72	1,435.30
Balance With PIU	325.42	

City:Thiruvananthapuram

Project Name: Sewerage Phase-2

Project Cost: 12,115.00

Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	-	
State Share Received	2,500.00	
State Share(ADB)	267.43	
ULB Share Received	208.87	
ULB Share (ADB)	267.42	
<i>Others</i>		

Bank Interest Received	1,009.95	
Retention Money/EMD etc	44.46	
Sale of Tender Forms		
Other receipts		
Gross Expenditure		1,506.72
Total	4,298.13	1,506.72
Balance With PIU	2,791.41	

City:Thiruvananthapuram
Project Name: Procurement of Buses
Project Cost: 5,340.00
Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	3,420.10	
State Share Received	987.10	
ULB Share Received	987.10	
<i>Others</i>		
Bank Interest Received		
Retention Money/EMD etc		
Sale of Tender Forms		
Other receipts		
Gross Expenditure		5,233.74
Total	5,394.30	5,233.74
Balance With PIU	160.56	

City:Thiruvananthapuram
Project Name: E-Governance
Project Cost: 1,347.55
Rs.in Lakhs

Particulars	Receipt	Payment
ACA Received	269.51	
State Share Received	33.69	
ULB Share Received	134.76	
<i>Others</i>		
Bank Interest Received	108.58	
Retention Money/EMD etc	-	
Sale of Tender Forms	1.14	
Other receipts	300.00	
Gross Expenditure		37.20
Total	847.68	37.20
Balance With PIU	510.48	
Amount for Infrastructure	300.00	

Source: IT department, BSUP

SECTORS

Productive Sectors

- 1 Agriculture
- 2 Irrigation
- 3 Soil-water conservation, Environment, afforestation
- 4 Animal Husbandry
- 5 Dairy development
- 6 Fisheries
- 7 Industry, self-employment enterprises, marketing promotion
- 8 Energy generation

Service Sector

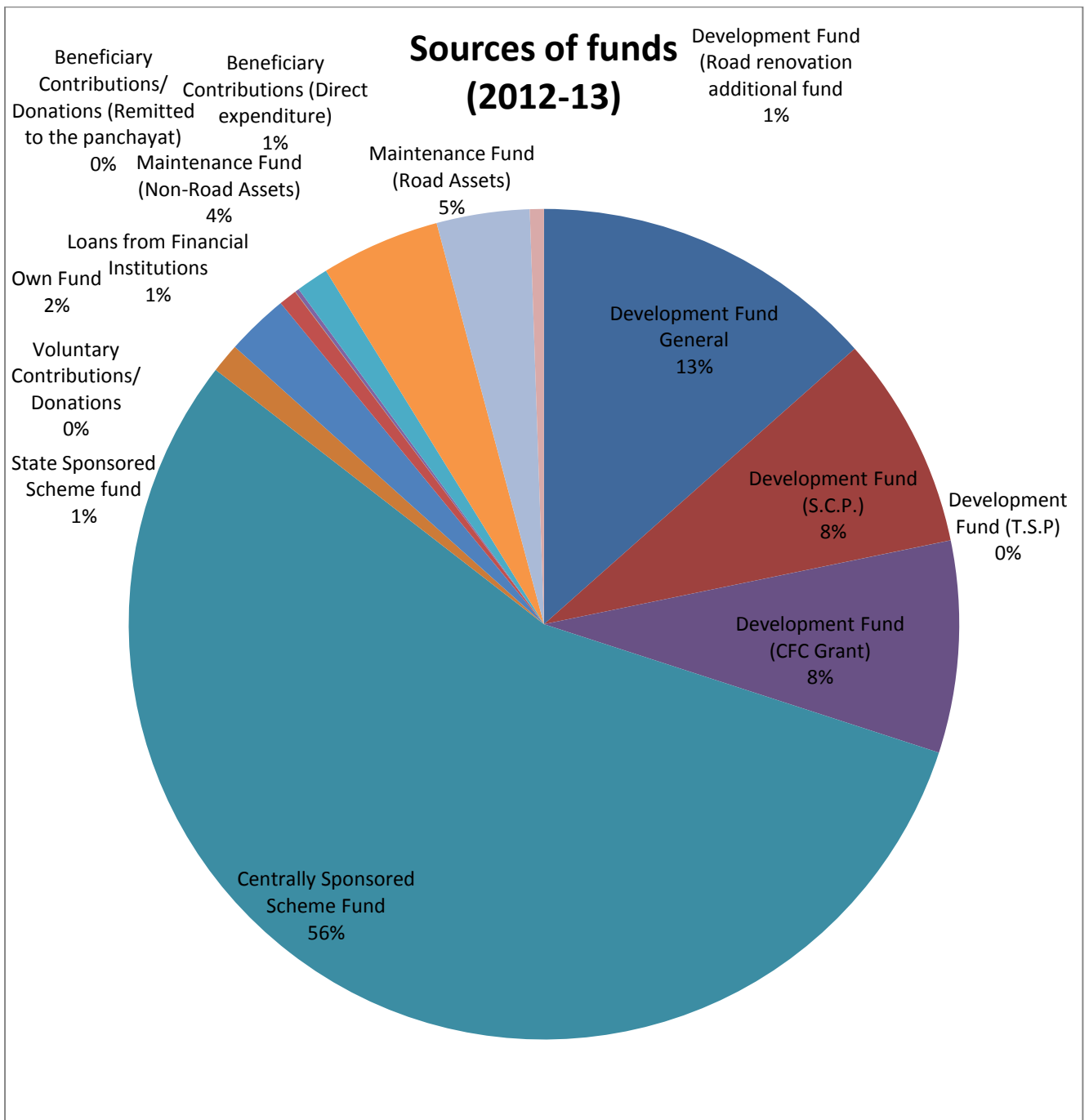
- 1 Education
- 2 Continuing education/literacy
- 3 Reading rooms,libraries and grama sabha/ward sabha centres
- 4 Arts, culture and sports development, youth welfare
- 5 Health
- 6 Drinking water
- 7 Sanitation, waste processing
- 8 Housing, house electrification
- 9 Social welfare social security
- 10 Nutrition
- 11 Anganwadis
- 12 Vocational expertisation
- 13 Energy protection
- 14 Electric line, transformer
- 15 Tourism
- 16 Computerisation
- 17 Plan formulation, implementation and monitoring

Infrastructure Sector

- 1 Street light, Office electrification
- 2 Transport
Public building which are not included in the productive and service sector
- 3 Construction of roads and other construction work
- 4 Purchase of vehicles

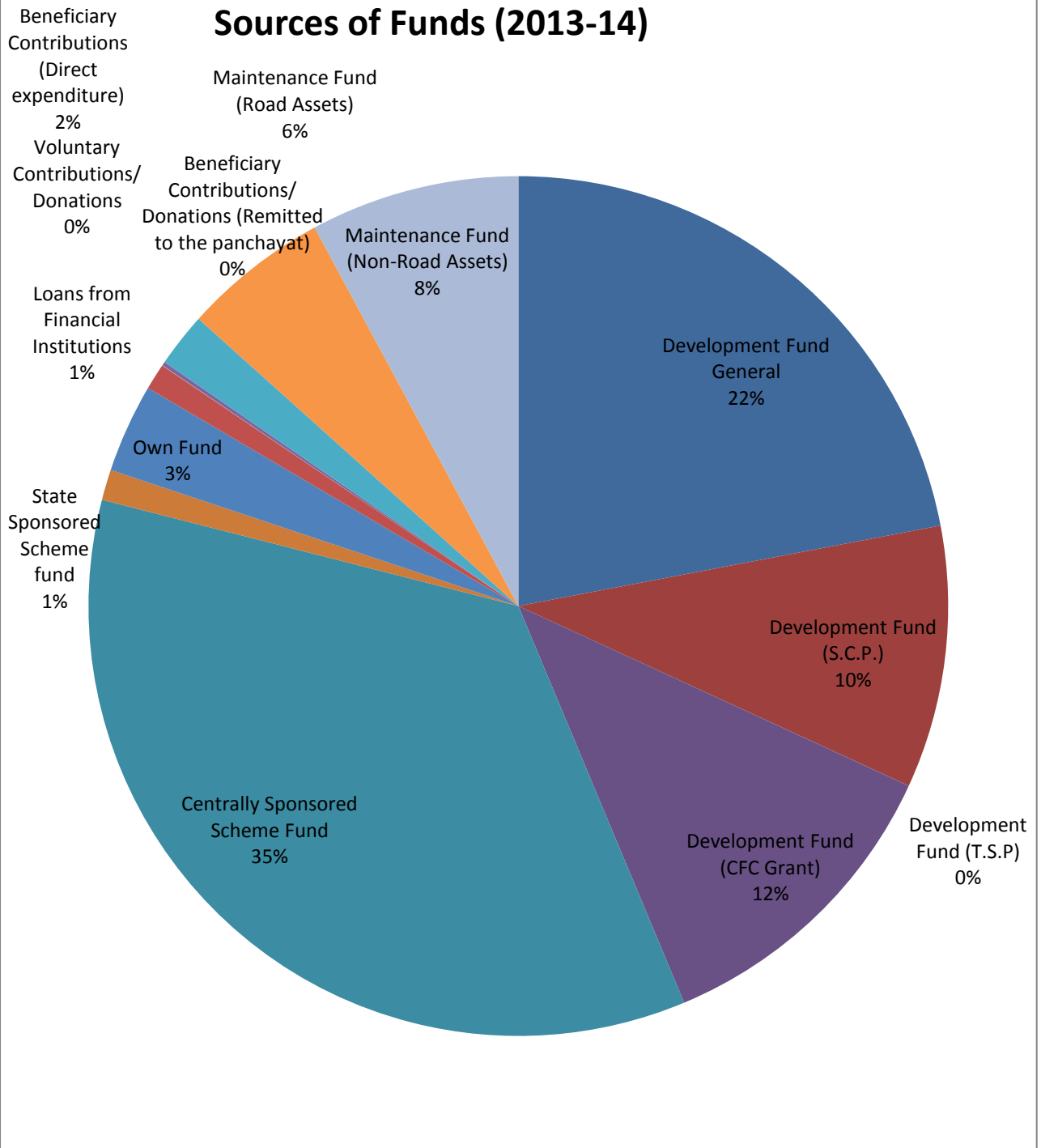
Source: Sulekha (IKM) and Habeesh Cheeramveetil, Decentralized Planning Department, KSPB

Trivandrum Corporation data on Plan Outlay (DPC approved) and Expenditure
For past 3 years⁸

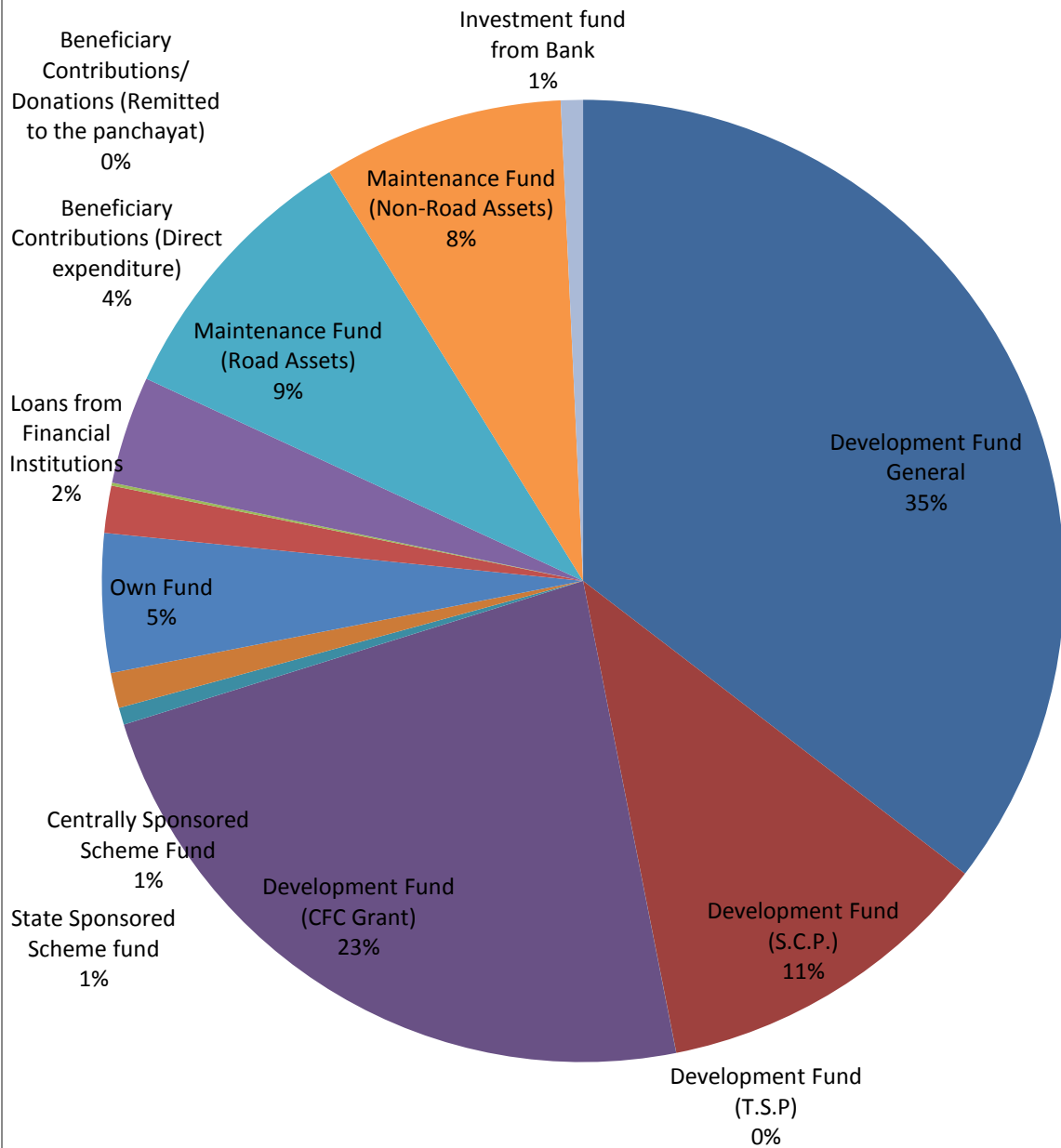


⁸ Source: Compiled from Sulekha (IKM) figures.
 Percentages in pie charts are in whole number for convenience
 Amount is in lakhs (rupees)

Sources of Funds (2013-14)

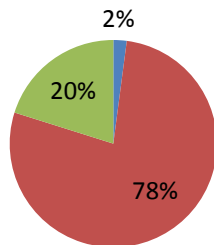


Sources of funds (2014-15)



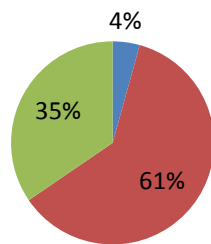
Share of Productive, Service and Infrastructure in plan outlay 2012-13

■ Productive ■ Service ■ Infrastructure



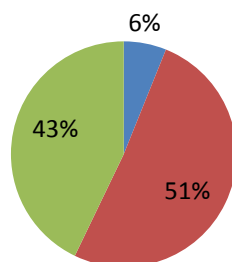
Share of Productive, Service and Infrastructure in plan outlay 2013-14

■ Productive ■ Service ■ Infrastructure

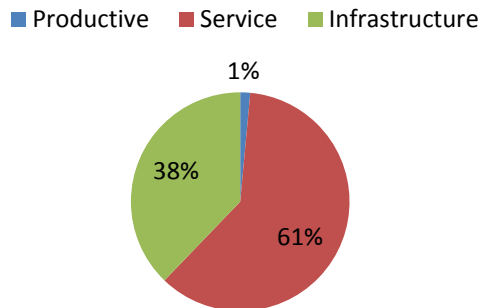


Share of Productive, Service and Infrastructure in plan outlay 2014-15

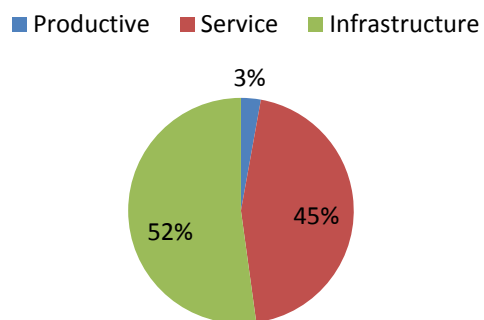
■ Productive ■ Service ■ Infrastructure



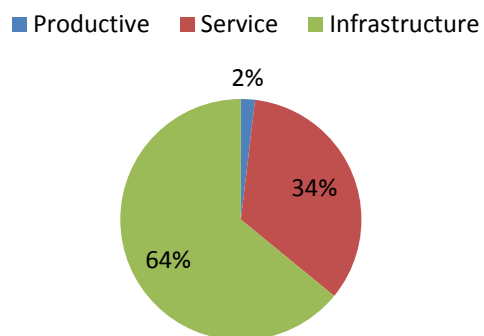
Share of Productive, Service and Infrastructure in expenditure 2012-13



Share of Productive, Service and Infrastructure in expenditure 2014-15



Share of Productive, Service and Infrastructure in expenditure 2013-14



Percentage share of expenditure to DPC approved plan (broad sector) outlay

Year	Productive	Service	Infrastructure	Total Expenditure/ DPC Plan
2012-13	19.983	21.998	52.872	28.17708
2013-14	16.558696	21.104222	70.33701	37.91316
2014-15	18.633937	35.4148	48.89169	40.16631

Plan Outlay

2012-13

Trivandrum Corporation

Source of fund

Value Percentage

Development Fund General
Development Fund (S.C.P.)

4982.86	13.455
3075.62	8.305

Development Fund (T.S.P)

0.85	0.002
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Development Fund (CFC Grant)

3052.12	8.242
---------	-------

Centrally Sponsored Scheme Fund
State Sponsored Scheme fund

20548	55.486
424.08	1.145

Own Fund

900.53	2.432
--------	-------

Loans from Financial Institutions

260.1	0.702
-------	-------

Voluntary Contributions/ Donations
Beneficiary Contributions/ Donations (Remitted
to the panchayat)

4.08	0.011
58.5	0.158

Beneficiary Contributions (Direct expenditure)

468.47	1.265
--------	-------

Maintenance Fund (Road Assets)

1715.06	4.631
---------	-------

Maintenance Fund (Non-Road Assets)

1339.77	3.618
---------	-------

Development Fund (Road renovation additional
fund

202.68	0.547
--------	-------

Total

37032.41	100
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Sources of funds with zero contribution

Externally Aided Projects

Reimbursement of NABARD assistance

MLA Fund

M.P. Fund

Investment fund from Bank

Development Fund (KLGSDDB Grant)

Development Fund (Special Grant)

Loans from Cooperative institutions

Sources of funds allocated to broad sectors (Productive, Service and Infra)

	Productive	Services	Infra	Total
Development Fund General	162.56	2523.28	2297.01	4982.85
Development Fund (S.C.P.)	56.99	1970.87	1047.75	3075.61
Development Fund (T.S.P)	0	0.85	0	0.85
Development Fund (CFC Grant)	39.19	2382.91	630.02	3052.12
Centrally Sponsored Scheme Fund	0	20547.69	0	20547.69
State Sponsored Scheme fund	25	399.08	0	424.08
Own Fund	36.65	160.07	703.81	900.53
Loans from Financial Institutions	260.1	0	0	260.1
Voluntary Contributions/ Donations	0	4.08	0	4.08
Beneficiary Contributions/ Donations (Remitted to the panchayat)	20.48	38.02	0	58.5
Beneficiary Contributions (Direct expenditure)	141.65	326.82	0	468.47
Maintenance Fund (Road Assets)	0	2.35	1712.71	1715.06
Maintenance Fund (Non-Road Assets)	26.4	445.34	868.04	1339.78
Development Fund (Road renovation additional fund)	0	0	202.68	202.68
Total	769.02	28801.36	7462.02	37032

Percentage Share of sources in individual sector plan outlay

Productive	Services	Infrastructure
21.139	8.761	30.783
7.411	6.843	14.041
0.000	0.003	0.000
5.096	8.274	8.443
0.000	71.343	0.000
3.251	1.386	0.000
4.766	0.556	9.432
33.822	0.000	0.000
0.000	0.014	0.000
2.663	0.132	0.000
18.420	1.135	0.000
0.000	0.008	22.952
3.433	1.546	11.633
0.000	0.000	2.716
100.000	100.000	100.000

2013-14

Trivandrum Corporation

Source of Fund	Value	Percentage
Development Fund General	7233.64	22.001
Development Fund (S.C.P.)	3243.63	9.866
Development Fund (T.S.P)	0.85	0.003
Development Fund (CFC Grant)	3888.77	11.828
Centrally Sponsored Scheme Fund	11599.22	35.279
State Sponsored Scheme fund	378.81	1.152
Own Fund	1097.32	3.338
Loans from Financial Institutions	323.4	0.984
Voluntary Contributions/ Donations	4.08	0.012
Beneficiary Contributions/ Donations (Remitted to the panchayat)	47.39	0.144
Beneficiary Contributions (Direct expenditure)	669.78	2.037
Maintenance Fund (Road Assets)	1807	5.496
Maintenance Fund (Non-Road Assets)	2584.35	7.860
Total	32878.24	100

Sources of funds with zero contribution

Development Fund (Road renovation additional fund)

Externally Aided Projects

Reimbursement of NABARD assistance

MLA Fund

M.P. Fund

Investment fund from Bank

Development Fund (KLGSDDB Grant)
 Development Fund (Special Grant)
 Loans from Cooperative institutions

Sources of funds allocated to broad sectors (Productive, Services and Infra)

	Productive	Services	Infra	Total
Development Fund General	398.4	2690.74	4144.51	7233.65
Development Fund (S.C.P.)	33.93	1182.25	2027.45	3243.63
Development Fund (T.S.P)	0	0.85	0	0.85
Development Fund (CFC Grant)	309.92	2244.59	1334.27	3888.78
Centrally Sponsored Scheme Fund	0	11599.22	0	11599.22
State Sponsored Scheme fund	5	373.81	0	378.81
Own Fund	36.03	242.33	818.97	1097.33
Loans from Financial Institutions	323.4	0	0	323.4
Voluntary Contributions/ Donations	0	4.08	0	4.08
Beneficiary Contributions/ Donations (Remitted to the panchayat)	47.39	0	0	47.39
Beneficiary Contributions (Direct expenditure)	203.09	466.7	0	669.79
Maintenance Fund (Road Assets)	0	2.35	2582	2584.35
Maintenance Fund (Non-Road Assets)	58.37	1299.93	448.7	1807
Total	1415.53	20106.85	11355.9	32878

Percentage Share of sources in
individual sector plan outlay

Productive	Services	Infrastructure
28.145	13.382	36.497
2.397	5.880	17.854
0.000	0.004	0.000
21.894	11.163	11.750
0.000	57.688	0.000
0.353	1.859	0.000
2.545	1.205	7.212
22.847	0.000	0.000
0.000	0.020	0.000
3.348	0.000	0.000
14.347	2.321	0.000
0.000	0.012	22.737
4.124	6.465	3.951
100.000	100.000	100.000

2014-15

Trivandrum Corporation

Source of fund	Value	Percentage
Development Fund General	10158.6	35.412
Development Fund (S.C.P.)	3294.14	11.483
Development Fund (T.S.P)	0.85	0.003
Development Fund (CFC Grant)	6676.44	23.274
Centrally Sponsored Scheme Fund	165	0.575
State Sponsored Scheme fund	339.81	1.185
Own Fund	1337.39	4.662
Loans from Financial Institutions	454.2	1.583
Beneficiary Contributions/ Donations (Remitted to panchayat)	28.38	0.099
Beneficiary Contributions (Direct expenditure)	1040.62	3.628
Maintenance Fund (Road Assets)	2657.65	9.264
Maintenance Fund (Non-Road Assets)	2320.5	8.089
Investment fund from Bank	213.28	0.743
Total	28686.86	100.000

Sources of funds with zero contribution

Development Fund (Road renovation additional fund

Externally Aided Projects

Reimbursement of NABARD assistance

MLA Fund

M.P. Fund

Voluntary Contributions/ Donations

Development Fund (KLGSDDB Grant)

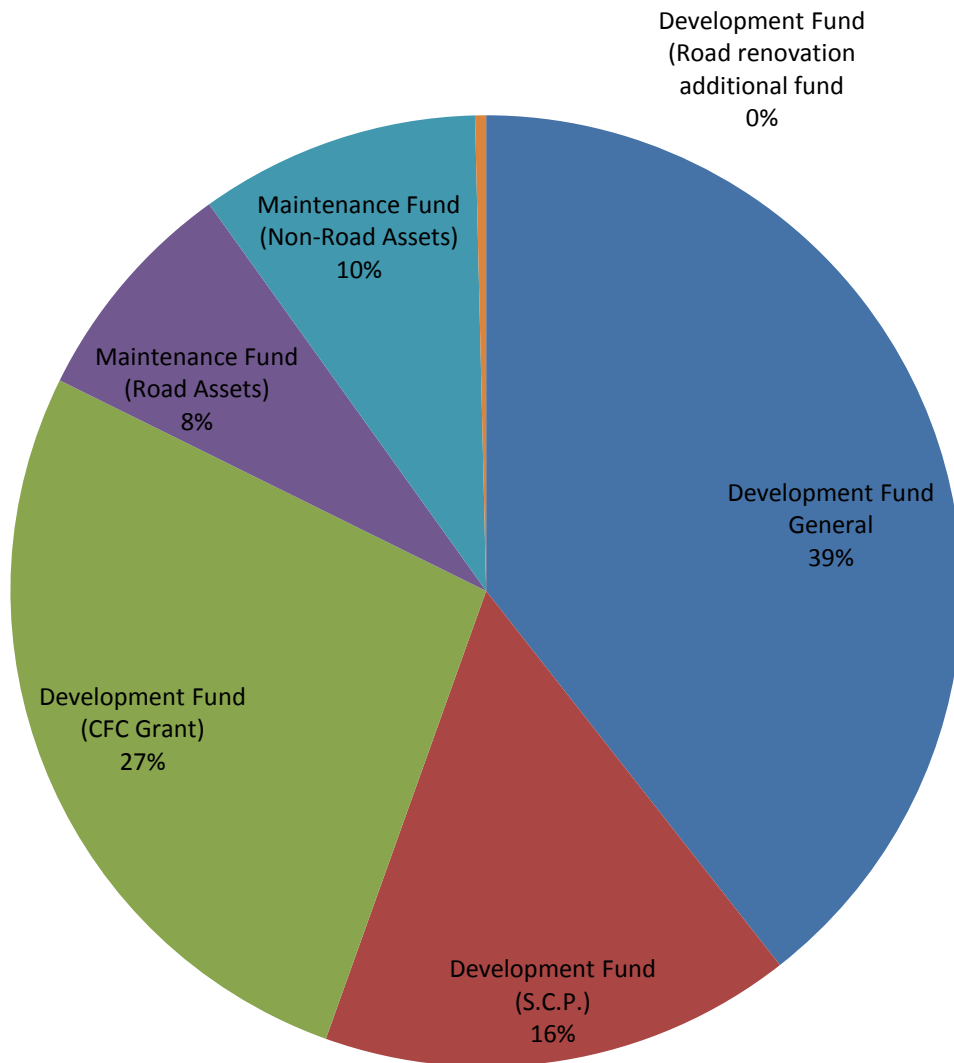
Development Fund (Special Grant)

	Productive	Services	Infra	Total
Development Fund General	508.23	6246.85	3403.52	10158.6
Development Fund (S.C.P.)	77.75	2337.76	878.62	3294.13
Development Fund (T.S.P)	0	0.85	0	0.85
Development Fund (CFC Grant)	248.55	2677.86	3750.04	6676.45
Centrally Sponsored Scheme Fund	0	165	0	165
State Sponsored Scheme fund	0	339.81	0	339.81
Own Fund	31.57	209.2	1096.62	1337.39
Loans from Financial Institutions	454.2	0	0	454.2
Beneficiary Contributions/ Donations (Remitted to the panchayat)	28.38	0	0	28.38
Beneficiary Contributions (Direct expenditure)	277.24	763.38	0	1040.62
Maintenance Fund (Road Assets)	0	7	2650.65	2657.65
Maintenance Fund (Non-Road Assets)	125.84	1678.86	515.8	2320.5
Investment fund from Bank	0	213.28	0	213.28
Total	1751.76	14639.85	12295.25	28686.86

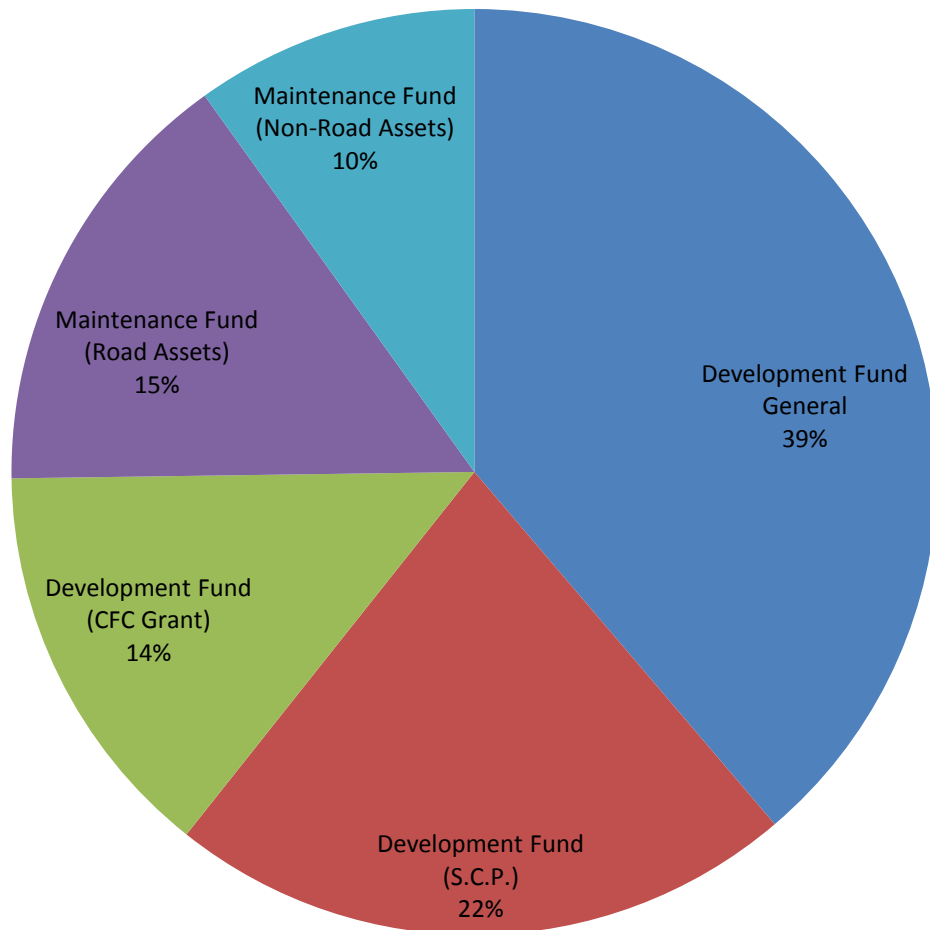
Percentage Share of sources in individual sector plan outlay

Productive	Services	Infrastructure
29.013	42.670	27.682
4.438	15.968	7.146
0.000	0.006	0.000
14.189	18.292	30.500
0.000	1.127	0.000
0.000	2.321	0.000
1.802	1.429	8.919
25.928	0.000	0.000
1.620	0.000	0.000
15.826	5.214	0.000
0.000	0.048	21.558
7.184	11.468	4.195
0.000	1.457	0.000
100.000	100.000	100.000

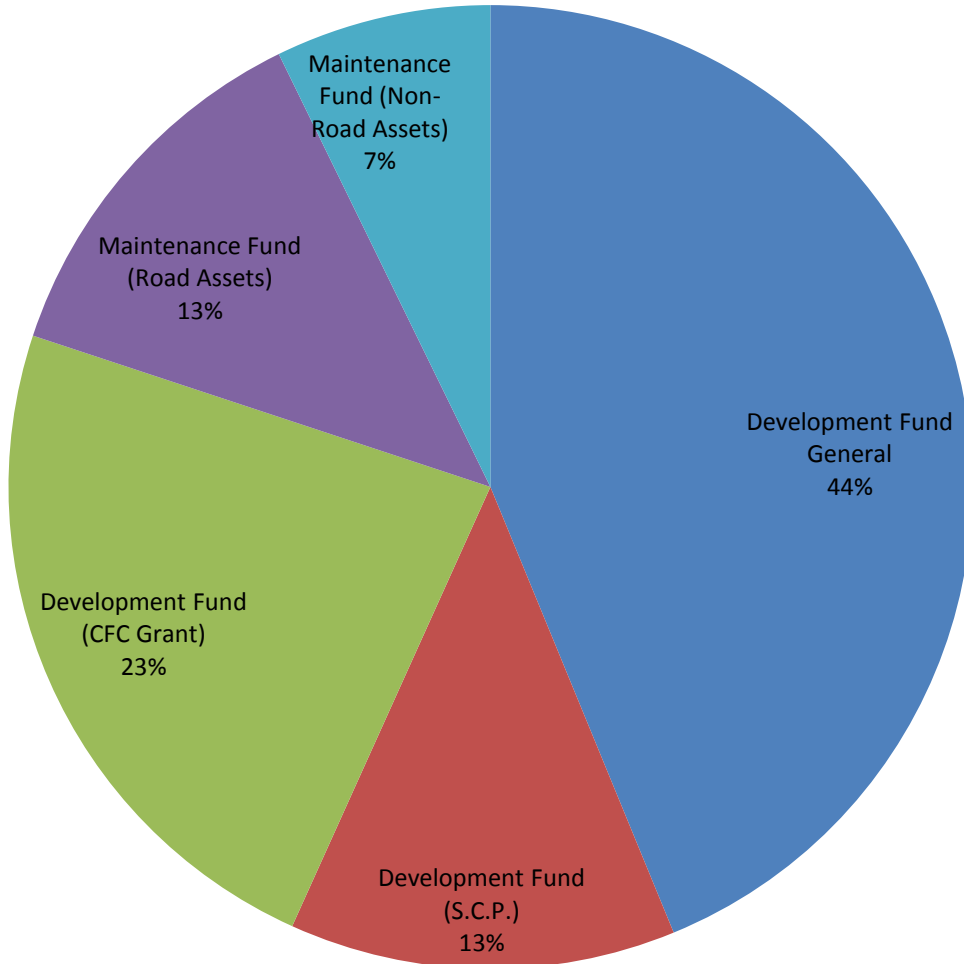
Expenditure according to sources of funds 2012-13



Expenditure according to sources of funds (2013-14)



Expenditure according to sources of funds (2014-15)



EXPENDITURE

2012-13

Trivandrum Corporation

Source of fund	Value	Percentage
Development Fund General	4111.73	39.405
Development Fund (S.C.P.)	1676.47	16.066
Development Fund (CFC Grant)	2799.61	26.830
Maintenance Fund (Road Assets)	814.51	7.806
Maintenance Fund (Non-Road Assets)	993.43	9.520
Development Fund (Road renovation additional fund)	38.91	0.373
Total	10434.66	100.000

Sources of funds with zero contribution

Externally Aided Projects
Reimbursement of NABARD assistance

MLA Fund
M.P. Fund
Investment fund from Bank
Development Fund (KLGSDDB Grant)
Development Fund (Special Grant)
Loans from Cooperative institutions
Development Fund General
Development Fund (S.C.P.)

Development Fund (T.S.P)

Development Fund (CFC Grant)
Centrally Sponsored Scheme Fund

State Sponsored Scheme fund
Own Fund

Loans from Financial Institutions
 Voluntary Contributions/ Donations
 Beneficiary Contributions/ Donations (Remitted to the panchayat)
 Beneficiary Contributions (Direct expenditure)

Expenditure to Sources of funds allocated to broad sectors (Productive, Service and Infra)

	Productive	Services	Infra	Total
Development Fund General	114.21	2431.49	1566.03	4111.73
Development Fund (S.C.P.)	1.49	1365.02	309.96	1676.47
Development Fund (CFC Grant)	28.05	2312.75	458.81	2799.61
Maintenance Fund (Road Assets)	0	0	814.51	814.51
Maintenance Fund (Non-Road Assets)	9.92	226.38	757.12	993.42
Development Fund (Road renovation additional fund)	0	0	38.91	38.91
Total	153.67	6335.64	3945.34	10435

Percentage Share of sources in individual sector expenditure

	Productive	Services	Infrastructure
	74.322	38.378	39.693
	0.970	21.545	7.856
	18.253	36.504	11.629
	0.000	0.000	20.645
	6.455	3.573	19.190
	0.000	0.000	0.986
	100.000	100.000	100.000

2013-14

Trivandrum Corporation

Source of fund	Value	Percentage
Development Fund General	4831.89	38.763
Development Fund (S.C.P.)	2732.54	21.921
Development Fund (CFC Grant)	1757.03	14.096
Maintenance Fund (Road Assets)	1909.57	15.319
Maintenance Fund (Non-Road Assets)	1234.15	9.901
Total	12465.18	100.000

Sources of funds with zero contribution

Externally Aided Projects
Reimbursement of NABARD assistance

MLA Fund
M.P. Fund
Investment fund from Bank
Development Fund (KLGSDDB Grant)
Development Fund (Special Grant)
Loans from Cooperative institutions
Development Fund General
Development Fund (S.C.P.)
Development Fund (T.S.P)

Development Fund (CFC Grant)
Centrally Sponsored Scheme Fund

State Sponsored Scheme fund
Own Fund

Loans from Financial Institutions
Voluntary Contributions/ Donations

Beneficiary Contributions/ Donations (Remitted to the panchayat)
 Beneficiary Contributions (Direct expenditure)
 Development Fund (Road renovation additional fund)

Expenditure to Sources of funds allocated to broad sectors (Productive, Service and Infra)

	Productive	Services	Infra	Total
Development Fund General	155.69	1516.25	3159.95	4831.89
Development Fund (S.C.P.)	1.65	992.81	1738.08	2732.54
Development Fund (CFC Grant)	43.35	825.53	888.15	1757.03
Maintenance Fund (Road Assets)	0	2	1907.57	1909.57
Maintenance Fund (Non-Road Assets)	33.69	906.81	293.65	1234.15
Total	234.38	4243.4	7987.4	12465.18

Percentage Share of sources in individual sector expenditure

	Productive	Services	Infrastructure
	66.426	35.732	39.562
	0.704	23.397	21.760
	18.496	19.454	11.119
	0.000	0.047	23.882
	14.374	21.370	3.676
	100.000	100.000	100.000

2014-15

Trivandrum Corporation

Source of fund	Value	Percentage
Development Fund General	5045.46	43.788
Development Fund (S.C.P.)	1493.14	12.959
Development Fund (CFC Grant)	2689.09	23.338
Maintenance Fund (Road Assets)	1460.87	12.678
Maintenance Fund (Non-Road Assets)	833.88	7.237
Total	11522.44	100.000

Sources of funds with zero contribution

Externally Aided Projects
Reimbursement of NABARD assistance
MLA Fund
M.P. Fund

Investment fund from Bank

Development Fund (KLGSDDB Grant)
Development Fund (Special Grant)

Loans from Cooperative institutions
Development Fund General

Development Fund (S.C.P.)
Development Fund (T.S.P)
Development Fund (CFC Grant)
Centrally Sponsored Scheme Fund
State Sponsored Scheme fund
Own Fund

Loans from Financial Institutions

Voluntary Contributions/ Donations

Beneficiary Contributions/ Donations (Remitted to the panchayat)

Beneficiary Contributions (Direct expenditure)

Dev. Fund (Road renovation additional fund)

Expenditure to Sources of funds allocated to broad sectors (Productive, Service and Infra)

	Productive	Services	Infra	Total
Development Fund General	217.58	3050.78	1777.09	5045.45
Development Fund (S.C.P.)	3.4	1004.27	485.48	1493.15
Development Fund (CFC Grant)	51.93	590.52	2046.63	2689.08
Maintenance Fund (Road Assets)	0	6.48	1454.39	1460.87
Maintenance Fund (Non-Road Assets)	53.5	532.62	247.76	833.88
Total	326.41	5184.67	6011.35	11522.4

Percentage Share of sources in individual sector expenditure

Productive	Services	Infrastructure
66.658	58.842	29.562
1.042	19.370	8.076
15.909	11.390	34.046
0.000	0.125	24.194
16.390	10.273	4.122
100.000	100.000	100.000

Plan Outlay (DPC approved) and corresponding expenditure

Plan

2012-13	<i>Sector</i>	Productive	Service	Infrastructure	Total
	<i>Value</i>	769.01	28801.37	7462.02	37032.4
	<i>Percentage</i>	2.077	77.773	20.150	100.000

2013-14	<i>Sector</i>	Productive	Service	Infrastructure	Total
	<i>Value</i>	1415.51	20106.83	11355.9	32878.24
	<i>Percentage</i>	4.30531	61.15543	34.53926	100

2014-15	<i>Sector</i>	Productive	Service	Infrastructure	Total
	<i>Value</i>	1751.75	14639.84	12295.26	28686.85
	<i>Percentage</i>	6.106456	51.03328	42.86027	100

Expenditure

2012-13

<i>Sector</i>	Productive	Service	Infrastructure	Total
<i>Value</i>	153.67	6335.64	3945.34	10434.65
<i>Percentage</i>	1.473	60.717	37.810	100.000

2013-14

<i>Sector</i>	Productive	Service	Infrastructure	Total
<i>Value</i>	234.39	4243.39	7987.4	12465.18
<i>Percentage</i>	1.880	34.042	64.078	100.000

2014-15

<i>Sector</i>	Productive	Service	Infrastructure	Total
<i>Value</i>	326.42	5184.67	6011.36	11522.45
<i>Percentage</i>	2.833	44.996	52.171	100.000