

ISSN 2319-930X

# KILA Journal of Local Governance

Vol.1 - No.1

January – June 2013

---

Second Generation Challenges in Decentralisation: Learnings From Kerala

---

Justice at the Grassroots: A Distant Dream

---

Democratic Decentralisation in India: Retrospect and Prospect

---

Continuity and Change: 12<sup>th</sup> Five Year Plan of Local Government in Kerala

---

Documentation of Best Practices: Towards a Framework for Expanding Local Governance

---

Grassroots Planning Towards Institutionalisation: A Case Study of Madhya Pradesh

---

A Fresh Look at Urbanisation in Kerala: Idea for Town Panchayats

---

Involving Youth in Local Governance

---

Decentralisation: Historical Construct and Contemporary Discourse in North East India

---



The Bi-annual of Kerala Institute of Local Administration

**KILA Journal of Local Governance**  
Vol.1 - No.1; Jan-June 2013

### ***Editorial Board***

Chief Editor

**Dr. P.P. Balan**  
Director, KILA

Editor

**Dr. J.B. Rajan**  
Assistant Professor, KILA

Members

**Dr. Sunny George**  
Associate Professor, KILA

**Dr. Peter M. Raj**  
Associate Professor,  
CRC, KILA-UNICEF

Views expressed in articles are personal opinion of the contributors and are in no sense official; neither KILA nor the Editor is responsible for them

### ***Editorial***

In the changed circumstances more and more countries are opting for democratic decentralisation . Nations are coming forward for tackling issues locally with peoples' participation. This is the best solution for poverty reduction and local economic development. There is a search for role models. Such replicative models can be put into practice, if dissemination of information is done properly and effectively . A journal exclusively focusing on local governance can play vital role in this regard.

We are happy to bring out KILA Journal of Local Governance; as a platform for policy makers, academicians, research Scholars, professionals and extension workers for sharing information on theoretical and empirical nature on all areas of local governance. We hope this biannual will enrich the discourse on local governance based on thoughts, research findings, innovations and success stories.

***Chief Editor***



**Kerala Institute of Local Administration**

Mulamkunnathukavu, Thrissur - Kerala - 680 581

Phone:Office-0487-2201768, 2200244,

Director:2201312; Fax:0487-2201062

e-mail: [kila@md2.vsnl.net.in](mailto:kila@md2.vsnl.net.in); website: [www.kilaonline.org](http://www.kilaonline.org)

## Contents

<b>Second Generation Challenges in Decentralisation: Learnings From Kerala</b>	- S.M Vijayanand IAS
<b>Justice at the Grassroots: A Distant Dream</b>	- Dr. P.P Balan
<b>Democratic Decentralisation in India: Retrospect and Prospect</b>	- Dr. Sunny George
<b>Continuity and Change: 12<sup>th</sup> Five Year Plan of Local Government in Kerala</b>	- Dr. J.B Rajan
<b>Documentation of Best Practices: Towards a Framework for Expanding Local Governance</b>	- Dr. Peter M.Raj
<b>Grassroots Planning Towards Institutionalisation: A Case Study of Madhya Pradesh</b>	- Yohesh Maher & Dr. Ram Gopal Sigh
<b>A Fresh Look at Urbanisation in Kerala: Idea for Town Panchayats</b>	- Yacoub Zachariah Kuruvilla
<b>Involving Youth in Local Governance</b>	- Nayakara Veerasha
<b>Decentralisation: Historical Construct and Contemporary Discourse in Nort East India</b>	- Dr. Jayanta Krishna & Sarmah

**Second Generation Challenges  
in Decentralization:  
Learnings from Kerala**

*After the passage of the 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Constitution, Kerala carried out pioneering reforms and set out on the path of rapid and wide ranging decentralization. Fifteen years of decentralization in Kerala has resulted in substantial achievements even while throwing up major challenges that call for immediate intervention. This paper, based on the learnings from Kerala, provides a vivid account of second generation challenges in decentralization.*

**S.M.Vijayanand. IAS\***

---

\*Additional Secretary, Dept. of Rural Development Ministry of Rural Development,  
Government of India, Krishi Bhavan, New Delhi-110001  
Ph: 011-23389432; email: asrd-dord@nic.in

## **1. Introduction**

Kerala followed a big bang approach to decentralization of functions, powers and resources to Local Governments and reverse to conventional sequence by creating systems, building capacity and structuring accounting mechanism after the transfer. Yet it followed the classical principles of democratic decentralization and followed it up with consistent and sincere policy responsibilities cutting across governments. Now after more than one and a half decade the State is facing second generation challenges that are summed up in this paper.

## **2. Learnings from Kerala**

Fifteen years of decentralization in Kerala has resulted in substantial achievements even while throwing up major challenges. By all indications, decentralization is here to stay. To ensure that its full potential is realized, certain important actions have to be taken without delay on institutionalization.

### **2.1. Responsibility Mapping**

While the State was able to achieve a neat division of responsibilities between the State Government and the Local Governments and among the Local Governments in almost all the sectors especially infrastructure and public services, it is now facing the challenge of deciding precisely the role of different levels of Local Government in human development and economic development. Similarly horizontal and vertical integration need to be fine tuned. Joint action for environment related functions is also an issue to be dealt with.

### **2.2. Work and Worker Together**

The State transferred staff to Local Governments on the principle of “work and worker going together”. It succeeded in ensuring full functional control of Local Governments over the transferred staff. The second generation challenges relate to the management of professionals and professional institutions by Local Governments. Similarly, ensuring technical supervision and quality assurance without administrative interference is proving to be another challenge. Another interesting issue is that with the break up of the administrative hierarchy there seems to have happened a weakening of capacity of staff especially at the cutting edge level.

### **2.3. Fiscal Decentralisation**

The fiscal decentralization of Kerala is a model with considerable own revenue sources and huge transfers. The State follows a transparent equitable and predictable devolution, with very high degrees of freedom in the use of the resources. But the challenges include dealing with the paradox of high contribution mobilization and relatively lower tax mobilization by Local Government, and redefining fiscal responsibilities to Local Governments by balancing the principles of prudence and accountability with flexibility, autonomy and deciding a natural fiscal domain for local governments.

### **2.4. Administrative Framework**

The administrative frame work is quite strong. But the existing administrative systems are attuned to centralized governance and there a need to develop new system for office management, procurement, financial management, MIS etc., which are appropriate to the local government context. Similarly strengthening the regulatory capacity of local governments is also an issue to be addressed.

### **2.5. Participatory Planning Methodology**

The State has developed a vigorous and practical participatory planning methodology which has been validated nationally. The challenges in this area include moving on to data-based analysis at the local level, planning for longer period, integrating local government plan into a district plan, planning for improving service delivery and bringing in community based monitoring and result based monitoring of local government plan.

### **2.6. Accountability Mechanism**

State has structured several formal accountability mechanisms along with social accountability measures. It has three forms of audit and two unique accountability institutions exclusively for Local Governments – Ombudsman and Appellate Tribunal. Now the time for moving on to value for money audit, simple double entry accounting and bringing in new measures of accountability like social audit proactive disclosure, citizen core card, community based monitoring, independent performs assessment and rating and third party quality assurance has come.

## **2.7. Support System**

The State has put in place an excellent support system for its local governments with Kerala Institute of Local Administration (KILA) as a training institute, a highly rated State Poverty Eradication Mission, a set of accredited NGOs who could be approached by local governments for carrying out selected public works, active Local Government Association and a State Development Council. Now the challenges include, focusing on skills and attitudes in capacity building more than knowledge, stocking media and academia interest in decentralized governance, liking academic and R&D institutions with Local Governments and diffusing the tension between local governments and NGOs and bringing about fruitful working relationship.

## **3. Conclusion**

Nothing is *ipsofacto or persay*. There is need for continuous redesigning and refining of policies, procedures, processes and systems with focus on good governance. All this has to be achieved without affecting the autonomy and flexibility of local governance. The journey from “Swaraj” to “Su-raj” is arduous, consuming a lot of effort, resources and time. Yet it is a full feeling and rewarding challenge.

## Justice at the Grassroots: A Distant Dream

*The equality before law enshrined in the Constitution is not reflected in the real world. There are many factors that hinder access to justice, leading to mushrooming of parallel systems of justice based on availability (access) rather than quality (substance). Democratization of justice by making use of the potential of Panchayati Raj system may resolve the issue to some extent. In this context, author explores the potentials and possibilities of NyayaPanchayats by critically comparing Gram Nyayalayas Act and NyayaPanchayat Bill.*

**Dr. P.P. Balan\***

---

\*Director, Kerala Institute of Local Administration (KILA), Thrissur, Kerala-680581.

Ph: 9446521312; email: balanpp25@gmail.com

## **1. Introduction**

Article 39A of the Indian Constitution says that the State shall create a legal system which promotes justice on a basis of equal opportunity, and shall in particular, provide free legal aid, by suitable legislation or schemes or in any other way, to ensure that opportunities for securing justice are not denied to any citizen by reason of economic or other disability. Although such statements sound good on paper, the ground realities are quite the opposite. The lack of information is the main hindrance in securing 'access to justice'. A field research that was conducted as part of the legal literacy training under the National Legal Literacy Mission in the States of Uttarakhand, Chhattisgarh and Jharkhand revealed this crucial fact.

## **2. Hindrances in Access to Justice**

The problem of inaccess to justice encompasses absence of knowledge as to one's rights; where to go in case of violation of a right and what to do in order to get redressal. The problem is further aggravated by one's incapacity to understand legal jargon. The high cost involved in the legal procedure, which keeps the aggrieved away from the formal court set-up is also another matter of concern. The cost involves payment to lawyers, court fees, etc. These costs disallow the aggrieved even to initiate the legal proceedings let alone carry it through. In addition to direct costs involved, there are other auxiliary costs such as travelling from the place of residence to court, sundry paper work, cost of travel of witnesses etc. The supposed beneficiaries of the justice system stand in queues for hours and get robbed of their hard earned money by the experts (Bandyopadhyay.D., 2005). For them seeking recourse through a formal justice system is a nightmarish experience. The widespread corruption prevailing in the judicial system is another matter of concern. Corruption puts an additional economic burden on those who seek justice. Legal complexities of the system are another hindrance. The procedure in courts is extremely complex, which only lawyers can understand. The common man standing in court finds himself distanced from the entire process. The complexities not only exclude the common man from the courts but also compel him to pay the lawyers. Therefore the outcome of a case depends on procedure rather than substance. This distancing of the common man from the 'temples of justice' is ingrained not only in the court formalities but also in the dress code and architecture of the courts. The unwanted delay in getting justice is also creating problems. The constantly

increasing number of cases<sup>1</sup> has led to delay in disposal of cases thereby denying the citizen's access to justice. The geographical factor also creates a problem. In India the courts are usually located in the district headquarters. Considering the size of a district it is very difficult for villagers to reach the district headquarters for dispute resolution. These geographical problems are of vital importance, as the travelling cost and other needs recur time and again till the end of legal process. The life in cities is very different from villages and it can be emotionally taxing for a person from a village in an unfamiliar environment.

In addition to the above, denial of access to justice has led to mushrooming of parallel systems of justice, such as religious courts, caste Panchayats, revolutionary councils, etc. Rural/poor people's preference for using such non-state (at times even anti-state) systems, reflect more a weakness of the formal justice system and not necessarily satisfaction with the informal justice systems. It is a choice based on "availability" (access) rather than "quality" (substance). The non-state informal systems have their problems of accessibility, impartiality, independence and accountability. As with the formal system, poverty and powerlessness limit access to such system. It is imbued with social norms and values of the dominant patriarchal culture which perpetuate discrimination against women, backward, marginalized, minority groups and the poor.

### **3. Democratization of Justice**

Nobody can deny the fact that democratization of the justice system should start at the grass roots level through transforming and sensitizing existing dispute settlement mechanisms to human rights and constitutional values and linking them with the formal justice system. This will interface well with the process of democratic decentralization that is presently on in the country through the PanchayatiRaj Institutions (PRIs). Justice is critical to any poverty reduction agenda and economic growth. A functioning justice system is not only a mark of development but also a factor of development. Thus, access to justice is not only central to the realization of constitutionally guaranteed rights, but also to broader goals of development and poverty reduction and urgently needs acceptance as a development indicator. (RLEK, 2008)

This age-old institution has found new vigor with the introduction of the 73<sup>rd</sup> Constitutional Amendment Act (CAA). Strengthening of Panchayats

and empowering people at the grass-roots to resolve their disputes amicably would solve many of the problems that are faced by conventional justice dispensation machinery in its attempts to percolate to the lowest levels. This would provide a solution to the problems of access to those living in remote regions too.

Regrettably, the CAA, which was intended to usher in the era of *GramSwaraj*, actually led to confusion and provided most States with an excuse to abandon the *NyayaPanchayats*. The CAAempowered the State Legislature to devolve power and authority on 29 subjects (as mentioned in the Eleventh Schedule and Article 243G) to enable the Panchayats to function as institutions of self-government. However, 'dispensation of justice' by the Panchayats did not find mention in the list. Thus, it was not only the weakness of these institutions but more so the lack of political will and state support that stood as an impediment in the development of justice delivery institutions at the grass roots level. New people's courts or tribunals, not merely procedural alterations, are envisaged in Article 39A to ensure a new legal system which is operationally geared to social justice and elimination of all disabilities of the masses in getting real, remedial justice.

Self-government envisaged by the Constitution must include judicial powers too and that is the rationale for *NyayaPanchayats* which implies judicial decentralization at the people's level. Andhra Pradesh, Maharashtra, Karnataka, Kerala and West Bengal have not made legal provisions for *NyayaPanchayats* in the State Acts. But where laws are enacted, as in Bihar, Gujarat, Haryana, Himachal Pradesh, Manipur, Mizoram, Punjab, Uttar Pradesh, Rajasthan, Sikkim, Madhya Pradesh and Orissa, *NyayaPanchayats* are, for the most part, not functional. The present scenario seems to be that neither the judicial functions are properly enforced nor have *NyayaPanchayats* established themselves as effective instruments for settlement of disputes. It is interesting to note that Kerala has not included any judicial provision in the Kerala Panchayat Raj Act, 1994. However there are cases of *NeetiMelas* (legal aid camps) conducted by the Panchayats and have resolved local issues. Some Panchayats have moved ahead and attained the level of litigation free Panchayats.

Generally it is observed that in a few states where *NyayaPanchayats* have performed better, their potential has not been fully exploited. But there is no uniformity among the states on its functions. Most of the *NyayaPanchayats*

were formed through a system of nomination or a combination of election with nomination. The nomination by District Magistrate who would act on the recommendation of lower functionaries would lead to influential persons being nominated to serve on NyayaPanchayats. This has degenerated into a mechanical endorsement of untrustworthy suggestions by the officials. It is to be noted that the working of NyayaPanchayats suffered because the lay members were subjected to influences and pressures. These judicial institutions represent the secular, equalitarian and modernistic legal ideology for assisting the desired social change.

#### 4. Gram Nyayalayas

The GramNyayalayas Act, 2008 has been enacted to provide for the establishment of the GramNyayalayas at the grass roots level for the purpose of providing access to justice to the citizens at their door steps. (Govt. of India, 2008). GramNyayalayas are aimed at providing inexpensive justice to people in rural areas. It shall be court of the first class Judicial Magistrate and its presiding officer (*Nyayadhikari*) shall be appointed by the state government in consultation with the high court. It shall be established for every Panchayat at intermediate level or a group of contiguous Panchayats at intermediate level in a district or where there is no Panchayat at intermediate level in any State, for a group of contiguous Panchayats. The Nyayadhikaris who will preside over these GramNyayalayas are strictly judicial officers and will be drawing the same salary, deriving the same powers as First Class Magistrates working under high courts.

The GramNyayalaya shall try criminal cases, civil suits, claims or disputes which are specified in the First and the Second Schedule of the Act. The setting up of GramNyayalayas will be an important measure to reduce arrears. There are as many as 2.6 crores of arrears and the GramNyayalayas are likely to reduce around 50 % of the pendency of cases in subordinate courts. Various reports and earlier drafts had different views on whether Nyayadhikaris should be lay persons or legally trained officers. The Bill specifies a law degree as minimum qualification. The Bill envisages over 6,000 Nyayadhikaris (Ministry of Law, 2007). In India; over 25 million cases were pending in district and subordinate courts at the end of 2006. The Law Commission's 114<sup>th</sup> report submitted in 1986 focused on GramNyayalayas and cited the high backlog of cases as an important factor leading to lack of access

to justice. The government drafted a Bill in 2005 which was reviewed by the National Advisory Council (NAC). The GramNyayalayas Bill, 2007, incorporates many of the recommendations of the NAC.(CPR, 2007)

GramNyayalaya has almost a formal character. The formality of the system can make it complicated. This also tends to be more expensive and its functions are not people centric. The proposed GramNyayalaya Bill, 2007 too does not address itself to the requirement of the rural populace. If constituted it would restrict access as compared to the NyayaPanchayats. The Bill is an expensive proposition as at least 2,000 new courts and 4,000 fresh judges - judicial magistrates first class and civil judges (junior division) – are required. Furthermore, the GramNyayalaya with a *Nyayadhikari* and lawyers representing the parties will possibly meet with the same fate of the formal system - delay, cost, technical complexities and ultimate alienation of the party from the process of justice - as the other ‘reformed’ and ‘streamlined’ specialized forums/tribunals/courts created to broaden access to justice. It is in this context that the institutionalization of NyayaPanchayats gains importance. Some states such as Karnataka and Madhya Pradesh have adopted pilot projects in some districts with a view to adjudicating cases in the rural sector speedily. Under the Karnataka model, which came into effect in April, 1993, special judicial magistrates adjudicate rural cases at the spot of the dispute, on holidays and beyond the regular court hours.

## **5. Nyaya Panchayat Bill**

Following the victory of the United Progressive Alliance in the 2004 General Elections, a new Ministry for PRI was formed. The ministry initiated several reforms for strengthening PRIs with the underlying principle of economic development and social justice. The National Advisory Council advised the Government of India to introduce legislation on Nyayapanchayat. On June 25, 2006 the Minister of Panchayati Raj, Mr.Mani Shankar Aiyar, announced the formation of a committee to prepare a NyayaPanchayat Draft Bill under the chairmanship of Professor UpendraBaxi. But the Ministry of Law and Justice has blocked the proposed NyayaPanchayat Bill, on the ground that it is against the constitutional provisions. The Ministry has objected to the fact that members of NyayaPanchayats, designated as an alternative dispute redressal mechanism at the grassroots level, do not have any legal or judicial background. It was felt that delegation of judicial powers to local elected

representatives could promote institutions like KhapPanchayats. The Ministry also pointed out that the constitution has provided for separation of judiciary from the executive. 'Judicial independence and separation of judiciary from other organs of the state is the basic feature of our Constitution. Article 50 provides for separation of judiciary from the executive, the Ministry contended (Ministry of Law, 2007). The objective of the proposed NyayaPanchayat Bill is to provide a sound institutionalised forum at the grassroots level for alternative dispute resolution through mediation and conciliation with community involvement.

The NyayaPanchayat Bill is a high priority legislation planned by the Panchayat Raj Ministry and the Law Ministry has raised objections to its clearance in the second time too. In 2007, during UPA-I, the Law Ministry had refused to give a go-ahead to the proposal (Deccan herald, 2010). However the GramaNyayalaya Bill was enacted in 2008. It provides for the establishment of nearly 5067 GramaNyayalayas or village courts across the country and a small number of GramNyayalayas have become operational from 2<sup>nd</sup> October 2009 onwards. The Act contains provisions which are likely to result in the unjust exclusion of the impoverished from just legal processes thereby restricting justice. It is to give force to constitutional values and ensures that such values infuse the content of the true aim of adjudication- justice. A statute that is created only for people residing in rural areas, with limited procedural guarantees, to adjudicate allegedly small claims- including those that implicate a litany of social welfare legislation concerning- minimum wages, civil rights, abolishing bonded labour, equal pay and protection from domestic violence, compromises the promises of our constitution. It makes a mockery of that which is most sacred to all law- that power, resources and the quantum of private gain will not determine the aims or means of the process of adjudication. The GramNyayalayas Act violates this essential foundation of adjudication. (Menaka Guruswamy and Aditya Singh, 2008).

At present there are more than 2.4 lacks Panchayati Raj Institutions in India (Ministry of Panchayati raj, 2006). If NyayaPanchayats are instituted at the level of each GramPanchayat can it be possible to deliver justice at the door step? Down the course of history, the NyayaPanchayat has sparingly provided access to justice through a process of participatory mode. The subject

of NyayaPanchayats however raises a number of pertinent questions which are to be tackled through discussions for a wider acceptability.

***References:***

- Bandyopadhyay.D,2005:NyayaPanchayats the Unfinished Task, Vol. XL No 51, Economic and Political Weekly.
- CPR (Centre for Policy Research), 2007: PRS Legislative Research, Legislative Brief, GN Bill, New Delhi.
- Deccan Herald,2010:Report English Daily, Bangalore, 26<sup>th</sup> June 2010.
- MenakaGuruswamy and Aditya Singh, 2010: ‘Accessing Injustice: The Gram Nyayalayas Act, 2008’, Economic & Political Weekly, Volume 45, No. 43, October 23-29.
- Ministry of Law, 2007: Government of India, Gram Nyayalayas Bill.
- Ministry of Law, 2007:NyayaPanchayat Bill is unconstitutional, Times of India, 8<sup>th</sup> July.
- Ministry of Panchayati Raj,2006: Government of India, The State of The Panchayats, A Mid-Term Review and Appraisal, Volume-I, 22<sup>nd</sup> November.
- RLEK (Rural litigation and Entitlement Kendra), 2008: Final Report of The Study to Review the Efficiency, Status of Implementation of NyayaPanchayats, Dehradun.

<sup>1</sup>Although there may not be any exact information regarding the number of such cases, a conservative estimate would be around 3.5 crores and this is the situation after establishing various fast track courts and tribunals for different matters taking away the jurisdiction of High Courts for the sake of prompt disposal and removing unbearable congestion in the regular courts.

## Democratic Decentralisation in India: Retrospect and Prospect

*Taking into account two decades of experience in democratic decentralisation in India, this paper reflects on the achievements and challenges in establishing good local governance in the country. Notable achievements include establishing sound institutional framework for local governments, placing people and representatives of people at the centre stage, delegating functions for promoting 'development as freedom', and beginning a platform for social mobilisation for poverty reduction. However, considering the traditional Indian system of good governance, in terms of 'niti' and 'nyaya', India has to go a long way. There exists a need for amending the Constitution of India for introducing a 'Local Self Government List', for providing minimum grant-in-aid to local governments, and for restructuring the District Planning Committees.*

**Sunny George\***

---

\*Associate Professor, KILA, Mulamkunnthukavu-PO, Thrissur, Kerala-680581.  
Ph: 09446606973; email: georgesgv@gmail.com

## 1. Introduction

Two decades after the historic 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment Act (CAA) in India, the local governments in the country, are yet to embrace good local governance. There are remarkable achievements and at the same time notable failures. Significant achievements may be identified as the constitution of local governments with certain uniformity across the country, conduct of election with regularity, devolution of functions and finance and making local governments responsible for planning for economic development and social justice. The failures include keeping the local governments as agencies for implementing schemes of Central and State Governments leaving little space for autonomy. The structure envisaged in the Constitution itself seems to have serious limitations, particularly the existence of the intermediate tier, the structure and composition of District Planning Committee, limited powers of gram sabha, the rigid administrative framework and the limited scope for financial autonomy. In sum, India has to go a long way in establishing good governance when one looks at local governance in the context of the traditional Indian system of justice in terms of '*niti*' and '*nyaya*'. In this context, it is desirable to have further amendments to the Constitution of India and this paper makes an attempt to highlight some of the basic issues for wider discussion.

## 2. Kerala Experience

Kerala experience in social development illustrates what can be achieved through determined public action at an early stage of development. The specific fields of action were land reform, gender relations, basic education and strengthening of local democracy. The mass sensitization and mobilization of the people when the 'People's Plan' was introduced made decentralization, by strengthening local self-governments, a political agenda of all political parties. At present no political party in Kerala dares to work against decentralization.

The salient features of Kerala's democratic decentralization are clarity in functions, functionaries, finance by means of legislation. Functions of each local body are listed very clearly in legislation. Elections are conducted once in five years and performance of the local government is very important for facing the voters. The chairman is elected from among the elected councilors

based on majority vote. Every decision of the Council is taken on majority voting. This participatory process in Kerala is a State initiative accepted and enriched by all political parties. It is important to note that Kerala is considered to be a politically matured region and both the 'right-front' and the 'left front' come into power alternatively. In strengthening decentralization Kerala stands out differently among other states in India. Apart from devolving powers, functions, finance and functionaries to the local governments the State have introduced a participatory planning and budgeting process for planning for economic development and social justice in local governments. As a result, in deepening democracy, local governments have a very important role in Kerala; and it has got multi-faceted implications for the human development. Kerala is sustaining its level of human development, in comparison with other states, on the basis of its strength of local self-governments.

### **3. Uttar Pradesh Experience**

Based on the experience of Uttar Pradesh, Jean Dreze and Haris Gazdar raised the issue of decentralization in the following manner:

Decentralisation was perceived as a problematic issue from the very start. Those familiar with rural inequalities warned that devolution of political power might well result in enhanced tyranny of dominant elite groups. As a matter of fact, it soon became clear that political power at the village level remained with the propertied classes. Contrary to common expectations based on an idealized view of harmonious village coexistence, the introduction of new elected bodies led to exacerbated tensions in the early years. Some of these tensions were due to the assertion by the newly enfranchised poor of their rights *vis-à-vis* the dominant elites made up of erstwhile zamindars and their allies. A number of studies, however, show that following an initial period of ferment starting around zamindari abolition, the situation settled, often to the advantage of the landlords. Although economic and political changes led to some relative decline of the old elite groups of high-caste landlords, these groups continued to dominate village politics, and captured the new Panchayati Raj Institutions by means foul or fair. These institutions rapidly became instruments of elite power rather than popular control. (Dreze and Hazdar, 1996: 97-98).

The Second Administrative Reforms Commission of Government of India (2007) in its sixth report observes the decentralisation scenario in India as:

We have allowed local bodies to atrophy and starved them of funds to such an extent that while local government revenue accounted for 15 per cent of the total government revenues in the USA in the year 2001, the corresponding figure in India was just 3 per cent. Even after the passing of the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments, the transfer of fund, functions and functionaries has been nominal in most states with notable exceptions such as Kerala (Government of India 2001, p.iii).

#### **4. Constitution of Local Governments**

Article 243B of the Constitution stipulates that there shall be three tiers of Panchayats in all States having population more than twenty lakhs. It is generally observed that the existence of three local governments (village level, intermediate level and district level) in a geographical area leads to duplication of activities and wastage of resources. Ideally, a geographical area (having the size for an efficient unit for planning) has to be governed by one local body. At present, the three local governments having the same objectives duplicate, (in many cases compete for each other) the same activity which leads not only to substantial amount of wastage of resources but also reduction of each one's importance. In this context, the removal of intermediary level is found to be necessary.

At present, the only coinciding point of 'rural area' and 'urban area' is the District Planning Committee wherein the members of rural and urban local governments represent. Being a committee for planning the DPC cannot take into account the governance issues. In this context, there exists the need for a level government at the district level having jurisdiction over both rural and urban area and district planning may be made the responsibility of it. In the context of Member of Parliament Local Area Development Fund (MPLAD) and Member of Legislative Assembly Local Area Development Fund (MLALAD), they may be made members of such district level local governments. This will improve the scope of considering district as a spatial planning unit.

##### **4.1. Devolution of Functions**

It is quite natural and meaningful to provide sufficient freedom for the states in empowering local governments. However, on the one hand stating

“the State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government” and at the same time limiting its function that is autonomous nature to ‘planning for economic development and social justice’ and that too without any ensured financial resources make local governments weak organisations (rather than self-government). The other responsibility of ‘implementing of schemes’, ‘as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule’, is only an agency function. The Eleventh Schedule is not a list of functions devolved to Panchayats, but is only an indication of areas from which State Governments and Central Government may identify schemes which may be implemented by the local governments. This provision enables both Central and State governments to formulate schemes (instead of providing grant-in-aid for specific purposes) which will be implemented by local bodies. To make local bodies institutions of self-governments, as in the case of ‘Central List’, ‘State List’ and ‘Concurrent List’, a ‘Local Government List’ has to be introduced in the Constitution.

#### **4.2. Devolution of Finance**

A close look at the activities of the local bodies will reveal the fact that they are overburdened with the implementation of schemes formulated by state and central governments. In many cases they are helpless in meeting the conditions of such schemes. To enable the ‘Panchayats’ and ‘Municipalities’ to function as ‘institutions of self-government’, minimum untied grant-in-aid has to be ensured. With this grant-in-aid, along with the surplus of their own fund, they can prepare a meaningful budget and annual plan at the beginning of the year. Along with the introduction of the ‘Local Government List’, devolution of funds has to be ensured based on pre-determined criteria. A minimum amount (based on per capita calculation) has to be ensured (from Central and State Governments) to each local body which is earmarked for ‘planning for economic development and social justice’.

#### **4.3. District Level Local Government and District Planning**

Going by the objectives the District Plan has to provide a ‘vision’ to the local bodies in preparing their development plans. For that purpose, critical minimum conditions have to be incorporated in the Constitution are recognising

district as a unit of spatial planning, constituting a district level local self-government having jurisdiction over both rural area and urban area and having control on the District Planning Committee, establishing technical capability of DPC, ensuring participation of local self-governments (both rural and urban) in District Planning, and financing development plans based on the District Development Plan.

#### **4.4. Accountability**

Accountability is a major concern in democratic decentralisation. A cursory look at the functioning of the local bodies reveals the fact that, the existing skeleton structure is by no means able to perform all the office procedures as in the case of state governments. Much of the efforts made so far for decentralisation, seem to be on developing an administrative system in the miniature form of the Union and State Governments, which is unwarranted at the local government level. Gulati (1994) has highlighted the issue as follows:

Once a budget is sanctioned, why cannot a panchayat have full freedom to utilise its funds for the purpose provided? We don't require the state government to seek approval from above, i.e., the central government for spending amounts, however large once they are approved by the state legislature in the annual budget. Accountability of the state government with respect to its spending has to be the state legislature and to audit. There is no reason at all why spending by local bodies has to be made additionally accountable to a body at the higher level (Gulati.I.S, 1994, p.40).

An important aspect which is very critical for the empowerment of local governments is rejuvenation of its administrative office. In general, it is characterised by locating in a dilapidated building with insufficient number of staff, majority recruited from the local area, having very little motivation for work. In such a situation any additional work means further weakening the already weak system with the net result of hitting the wall. The entire issue revolves around the perception of an exhaustive government system with accounts, finance, audit sections and all other micro level sections like revenue with the office procedures as in the case of State government. What is required is a simple administrative system for managing the functions of the local government. With the support of the modern IT enabled system, work can be simplified and work load can be estimated and persons can be engaged, on turn-key basis, for doing the work.

#### **4.5. Harnessing Economies of Scale**

In the case of implementation of projects involving construction of roads, buildings, culverts, installing street lights, establishing water supply system, managing waste etc. there exists an important aspect of economies of scale. If such works are undertaken by small local bodies, with limited technical knowhow and infrastructure, the actual cost will be very high. For addressing this issue, specialised agencies, under the supervision and control of the district level local body may be constituted.

#### **5. Conclusion**

Looking at the performance of local bodies, two decades after the 73<sup>rd</sup> and 74<sup>th</sup> CAA, one can see achievements and failures. Notable achievements include establishing sound institutional framework for local governments, placing people and representatives of people at the centre stage, delegating functions for promoting ‘development as freedom’, and beginning a platform for social mobilisation for poverty reduction, in particular and social development, in general. Time bound elections, reservation of seats for women and weaker sections, gram sabha, finance commission, district planning committee along with the responsibility of planning for economic development and social justice are, to greater extent, the centrifugal force towards good local governance. India has to go a long way to establish good governance. Elected representatives, to a greater extent, are found to be unable to exercise their power not only due to the incapacity but also due to variety of factors including the very crude administrative system prevailing in office management and control of state governments. There exists a need for amending the Constitution of India for introducing a ‘Local Self Government List’, providing minimum grant-in-aid (based on uniform per capita basis), extending the jurisdiction of the district level local body to urban areas, restructuring the District Planning Committee, and for simplifying the accountability and administrative mechanisms.

#### ***References***

- Dreze, Jean and Haris Gazdar (1996), ‘Uttar Pradesh: The Burden of Inertia’, in Jean Dreze and Amartya Sen (1996), *Indian Development: Selected Regional Perspectives*, Fourteenth impression, 2010, Oxford University Press, New Delhi, pp.97-98).

- George, Sunny (2009), “Democratic Decentralisation and Participatory Budgeting: Kerala Experience”, paper presented in International Conference on ‘Participatory Budgeting in Asia and Europe: Key Challenges of Participation’, organised by Friedrich Ebert Stiftung, 17-19 August 2009, Shonzu, China.
- Gulati, I.S. (1994), *Panchayati Raj and Development*, Msgr. Thomas Nedumkallel Memorial Lectures 1993-194, Nirmala College, Muvattupuzha.
- Government of Kerala (1994a), *Kerala Panchayat Raj Act 1994*, Government of Kerala, Thiruvananthapuram.
- Government of Kerala (1994b), *Kerala Municipality Act 1994*, Government of Kerala, Thiruvananthapuram.
- Dreze, Jean and Haris Gazdar (1996), ‘Uttar Pradesh: The Burden of Inertia’, in Jean Dreze and Amartya Sen (eds) (1996), *Indian Development: Selected Regional Perspectives*, Oxford University Press, New Delhi.
- Isaac, T.M. (1997), “Planning for Empowerment: People’s Campaign for Decentralised Planning in Kerala”, *Economic and Political Weekly*, January 4-11.
- Ramachandran V.K.(1989), ‘On Kerala’s Development Achievements’, in Jean Dreze and Amartya Sen (1996), *Indian Development: Selected Regional Perspectives*, Fourteenth impression, 2010, Oxford University Press, New Delhi).

**Continuity and Change:**  
12<sup>th</sup> Five Year Plan (2012-2017)  
of Local Governments in Kerala

*The policy of any government depends on the political party in reign. However the policy with regard to decentralisation in Kerala is exception to this. The approach and strategy of Kerala on decentralisation since its launching during 9<sup>th</sup> five year plan through PPC has been pro towards local governments; maintaining the continuity with appropriate changes for improvement. The guideline for 12<sup>th</sup> Five Year Plan (FYP) of Local Governments in Kerala furthering the local planning with participatory approach but suggests for more simple and systematic process. This paper highlights striking features of the guideline with focus on continuity and change with respect to key factors.*

**Dr. J.B. Rajan\***

---

\*Assistant Professor, KILA, Mulamkunnathukavu-PO, Thrissur, Kerala-680581.  
Phone: 09447817042; Email: jbrajan07@gmail.com

## 1. Introduction

The State of Kerala launched decentralisation through Peoples' Plan Campaign (PPC) during 9<sup>th</sup> Five Year Plan (FYP) period (1997-2002). Since its inception of PPC, local planning has been going through a trial and error process based on the principle of learning by doing. The initial strategy was mass campaign for mobilisation of people to actively involve in local planning. The 10<sup>th</sup> FYP (2002-2007) known as Kerala Development Programme (KDP), the strategy was to institutionalise planning; but without compromising the participatory methodology. During 11<sup>th</sup> FYP (2007-2012), PPC was reinstated as a second phase of the earlier PPC so as to make all stakeholders better aware of the systems and requirements of institutionalisation of local planning. By re-visiting the experiments of three successive FYPs – i.e. 9<sup>th</sup> FYP to 11<sup>th</sup> FYP - the approach of 12<sup>th</sup> FYP (2012-2017) is made more participatory to attain comprehensive development with simpler and more systematic process and procedures for local planning. While the guideline on 12<sup>th</sup> FYP for LSGIs (Govt. of Kerala, 2012: p 1-88)<sup>1</sup> retains the spirit and crux of participatory local planning introduced since 9<sup>th</sup> FYP, attempt is made to change the complexities based on the learnings so far. This paper looks into the continuity and change in the 12<sup>th</sup> FYP guideline of LSGIs viv-a-vis the earlier ones along with its striking features.

## 2. Continuity and Change

As mentioned, participatory methodology for local planning has been emphasised since the inception of PPC. PPC was launched to ensure maximum support and participation of people in local governance. The novel aspect of the process was the creation of a large number of democratic institutions at the grassroots for political participation of people and facilitating it. (Rajan.J.B, 2007: p.17). The PPC provided space to the common people to intervene in the planning and implementation of developmental programmes at the level of local self government. (Rajan.J.B and Haribabu.T.P, 2005: p. 28). The plan guideline on LSGIs for 12<sup>th</sup> FYP [herein after 'plan guideline'] aims at furthering participatory methodology of local planning, but at the same time attempts to make the process more simple and systematic. The sequencing and pacing are very much visible in the plan guideline on approach, priorities, procedures for project formulation, conditions for fund allocation, etc.

## 2.1. Comprehensive Development

Comprehensive development through participatory planning is the general approach of 12<sup>th</sup> FYP, which is expected to be made possible by breaking the limits of spatial and temporal dimension. In other words, the planning horizon extends beyond ward limits in terms of spatial dimension and beyond the period of one year in terms of temporal dimension. From spatial angle, the development horizon enlarges to the Local Government as the planning unit; instead of narrowing down to ward. From temporal angle, five year plan needs to be prepared by every LSGI; as insisted by the plan guideline. Based on the five year plan that contains shelf of projects, annual plan has to be prepared by LSGIs on rolling plan process. (Govt. of Kerala, 2012: p 8). In every year, two years' plan is to be prepared; current year's plan together with next year's plan in advance so that the LSGIs will have one year's plan in advance. At the last quarter of a financial year, the progress of ongoing plan is reviewed through Rapid Assessment and corrective measures taken for the next year's plan.

## 2.2. Priorities

One of the seven priorities, insisted by plan guideline is inclusive approach in local planning by sequencing of earlier plans. Para 3 (6) of the plan guideline states that social justice is to be ensured by specially considering the marginalised and other sections of people who require special attention viz. women, children, the aged, the differently abled, scheduled castes, scheduled tribes, traditional fish workers, and workers engaged in traditional occupations. (Govt. of Kerala, 2012: p 8).

## 2.3. Sectoral Suggestions

The plan guideline provides suggestions for different development sectors viz. agriculture, animal husbandry, fisheries, etc. in appendix-1. (*ibid.* p 37-44). It also provides suggestions on formulating projects for Scheduled Castes (SCs), Scheduled Tribes (STs), Below Poverty Line (BPL) category, traditional fisher people, destitutes, women, children, the aged and the differently abled. In view of this, Appendix 2 of the plan guideline (*ibid.* p.45-48) provides lists of suggestions under different heads viz. Special Component Plan (SCP), Tribal Sub-Plan (TSP), Anti-Poverty Sub-Plan (APSP), Women Component Plan (WCP), and People deserving special attention (Children,

the Aged and the Differently Abled). Appendix-13 of the plan guideline (*ibid.* p 75-79) deals with package of care services under TSP. It insists that a minimum 50% of TSP fund shall be utilised for package of care services. Appendix-14 of the plan guideline (*ibid.* p. 80-85) deals with the preparation of ASHRAYA<sup>2</sup> projects for the destitutes. One of the components of APSP is formulating projects for ASHRAYA to ensure the inclusion of destitutes. These provisions corroborate with the Planning Commission's approach to the Twelfth Five Year Plan (2012-17) i.e. 'Faster, Sustainable and More Inclusive Growth'. It suggests that "Particular attention needs to be paid to the needs of the SC/ST and OBC population. Women and children constitute a group which accounts for 70% of the population and deserves special attention in terms of the reach of relevant schemes in many sectors. Minorities and other excluded groups also need special programmes to bring them into the mainstream. (Govt. of India, 2011: p 2). Kerala also followed the same path in the 12<sup>th</sup> Five Year Plan approach paper, which at the outset states that "At the heart of the Approach paper, for the 12<sup>th</sup> Five Year Plan of the State is a strategic intent: to lay the foundation for creating an economy which is productive, competitive, sustainable and inclusive. ....". (Govt. of Kerala, 2012a: p 1). The steps for formulating APSP is detailed in appendix-15 of the plan guideline (Govt. of Kerala, 2012: p 86-88), which suggests a rigorous participatory process through CDS<sup>3</sup> (Community Development Society) network that has been followed in the previous plans.

#### **2.4. Mandatory Allocation**

As in the previous plan periods, the plan guideline insists mandatory allocation of funds in the following areas:

- i. Nutritious food for *Anganwadi* children, THRS [Take Home Ration Strategy], nutritious food for adolescent girls, pregnant women, breast feeding mothers, SABLA<sup>4</sup>, etc.
- ii. SSA [*Sarva Siksha Abhayan*]. Also insists for proportionate allocation of funds for SC, ST and the differently abled.
- iii. Projects for the aged, the differently abled, and palliative care.

Among the above, palliative care is a new item. The plan guideline puts forth new suggestions on providing priority for special schools in the first year. It also suggests to support NGOs/CBOs working in rehabilitation of the differently abled. (*ibid.* p 10). The approach of plan guideline on sectoral

ceiling is liberal in nature, compared to the three preceding five year plan periods. The plan guideline removed the hitherto existing minimum ceiling for productive sector so as to ensure flexibility, whereas enhanced the maximum limit for infrastructure sector. The mandatory minimum ceiling of 10% for Women Component Plan (WCP) and 5% for people deserving special care are re-instated in the plan guideline. (*ibid.* p 11).

The added feature of the plan guideline is household centred approach in Special Component Plan (SCP) and Tribal Sub-Plan (TSP) so as to ensure socio-economic development of each household of Scheduled Castes (SCs) and Scheduled Tribes (STs). In view of the upliftment of SCs and STs, the plan guideline allows financial support to the meritorious students from these communities for seeking admission in national/international educational institutions and also to the youth for finding overseas employment. (*ibid.* p 12).

## **2.5. Working Groups**

The continuity is maintained in the formation of Working Groups (WGs) - planning committees - of LSGIs. However the working groups' functioning hitherto had been disconnected with the Standing Committees – the democratic platform of elected officials in LSGIs. The plan guideline has placed the WGs under the umbrella of Standing Committees to ensure the organic link in the planning process. (*ibid.* p 49-52). Among the minimum 13 WGs mandated by the plan guideline, Working Group (WG) for Development of Women and Children, SC Development and ST Development are re-instated; considering the inclusive approach. Also separate WG for Fisheries is insisted.

## **2.6. Strengthening Grama/Ward Sabha [Village Assembly]**

Suggestions for strengthening *Grama Sabha* and *Ward Sabha* – village assemblies of people respectively of Rural Local Bodies [RLBs] and Urban Local Bodies [ULBs] – are incorporated in the plan guideline. In view of ensuring democracy, plan guideline suggests to organise *Ayal Sabha* [Assembly of Neighbourhoods]. The plan guideline also suggests establishing *Grama Kendra* [a Centre for *Grama Sabha*] in every ward; for which an annual provision of Rs 50,000 per ward can be ear-marked by the LSGIs. (*ibid.* p 18). The *Grama Kendra* will function as a platform for the people of every ward to

effectively intervene in local governance.

It is for the first time that the plan guideline provides special attention for fisher people by ensuring exclusive space for fisher people in local planning. Taking clues from the *Oorukootoms* [Assembly of Tribal People], an exclusive platform for fisher people, *Matsya Sabha*, [Assembly of Fisher People] is suggested in the plan guideline. Accordingly in every coastal ward, *Matsya Sabha* is to be convened prior to *Grama Sabha*. (*ibid.* p 18). It also suggests to organise separate meetings of Children, Youth, the Aged, and the Differently Aabled prior to *Grama Sabha* and to evolve their suggestions for presenting in the *Sabha*. These suggestions, when implemented, would enhance the participation of people in general and marginalised communities (fisher people, tribal, differently abled, etc.) in particular.

## **2.7. Simple and Systematic Planning**

The process and procedures of local planning have been made more simple and systematic. The templates suitable for planning process have been incorporated in the plan guideline itself. There have been uniform project forms introduced since the 10<sup>th</sup> FYP. While retaining the project forms, its content is simplified and the micro sector codes for filling up the forms reduced in number. The software designed by Information Kerala Mission (IKM) for planning and monitoring entitled *Sulekha* is made web-based with features of intelligent software. (*ibid.* p 28)

## **2.8. Project Vetting and Approval**

A drastic change is made in the mechanism for vetting and approval of LSGIs' projects. The hitherto existing Technical Advisory Groups (TAGs), the technical arm of District Planning Committee (DPC), for project vetting is abandoned in the 12<sup>th</sup> FYP. Instead, a new system of project vetting is introduced. Accordingly, the higher Officer next to the Implementing Officer is entrusted the task of project vetting and approval. (*ibid.* p 28). This is to ensure more freedom and also responsibility of the officials concerned.

## **3.0. Conclusion**

The participatory methodology for local planning initiated during 9<sup>th</sup>

FYP, through PPC, has been spiralling in the successive five year plans too. It is interesting to note that the continuity with respect to the spirit of democratic decentralisation is maintained in the plan guidelines of each successive five year plans since the PPC; irrespective of the political party in reign. However, each successive plan also attempted to experiment with systems and procedures from campaign to institutional mode. The 12<sup>th</sup> FYP is a leap towards a simpler and more systematic local planning, which will be a test dose for institutionalisation of local planning in the State.

### References

- Govt. of Kerala, 2012: 12<sup>th</sup> Five Year Plan (2012-2017) – Local Self Government Institutions' Plan Guideline (*Malayalam*), [G.O. (M.S.) No. 168/12/LSGD, Thiruvananthapuram dated 15/06/2012].
- Govt. of Kerala, 2012 *a*: 12<sup>th</sup> Five Year Plan (2012-2017) – Approach Paper, State Planning Board, Thiruvananthapuram.
- Govt. of India, 2011: Faster, Sustainable and More Inclusive Growth-An Approach to the Twelfth Five Year Plan, Planning Commission, NewDelhi.
- Rajan.J.B, 2007: Kerala's Perspective on Decentralised Governance: Need of the Time, *The Living World-Journal of Philosophy and Theology*, Jan-Feb 2007, Vol. 113, No.1, Pontifical Institute, Alwaye.
- Rajan.J.B and Haribabu.T.P, 2005: Fading Images of Decentralisation in Kerala-Study with Reference to Marine Fisheries in 10<sup>th</sup> Five-year Plan, MCITRA, Kozhikode.

<sup>1</sup> A few amendments have been made in the plan guideline for making clarifications in the plan approval process through G.O. (M.S) No. 225/12/LSGD, Thiruvananthapuram dated 18/8/2012.

<sup>2</sup> ASHRAYA is a special scheme for the destitutes envisaged in the local plans by LSGIs. The destitute families are identified based on nine risk factors.

<sup>3</sup> CDS is an apex body of the *Kudumbashree* network in Kerala; a poverty eradication mission instituted under Social Welfare Department. The word *Kudumbashree* is formed by coining two words *Kudumba*, means family and *shree*, means prosperity.

<sup>4</sup> Rajiv Gandhi Scheme for Empowerment of Adolescent Girls [RGSEAG], named as SABLA.

***SUBSCRIPTION***

Annual Subscription - Rs. 100.00

Payment can be made only by demand draft in favour of the Director, KILA and addressed to the Editor, KILA Journal of Local Governance, KILA, Mulamkunnathukavu P.O., Thrissur-680 581, Kerala, India.

**Documenting Best Practices:  
Towards a Framework for  
Expanding Local Governance**

*Thanks to the strong devolution process in Kerala, many of the Local Governments in the state are coming out with innovative practices. These best practices need to be documented for the purpose of peer learning and adaptation strategy. KILA has been continuously documenting the best practices of Local Governments so as to better use for peer learning programmes entitled "Panchayat to Panchayat". This paper deals with a methodology framework for documenting the best practices and provides selection criteria for identifying best practices as well.*

**Dr. Peter.M.Raj\***

---

\*Associate Professor, Child Resource Centre (CRC), KILA-UNICEF, Thrissur, Kerala-680581. Ph: 09447821046, Email: rajkila@gmail.com

## **1. Introduction**

A best practice is a process, technique, or innovative use of resources that has resulted in outstanding, or successful and measurable improvement in the operation. A best practice is also considered dynamic undertakings to meet changing needs of community. Operationally, it is an initiative that integrates efforts, expertise and experiences of all stakeholders in providing solutions to some of the most critical, social, economic and environmental problems faced by any development unit- whether it be a local government, central government or NGO ; and offers the means for mutual exchange and learning and constitutes a model for other units. (Bureau of Local Government Department, 2006: pp.2). “In the context of poverty reduction a best practice is an intervention that reduces poverty. An intervention that reduces the worst kind of poverty to a sizeable degree is an even better candidate for a best practice. (Se Oyen et al, 2002: pp.21).

## **2. Objectives**

The main purpose of documenting best practice is to present and promote creative, successful and sustainable solutions to problems caused by poverty and social exclusion in order to build bridges between empirical research and development of policies to reduce poverty. (Se Oyen et al, 2002, pp.89). Documentation of best practice could be done by the owners of the intervention (implementers) or the ones who have to live with the consequences of the intervention (beneficiaries). This could even be entrusted to independent external agencies. However this depends on the very purpose of the documentation.

## **3. Selection Criteria**

Selection of a best practice implies an evaluation, the criteria of which need to be made explicit. Following are the criteria for the selection of best practice used by MOST. MOST is the UNESCO research programme on Management of Social Transformations. This was done as part of identifying a selection method for best practices in poverty reduction in Argentina. The selection criteria for the best practice used by MOST (Se Oyen et al (2002).p.92) are given below:

- Innovation
- Sustainability
- Positive impact
- Potentials for replication
- Efficacy Management of capital
- Organizational convergence among different actors
- Positive changes in expectancies
- Political viability in the local context
- Political participation of the beneficiaries
- Autonomous administration by the project

#### **4. Towards a Methodology**

Kerala's decentralization has attracted worldwide attention due to the participatory planning and pro-poor development orientation. Fund, functions, functionaries and functional freedom have been devolved to Local Governments of Kerala. As a result of this there have been bold and innovative development experiments by several local governments of Kerala during the past decade. KILA undertook the documentation of selected best practices of local governments of Kerala in 2003. 14 shelves of best practices were identified and documented. The methodology followed in this process is given as a case of reference.

##### **4.1 Major steps**

The major steps followed in the documentation process are given below.

###### **(i) Identification of shelf of the best practices of local governments**

Following indicators were kept in mind while identifying and selecting best practices.

1. Developmental significance
2. Citizens-focused
3. Potential impact on people's (especially poor) life
4. Functional collaboration
5. Efficiency of the practice
6. Local government initiated
7. Cost effective and innovative
8. Measurable output and outcome comparable with input
9. Demonstrated level of sustainability

10. Scope for larger replication with least possible cost and effort

**(ii) Formation of panel of experts**

A panel of experts was developed consisting of Trainers and experts in the field. Experts included both subject matter specialists and documentation specialists.

**(iii) Preparation of a framework for documentation**

A framework of documentation was prepared with the purpose of evolving a suitable document that would function as a tool to replicate best practices. The document captures various factors and processes that have contributed for its success. Notwithstanding the significance of the framework, the document is allowed to have enough flexibility to include indigenous variation.

**(iv) Identification of documentation specialists**

Documentation specialists are responsible for documenting a particular initiative. It was understood through experience that those having documentation skills and knowledge of decentralized governance coupled with an emotional stake over the initiative would be an ideal choice as documentation specialists.

**(v) Training for documentation specialists**

One day orientation on documentation was initially given to the documentation specialists. The documentation specialists were entrusted with the task of identifying two or three local level key persons, who were keenly involved in the initiative and have an emotional stake in the initiative.

**(vi) Data Collection**

Primary and secondary data were collected as part of the documentation. Primary data was collected through stakeholder consultations, focused group discussion with different stakeholders and case studies. The registers, minutes, documents relating to local governments were used as secondary source of information

**(vii) Presentation and review of the draft document**

The draft document was presented before the panel of experts and modifications were suggested immediately for making necessary improvement.

**(viii) Printing the documentation**

The document was finally printed and was sent to all local governments. Some local governments were identified as potential units for replication.

**4.2 Description of the best practices**

A brief description of two best practices that were documented based on the above mentioned process is given below.

**Best Practice - No.1**

<b>Sustainable Vegetable Cultivation by Kanjikuzhy Grama Panchayat, Alappuzha District</b>	
<b>Criteria</b>	<b>Description</b>
Background	Kanjikuzhi Grama Panchayat, Alappuzha District, Kerala State initiated a vegetable cultivation programme way back in 1997 utilizing Rs.60,000 from plan fund for supply of seeds, fertilizers and pesticides. Nearly 6000 households participated in the cultivation of bitter gourd, brinjal, chilly, ladies finger and snake gourd. This gradually became a peoples movement in the succeeding years
Objective	The basic objective of the programme was bringing suitable solution to the employment problem of the locality by revamping agriculture

<b>Criteria</b>	<b>Description</b>
Characteristics	In order to motivate, planting was done on a single day called “Pachakari Krishi Dinam” (day for vegetable cultivation). In the next year 5000 people took part in the programme and only seed packets were distributed. Beneficiaries contributed Rs.2.5 lakh out of Rs 3.5 lakh spent and 50 hectares were covered resulting in the production of 100 tones of vegetables. It was an integrated project with the Panchayat spending Rs.5.9 lakh and the Agriculture Department Rs.5.2 lakh in six years.
Stakeholder participation	Several stakeholders were involved to sustain the programme amidst several problems. Since it was a community cultivation project the principal stakeholders were the participants. Altogether 6000 families took part in the programme. Everyday at least one member worked for one hour in the field. Grass root level monitoring was done by the group leaders.
Impact upon the community	Agriculture has become the culture of the locality. The programme has created enterprising farmers – both men and women. Several women self help groups are actively involved in cultivation. About 120 hectares have been brought under vegetable cultivation resulting in the production of 175 tones of vegetables every year. Now vast majority of the low income families of the locality have taken to vegetable cultivation as means of supplementary income.
Sustainability	The number of people taking to vegetable cultivation as a means of additional income kept growing from year to year. In spite of slippages in between marketing problems and frequent change of key officials, Kanjikuzhi Panchayat has succeeded in sustaining a novel project over a period of seven years. Five Haritha

<b>Criteria</b>	<b>Description</b>
	Sanghoms are now functioning well, each cultivating five hectares. Around 175 tones of vegetables have been produced by these Haritha Sanghoms every year.
Potential for replication	The panchayat had received recognition and awards from several agencies – both national and international. This practice is feasible for replication in all Grama Panchayats of Kerala. This could provide the poor and the landless with a regular source of employment. This could provide them with principal and supplementary income source. The self help groups could initiate farming and start micro-enterprises relating to farming.

**Best Practice - No.2**

<b>BUDS OF HOPE (Special School for the differentially abled children), Venganoor Grama Panchayat , Thiruvananthapuram District</b>	
<b>Criteria</b>	<b>Description</b>
Background	A socio-economic survey conducted by the Kudumbasree volunteers in Venganoor Grama Panchayat, Thiruvananthapuram district revealed that there was as many as 72 children suffering from physical and mental handicaps, who were neglected by everybody, leading a life of utter desolation and despair. A project called BUDS was the response of the Grama Panchayat to this problem.
Objective	This project aimed at finding sustainable solution to the psychological and economic problems of the families of the differently –abled and neglected children

<b>Criteria</b>	<b>Description</b>
Characteristics	The introduction of the people's planning made a real difference in the fate of this village. Realizing the potential of people –centered development approaches, the Panchayat gave priority to poverty reduction projects
Stakeholder participation	The community itself took up the responsibility of caring the children with disability. This has changed the mind set of the larger society leading to the reduction in social stigma towards disabled persons. Children with disability and development delay are being brought to the mainstream social life. The social security burden of the family having disabled children is reduced. The mothers of such children have started involving in income generating activities
Impact upon the community	The prolonged discussion and deliberation, conducted in the Kudumbasree units, led to the chalking out of a plan for addressing this issue in a sustainable manner. The plan envisaged the setting up of a Rehabilitation Centre (special school) by the Panchayat.
Sustainability	Started with 27 children having different disabilities in 2-20 age group, now the school has 40 children including 16 girls. There is sustained support from State and Local Governments, Kudumbasree Mission and civil society.
Potential for replication	Inspired by the success story of Venganoor Grama Panchayat, several other local governments have initiated similar projects. Six or seven Grama Panchayats together could initiate such programmes based on status studies. Block Panchayat could be a viable unit of implementation.

## **5. Planning for Replication**

Replication is defined as systematic and supportive project implantation process that involves learning from and sharing with others, practices that are proven to be effective solutions to common /similar problems so as to contribute to the sustainable well being of citizens and advancement of local government with the least possible cost and effort.

### **5.1 Evolving and Expanding Replication Models**

Several models could be followed while undertaking a programme for replication or expanding the best practice. However the most relevant approach in this regards is “Peer-to-Peer “learning approach. This approach gives a wider chance for convincing the local government by exposing them to field level situations thereby directly paving the way for attitudinal change as well.

#### **5.2. “Peer-to-Peer “learning approach**

Under this approach the host and the replicating local governments need to undergo the following processes

- Preparing the replication plan including setting up of a core project team
- Identifying the replicating units and equipping them with necessary knowledge and information
- Building relations between model and replicating units through meetings , discussions and sharing of basic documents
- Preparing the model local government in the conduct of the “Peer-to-Peer” inception workshop
- Conducting the inception workshop with the purpose of i) allowing the model local government to present its good practice to other units. ii) Providing opportunity to build a solid foundation and take off point for the replication process. iii) formulation of the replication work plan

- Implementing the replication work plan. The core project team will be mobilized and briefed on the the work plan. The model local government will provide the necessary technical assistance to the replicating units.

### ***References***

Bureau of Local Government Department, 2006: Good Practices in Local Governance Facility for Adoption and Replication, Knowledge Management Centre. (for more details refer <http://www.dilg.gov.ph/blgd>)

Se Oyen et al, 2002: Best Practices in Poverty Reduction - An Analytical Framework, Zed Books, New York.

## **Grassroots Planning Towards Institutionalization: A Case Study of Madhya Pradesh**

*For the first time in Madhya Pradesh development history, the state government has accorded role of communities in making village-level development plans. The Madhya Pradesh State Planning Commission has formulated guideline for working more closely with communities. This paper outlines the nature of this initiative and analyses the adequacy of the framework for decentralisation adopted by the state government for achieving the desirable goal of participatory democracy. It also presents the status of village-level planning in the state.*

**Yogesh Mahor\***

**&**

**Dr. Ram Gopal Singh\*\*** of village-level planning in the state.

---

\*Social Development Specialist, PMPS Unit, MP State Planning Commission,  
Bhopal-462021, Ph: 91-9425019571; email: yogeshmahor@yahoo.com

\*\*Professor, MIG 1/7, Shivani Complex, Shiwaji Nagar, Bhopal.  
Ph: 91-9425443531; email: ramgopalsingh1234@gmail.com

## 1. Theoretical Framework for Decentralization

From the launching of first Five Year Plan in 1951, Government of India has made a number of attempts to establish decentralized planning. The 73rd and 74<sup>th</sup> Constitutional Amendments Act (CAA) made it compulsory to constitute the District Planning Committees (DPCs) in the State and State Finance Commission together with the constitution of three-tier Panchayat system and Urban Local Bodies. Under Article 243 (z) (d) of the Constitution, DPCs have mandated to formulate district plans and monitoring development schemes at the district level.

The 73<sup>rd</sup> CAA provides for a three-tier Panchayati Raj system for overall development at village, block, and district levels. The powers and responsibilities are to be devolved to Panchayats at the appropriate level are making rules and regulations, preparation of development plan for economic development and social justice, implementation of schemes for economic development and social justice in relation to 29 subjects given in Eleventh Schedule of the Constitution.

In the Panchayati Raj system, the Gram Sabha (the assembly of villagers) has a key role for effective functioning of Panchayats. In the Gram Sabha meeting, the rural poor, the women and the marginalized people would get an opportunity to take part in the decision making on matters affecting their lives. Active functioning of the Gramsabha would ensure a participatory democracy with transparency, accountability and inclusiveness.

- Gram Sabha should meet at least in each quarter of a year, preferably on Republic Day, Labour Day, Independence Day and Gandhi Jayanti.
- Decides developmental work to be undertaken by Panchayats based on needs assessment.
- Suggests remedial measures for economy and efficiency in the functioning of the Panchayats.
- Questions and scrutinizes the decisions of Panchayat.
- Discusses and approves the Annual Plan of Gram Panchayat.

Functions of the Zilla Parishad include (1) Supervising and coordinating the work of the Panchayats at village and Block levels, (2) Planning of development schemes for the area, (3) Administering development schemes,

etc. This includes setting up institutions for secondary education, vocational education, etc.

The main function of a District Planning Committee (DPC) is to coordinate the plans of the municipalities and panchayats and to prepare a development plan for the district as a whole. All 50 districts today have duly constituted DPC in Madhya Pradesh. (Govt. of Madhya Pradesh, 1995). The State Government of Madhya Pradesh has initiated decentralized planning process from the financial year 2001-02. Till now the state has gone ahead with decentralizing planning even below the district level to Ward and Gram Sabha level.

## **2. Operational Framework and Methodology**

Although the legislative and policy framework in Madhya Pradesh is supportive of decentralization, it has not progressed in practice. A major challenge to successful implementation has been the absence of an operational framework. The Madhya Pradesh government has constituted a steering committee headed by the Chief Minister to undertake the decentralized district planning. This committee provides overall policy guidelines and direction for the implementation. The operational details and overseeing of the implementation would be done by the Working Group headed by the Member Secretary of the State Planning Commission.

The State Planning Commission (SPC) of Madhya Pradesh has provided guidelines for the preparation of decentralized plan. (Govt. of Madhya Pradesh, 2008). The main features of the guidelines are:

- State Planning Commission will provide technical and financial facilitation for preparation of district plan and communicate the overall plan ceiling for the districts.
- DPC in consultation with subject matter specialists, officials, voluntary organizations and other stakeholders will determine financial plan size and ceiling between rural & urban segments and formulate strategy to prepare and integrate plan proposals of local bodies.
- With support from the Technical Support Group (TSG) rural plans will be prepared by Panchayat Raj Institutions and urban plan proposals

will be prepared by urban local bodies. Technical Support Groups will be constituted for 3-5 gram panchayats comprising of 5-6 grass-root level government functionaries who support the village development committee of the Gram Sabha in the planning process.

- Local bodies are expected to come up with area focused vision of development based on local needs.
- The plans prepared at gram panchayat ward/ urban ward level are integrated and consolidated at a higher level and finally consolidated at the district level by the DPC. All the line departments will be grouped into key sectors. Further working groups will be constituted for each sector for preparing proposals keeping in view the needs and possible inter and intra sector convergences. The sectors for convergence are education, health and nutrition, livelihood, infrastructure, energy management, and civil right protection.

### **2.1. Village Micro Plans**

Gram Sabha follows a participatory process for village micro plans with the help of Technical Support Group to come up with “Development Vision” based on local needs.

- Local community needs are identified the facilitation of Technical Support Group on pre customized input formats.
- The Gram Sabha prepares proposal for different sectors in consultation with all the stakeholders, especially with poor, SC, ST and women.
- The proposals of each Gram Sabha are consolidated for preparing the plan proposal of Gram Panchayat. Similarly, *Janpad* Panchayat consolidates the plan proposals of all Gram Panchayats including the interventions of Block.
- In addition to the district level interventions, plans prepared by *Janpad* also form the basis for consolidation of plan at *Zila* Panchayat level.

### **2.2. Preparation of Urban Micro Plan**

- Urban local bodies constitute Technical Support Group (TSG) comprising urban local body functionaries, Ward Parshad, retired government staff and individuals from ward to provide technical support to *Mohalla Samiti* in the process of participatory urban planning.

- The participatory micro plans prepared at the *mohalla* and the ward level are consolidated at the Urban Local Body level integrating the interventions spreading over more than one ward or sector.

### 2.3. Citizens' Engagement

In order to engage citizens in planning, budgeting and monitoring, the SPC has provisioned a participatory planning process initiated at the community level. Communities, voluntary organizations, paralegal village committees, child clubs, Ward Citizens' Forums, SHGs, and TSGs are key players. Furthermore, the framework demands the participation of ST, SC and other disadvantaged groups in the planning, implementation and monitoring processes.

The following mechanisms are able to directly or indirectly influence decisions within the planning cycle and hold service providers accountable to citizens to some extent.

- Social mobilization targeted at disadvantaged groups empowers deprived families to raise their voice in discussions on local needs and provides an opportunity to link them with local service providers.
- The SPC envisages that groups for Schedule Caste, Schedule tribes, other disadvantaged groups and women's forums are constituted by local bodies so that they can contribute to local planning, budgeting and implementation processes by expressing their equity concerns and interests.
- Gram Sabha includes demand side members as well as representatives from disadvantaged groups and it ensures that ordinary citizens and the deprived are able to have a voice in local planning and management of local development activities.
- Citizens' charters, social audits, wall writings at panchayat buildings and public hearings are tools/ platforms for ensuring accountability and transparency.
- The provision for publicizing budget allocations and activities through media provides an opportunity for local people to raise their voices and advocate for resources that support projects for their benefit.

## **2.4. Plan Consolidation**

The DPC after receiving rural and urban micro plans consolidate all plans at the district level with the help of district level planning group. The consolidated plan finalized by DPC will ensure clarity on the roles of various departments. The plan will be submitted to State Planning Commission (SPC) after due deliberation in the district planning committee. To enable consolidation at the higher level customized software is being developed.

## **3. State's Leadership**

- Steering Committee at the state level under the chair of Chief Minister and Working Group headed by the Member Secretary of the State Planning Commission are constituted. The Steering committee provides policy support and guidance for effective plan implementation.
- Selection of state level Technical Support Institutions (TSIs) with domain expertise have been identified for training and capacity building activities relating to different phases of the planning cycle.
- Micro Planning workshops and TOT are conducted in all districts at block level with the technical support of resource organizations like Poverty Monitoring and Policy support Unit, UNICEF, UNDP, and DFID etc.
- Resource persons are identified and training module finalized for the block level master trainers. Trainings imparted to the master trainers at the districts (rural and urban separately), and to 70,000 functionaries including TSGs.
- Planning software is developed to facilitate the data entry and analysis of data at each level of planning.
- Improved web-based software is launched, which is now facilitating further analysis, planning and monitoring in online mode. This web-based software enables in generating plans at district, Janpad, Gram panchayat and urban local body level.
- Sector-wise data analysis is done and scheme linkages are made keeping convergence in the centrality.
- Information generated through village/ward plans is incorporated in the appropriate departmental plans.

- Plans at higher planning unit levels are consolidated and approved by the District Planning Committees.
- A number of workshops for sharing the knowledge and learnings of decentralized district planning process are organized at different levels.

#### **4. Decentralized District Planning**

The state government has scaled up the process of decentralized district planning in all 50 districts of the state from the year 2010-11. The government also tried to institutionalize the decentralized planning process by allocating about 38% of state financial resources to the districts. Since 2008-09, the government has attempted to devolve functions relating to six sectors - Education, Health, Livelihood, Infrastructure management, Energy Management and Civil Rights Protection - to local governments. Total of 42, 358 rural and urban micro plans were prepared in the bottom-up manner starting from the grassroots level.

##### **The following are the expected outcomes:-**

- Strengthening institutions of local self governance in the state as per the provisions of the constitution.
- Building the capacity of the institutions of local self governance in implementation of programmes and delivery of essential public services.
- Increased ownership feeling resulting in better operation and maintenance of assets
- Streamlining the process of planning being undertaken under centrally sponsored flagship national programs like- MGNREGS, BRGF, SSA, TSC, NRHM etc
- Convergence between programs at the grass-root level resulting in better allocation of resources and increased outcomes
- More effective and timely fund utilization.

#### **5. Conclusion**

Although the state has developed a significant framework for decentralized planning process, the local planning practice is still mostly top down and participatory planning is not fully operational. Steps are not followed strictly and institutions that to be involved are not participating fully because

an enabling environment is yet to be created at the local level. As a result, duplication and overlap are also observed at all levels, hampering efficiency and diluting results. Citizens and voluntary organizations need to be well informed about various policies and guidelines for their engagement in local governance. At present they are not able to participate meaningfully in the planning process. Only an orchestrated effort by all stakeholders of decentralized governance with strong support from the state government can take us to the long cherished dream of local governance.

### ***References***

- Govt. of Madhya Pradesh, 1995: Madhya Pradesh District Planning Committee Act, MP State Planning Commission.
- Govt. of Madhya Pradesh, 2008: Manual for Intergraded District Planning, PMPSUS, Madhya Pradesh State Planning Commission.

## **A Fresh Look at the Urbanisation in Kerala: Idea of Town Panchayats**

*Kerala is ranked second in percentage of urban population in major states of the country. In the context of rapid urbanization in Kerala, this paper outlines challenges that local governments will have to face. This paper also explores potential solutions for creating the necessary administrative and financial powers for local governments to meet these challenges, particularly rationale*

**Yacoub Zachariah Kuruvilla\*** *for constituting Town Panchayats in Kerala.*

---

\*PhD Research Scholar at School of Habitat Studies, Tata Institute of Social Sciences (TISS), Mumbai. Email: [yacoubzak@gmail.com](mailto:yacoubzak@gmail.com)

## 1. Introduction

The data from Census 2011 shows that Kerala is now ranked second in percentage of urban population among the major states of India. The percentage of urban population in Kerala has grown rapidly from 25.96 % in 2001 to 47.72% in 2011. (Anon, 2011). The reasons for this increase have been both increase in census towns and natural increase in population of urban areas of the state. However, the contribution of the natural increase in urban population is negligible to such a massive increase in urbanisation. The massive increase in urban population between 2001 and 2011 is due to reclassification of many rural areas as urban, which is from villages to census towns. According to Census of India definition, a census town is defined as those places that satisfy the following criteria of (a) A minimum population of 5000, (b) At least 75 per cent of the male working population engaged in non-agricultural pursuits, and (c) A density of population of at least 400 per sq.km. Data from Census 2011 shows that the number of census towns has grown from 99 in 2001 to 461 in 2011. (Anon, 2011). This is a rapid increase of 366 per cent over the last ten years. Urban population in Kerala increased by 6.5 per cent per annum during 2001-2011.

The primary reason for increase in census towns has been the shift of male working population away from the agricultural sector. As far as jurisdiction is concerned, these 461 census towns are all village Panchayats. The Town and Country Planning Department recently published a State Urbanisation Report, which assesses the present state of urbanisation in Kerala as urban spread rather than changes associated with any structural shifts in the economy of the state. (Govt. of Kerala, 2011). It also reviews the challenges in relationship between urban and rural areas and in maintaining the economic bases of these areas. However, the issue here is not simply about relationship between the urban and the rural. Historically, Kerala has followed a settlement pattern where rural to urban is in a continuum (Sreekumar.T.T, 1993). The question is the sort of challenges that census towns are facing and whether the local governments of these towns as village Panchayats have the capabilities to meet these challenges. Local governments in census towns will have the powers, functions and capacities of a rural local government, the challenges they face will be similar to smaller urban local bodies in terms of provisions of infrastructure and civic amenities.

## 2. Local Governments of Census Towns: Key Challenges

Land use planning for these census towns is a major area that needs immediate attention of the policy makers and elected representatives. Land use planning will contribute to planning of infrastructure and civic amenities for these towns. It will also ensure planned development of the town leading to improved quality of life for the residents of the town. Land use planning and infrastructure planning for the town must take into account the physical geography and local economic needs of the town. This will require significant capacity building initiatives for creating the administrative and technical expertise for these towns which are still statutorily village Panchayats.

Another major issue for census towns is planning for waste management. In Kerala, all the Municipal Corporations and some Municipalities are already facing a crisis in solid waste management. Therefore, we have to assume that existing models of centralized waste management have been a failure in the state. In this context, census towns can follow the municipal waste management rules and develop a system of decentralised waste management. If such a system is put in place, when the census town is converted into a municipality, it will not have to search for new solutions to this problem.

Yet another major issue is with public health engineering systems like sewerage and drainage systems. Kerala has been facing many epidemics like *chikunguniya*, rat fever, and other water-borne diseases. The presence of polluted water sources and breeding of mosquitoes have been considered as the major reasons for outbreak of such epidemics. While developing a major sewerage system for a single census town may not be viable, viability of such a system must be ascertained for adjoining census towns. Census towns on the edge of municipal bodies may be included in municipal systems.

Planning of transport facilities including roads is another major challenge for census towns. Every small town in Kerala today has a road system that is close to choking because of the increase in private vehicles. There have been demands for construction of bypasses from different towns. Therefore apart from improving road connectivity, census towns must have more bus routes connecting it with other towns, rural hinterland and nearby municipal areas. Wherever possible, waterways must be developed as a means of transporting both goods and people. Otherwise, census towns will also face

the same problems of urban congestion and vehicular pollution that are already affecting urban local bodies.

Perhaps these challenges cannot be met without significant efforts to strengthen the capacities of local bodies of such census towns. All census towns are village Panchayats in Kerala. Hence, both their revenue base and administrative capacity is less than that of municipal bodies. But, the challenges they face are similar to those of smaller urban local bodies. Therefore, time has come for Kerala to consider the idea of constituting Nagar Panchayats or Town Councils in census towns. These local bodies need to be endowed with more powers and provided financial and administrative support to equip them to deal with challenges of rapid urbanisation. Along with political and administrative changes, training programmes for elected representatives and officials of such local bodies need to be reoriented to focus on challenges of urbanisation.

### **3. Constitution of Town Panchayats: A Possible Solution**

The 74<sup>th</sup> Constitutional Amendment Act (CAA) mentions *Nagar* Panchayats or Town Panchayats as the third category of urban local bodies apart from Municipal Corporations and Municipal Councils. A town that is in a transitional stage from rural to urban with a population of less than 20,000 can be constituted as a town panchayat. The idea was that such transitional areas should not be deprived of statutory powers available for urban local bodies to provide effective governance and tackle problems arising out of this transition. However, the legal power to constitute town Panchayats and enact or make provisions for statutory powers is in the domain of state governments. Most of the larger states like Uttar Pradesh, Madhya Pradesh, Rajasthan and Tamil Nadu have constituted *Nagar* Panchayats for transitional urban areas.

The Kerala Municipality Act, 1994 provides that State Government can through gazette notification convert existing Village Panchayats to Town Panchayats and further to Municipal Councils. However, till date, state government has not converted any Village Panchayat to Town Panchayat. There may be many reasons for this situation. First reason is that there is resistance to converting Village Panchayats to Urban Local Bodies as it may result in higher property and other local taxes. Second reason for Village Panchayats to

oppose this conversion has been the availability of large quantum of funds for rural development from centrally sponsored schemes whereas similar schemes for urban development have been relatively less.

The data from Census 2011 on urbanisation in Kerala provides state government, policymakers and elected representatives a fresh opportunity to evaluate the merits and demerits of constituting town Panchayats. The arguments for constituting town Panchayats for transitional urban areas are:

- (i) Census 2011 states that there are 159 census towns classified as Class IV towns (population between 10,000- 19,999) in Kerala which is the same level of population considered ideal for a town panchayat. All of these census towns have village Panchayats as their statutory local body. If these village Panchayats are converted into town Panchayats, their resource base in terms of own taxes will increase.
- (ii) These increased resources can help to develop new infrastructure and services that cater to the needs of the local population and economy.
- (iii) As these towns become urban local bodies, they can demand for more engineering and technical staff to plan, build and maintain infrastructure and improve existing services.
- (iv) When these towns become urban local bodies, they will become eligible to access funds from centrally sponsored urban development schemes. A second version of JNNURM scheme is actively being thought by the central government. Funds under this scheme are most likely to be shared among states on the basis of percentage of urban population of the state. Therefore Kerala is likely to get an enhanced share of funds from centrally sponsored urban schemes. Town Panchayats will also be eligible to receive such funds.
- (v) As Kerala is rapidly urbanizing, both state and local governments need to plan for changes that this phenomenon will bring. Kerala's rural-urban continuum pattern provides an opportunity to develop small towns as means for improving economic productivity and quality of life of its citizens. Further, the strong and well developed institutional structures and system of decentralised planning in the state make it easier to initiate a new experiment in urban governments in the form of town Panchayats and strengthen administrative and financial capacity of census towns.

#### **4. Conclusion**

Any change of statutory status must involve discussions among elected representatives and people of the particular census towns. Town Panchayats must be seen as a new experiment of the decentralised planning process which can contribute to improved quality of life and economic development in the context of increasing urbanisation of the state. Hope that bringing town Panchayats into the discourse on urban governance will help to tackle some of the evolving issues of urbanization in Kerala.

#### ***References***

- Anon, 2011: Census of India, 2011: Trends in Urbanisation, Provisional Population Totals Paper 2, Volume 2 of 2011: Kerala, Registrar General of India.
- Sreekumar.T.T, 1990: Neither Rural nor Urban: Spatial Formation and Development Process, *Economic and Political Weekly*, Vol.25, No.35/36 Govt. of Kerala,
- 2011: State Urbanisation Report, Department of Town and Country Planning, Thiruvananthapuram.

## Involving Youth in Local Governance

Governance of India underwent progressive changes since the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment Acts in the year 1992. The introduction of reservation for Women, SC, and ST and reduction in the voting age from 21 to 18 resulted in making governance inclusive in nature. Various state governments such as West Bengal, Karnataka, Kerala, Madhya Pradesh, etc. initiated well intended measures to enhance people's participation in the planning and development process. Steps such as People's Plan Campaign in Kerala) and *Palli Sabha* in Madhya Pradesh are laudable. With emerging complexities in national life, the country needs young minds that can generate new ideas of good governance. This paper brings to light the need to involve the youth in the decision-making process, especially in the context of local governance.

**Nayakara Veeresha\***

---

\*Independent Researcher in Local Governance, Kowthalam Village & Mandal,  
Kurnool District, Andhra Pradesh-518344.  
Email: veeresha\_veera@yahoo.com, nayakaraveeresha@gmail.com

## **1. Introduction**

Governance is about how a nation organises its own affairs. It may be social, political and economic affairs. Ancient India was governed well by the young emperors such as Ashoka, Chandragupta, Harsha Vardhana, etc. Independent India was seen great political leaders such as Jawaharlal Nehru, Rajiv Gandhi who were young in their thoughts and actions towards building a prosperous and healthy nation. Today the nation has made considerable progress in science and technology especially in the fields of Information Technology, Communication. But the status of governance in the country remains poor and getting worse with the recent political happenings. At the same time Uttar Pradesh State Assembly Elections in gives a ray of hope in this grey situation. Citizens want changes in the leadership; they are demanding better governance from the state governments. One of the most important things to be considered is that young people in the nation are showing much interest in the governance and they are playing a significant role in shaping healthy public opinion. This is a good sign in the view of strengthening of democracy.

## **2. Rationale for the Youth Participation in Local Governance**

The main purpose of this article is to describe the significance of participation of the young people in the decision-making process to bring positive changes in the community along with their personal growth. The United Nations Convention on the Rights of the Child (CRC), made participation a fundamental right of all young people. Youth participation is a process of involving young people in the institutions and decisions that affect their lives. It is about the real influence of young people in institutions and decisions, not about their passive presence as human subjects or service recipients. (Checkoway, Barry N and Lorraine, M. Gutierrez, 2006). The CRC defines youth participation as freedom of expression on issues affecting young people. (Hart, R. 1992). This is also in consonance with the Article 19(a) of Indian Constitution which provides freedom of speech and expression as fundamental right of all citizens. Young people should be part of governance and other decision making bodies. (Doortje Bracken, Upeka De Silva and Ebrima Saidy, 2004). Youth participation has been linked to greater organizational sustainability and effectiveness and on a macro level, national democratic, social, and economic development. (O' Donoghue, J, Krishner, B, & Mc Laughlin, M. W, 2003).

### **3. Current Scenario of Local Government Institutions in India**

India has one of the best constitutions in the world with clear delineation of roles and responsibilities for each governing institutional structure. Good governance is the key to prosperity. The sooner our parties, governments, economists and media recognize this simple lesson, the better it is for our polity, economy and society. (Narayan.J, 2001). With the advent of 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment Acts in the year 1992-93 the rural and urban local bodies are identified as 'institutions of self-government'. These institutions made considerable progress in ensuring people's participation in the planning and development process especially by the Women, Scheduled Caste, and Scheduled Tribe candidates. Reservation in these bodies has enabled incisiveness, participatory in nature. People's Planning Campaign (PPC) in Kerala was successful in mobilizing the people in the local planning activities. Local Governments in West Bengal achieved considerable progress in delivering essential public goods in the rural areas including the critical area of land distribution.

Nearly two decades have passed since the Constitutional Amendment Acts but the potentials of these institutions has not fully realized as mandated by the Constitution. The functioning of these institutions remains poor as many State Governments are showing reluctance to devolve the powers to work as institutions of self government. Gram Sabha is the participatory structure in the system of Panchayati Raj. It provides a platform to exercise direct democracy in the villages. But these structures are suffering from the lack of citizen participation which has lead to the consequences such as centralization of powers in the hands of few, insufficient funds, functionaries, etc.

It is well known fact that the youth forms the most important segment of the society. Indian youth constitutes approximately 60% of the total population. (Census of India, 2011). They have an important role to play in the governance of the nation. Due to the effective involvement of youth, India has achieved substantial economic progress in the last two decades. Even in the five State (Andhra Pradesh, Odhisa, Sikkim, Maharashtra and Haryana) Assembly elections which took place between April-October 2009 shows that there is an encouraging trend is visible regarding the youth participation in the electoral process (Election Commission of India, Statistical Analysis archives

2009) and also in shaping of healthy, strong public opinion. If we provide suitable environment for the youth to engage them in the decision-making process it will empower them and also promotes transparency and accountability in the administration. There are successful cases where youth participation has enhanced the democratic base and development. (Innovations in Civic Participation, Pravah: 2009).

#### **4. Transforming the Village as a School of Democracy: Case Study of an Youth**

This is a story of a youth who made remarkable changes in the community through the involvement in the local government institution that helped to create a model village for the nation. That is the year of 1989, the village namely Hivre Bazar, in the drought prone district of Ahmednagar of Maharashtra. A young man came to see his village after completion of his education Masters in Commerce. All the common village features such as illiteracy, unemployment, lack of drinking water facility, lack of basic health facility etc. After observing such a situation in the village, the young man took a firm decision to change the face of his village. First he mobilized the young people in the village and formed youth clubs and self-help groups. He was able to mobilize the local people to participate in the gram sabha.

Then he contested in the panchayat elections and elected as Panchayat President. After assuming the responsibility he adopted triple JJJ method i.e. Jal (Water), Janwar (Animal Husbandry) and Jungle (Forest). With his excellent leadership skills he was able to get the support of the villagers. With the help of his young friends and villager's support number of small ponds, lakes were constructed to trap the rain water. This water was given for usage through the decisions taken in the gram sabha. Gram Sabha acted as people's parliament. This preserved rain water was used for the domestic usage and to cultivate the small crops. In this way the livelihood opportunities was increased and the gross income of the household was doubled in the span of two decades. In this journey he took help from the MGNREGS Scheme to create permanent assets for the village. Know this village is a model for the entire nation where we can see the gram swaraj as envisioned by the Mahatma Gandhi in all the villages of India. The man behind this successful institutionalization of development is Shri. Popatrao Powar. The above story tells the real story of sustainable development through the local government institution with the help of youth

initiation and citizen's involvement in the democracy. According to Ken Blanchard "the real essence of empowerment comes from releasing the knowledge, experience and motivational power that is already in people but is being severely underutilized" (Ken Blanchard, John B Carlos, and Alam Randolph., 1999). The above case study reinforces the need to engage the youth in the local governing processes which in turn help the community empowerment along with their progress.

## **5. Need for Youth Participation**

There are wider and large implications of making youth to involve in the decision-making process are firstly the youth will become an informed citizen, secondly it leads to knowledge empowerment, thirdly it will provide a platform to acquire, develop the leadership skills and competencies, and fourthly it will lead to development using the democratic practices. Youth can involve themselves in the functioning of Panchayats and Municipalities in the form of Organizing (organizing themselves into group or associations to assert their concerns, needs), Advocacy (advocating for the issues concerning children, adolescents and youth in their locality), Leadership (to own their decisions which affect their lives, and to mobilize the other citizens for the planning, implementation and monitoring and evaluation process, Service ( in providing basic essential goods to the community in which they are part through Local Government Institutions, Non-governmental organizations) and Governance (Individual level).

(Ministry of Youth Development, 2008). As Rajani (1999) in Dunn (2002, p.6) notes that 'it is only through participation that (adolescents) develop skills, build competencies, form aspirations, gain confidence and attain valuable resources'.

## **6. Conclusion**

With the emerging complexities in national life, the country needs young minds that can generate new ideas of good governance. The question is: Did the policy-makers consider the need for involving youth in decision-making? (Jhumpa Mukherjee, Shoma Choudhary, 2010). The country needs young leaders

who personify energy, enthusiasm, morality and diligence. (Times of India, 2011). Therefore it is high time for the nation to engage the youth in the governance process with a major thrust to involve them in the local government institutions which will equip them with necessary leadership skills and to build good citizenship to shoulder the larger responsibilities at the national stage. Youth Participation in the local governance process gives them a sense of involvement and satisfaction in empowering the community. It will make Panchayats and Municipalities more accountable and transparent to the concerns and needs of the citizens. The above steps will ensure responsive governance to operate more closely to the citizens which forms the basis for citizen centric governance as envisioned by the builders of the Indian Constitution.

### ***References***

- Checkoway, Barry N., and Lorraine M. Gutierrez, 2006: Youth Participation and Community change: An Introduction, The Haworth Press, Inc.
- Hart, R. 1992: Children's Participation: From Tokenism to citizenship, Florence, Italy
- Doortje Bracken, Upeka De Silva and Ebrima Saïdy: 2004 Adolescent/Youth Unit, The International Planned Parenthood Foundation (IPPF): Setting Standards for Youth Participation: Self Assessment Guide for Governance & Programmes, London, United Kingdom
- O' Donoghue, J., Krishner, B., & Mc Laughlin, M.W., 2003: Moving Youth Participation forward. New Directions for Youth Development: Theory, Practice and Research, No.96. San Francisco: Jossey Bass
- Narayan, J., 2001: Good Governance is the key to Prosperity, Economic Times
- Office of the Registrar General and Census Commissioner 2011: Census of India, 2011 Government of India, New Delhi
- Election Commission of India, 2009: Statistical Analysis Archives 2009, Election Commission of India, New Delhi
- Innovations in Civic Participation, Pravah, 2009: 'Nurturing Youth Active Citizenship in India', A report on a stakeholder consultation, New Delhi
- Ken Blanchard, John B Carlos, and Alam Randolph., 1999: The Three Keys to Empowerment, Berrett Koehler, San Francisco
- Ministry of Youth Development, 2008: A Guide for Local Government: An Introduction to Youth Participation New Zealand Government

Rajani R.R, 1999: Promoting Adolescent Strategic Participation: a discussion paper for UNICEF and Dunn, Leith 2002: Meeting the Development and Participation Rights in Jamaica a joint UNFPA/UNICEF Project funded by UNFIP. Promoting Adolescent Participation in Jamaica

Jhumpa Mukherjee, Shoma Choudhary.,2010: Revisiting the National Youth Policy Economic & Political Weekly, Vol XLV Nos 26& 27

Times of India , 26<sup>th</sup> January 2011, 2011 'Young seniors needed' Hyderabad Divison

## **South Asia School of Local Governance**



The school Set up by KILA will provide training to elected representatives and officials of South Asian countries, such as SriLanka, Bangladesh, Bhutan, Nepal, and Pakistan, on democratic decentralisation and local governance.

## **Decentralization: Historical Construct and Contemporary Discourse in Northeast India**

*Decentralization has been emerging as a dominant power sharing trend in the contemporary discourses of administration. The process of decentralization have witnessed a paradigm shift in administrative system from state control towards approaches in which people play an active role in the administration. This reform aim to increase the people's participation in the decision making process. Power sharing in organization can be initiated by various acts such as by sharing leadership, sharing resources and encouraging participation in decision making, goal setting, and delegation of authority in the decentralization process. In this paper, attempt has been made to examine how decentralization in power sharing organizations can improve the performance and accountability of local government institutions in Northeast India, especially, Assam.*

Dr. Jayanta Krishna Sarmah\*  
&  
Daisy Nath\*\*

---

\*Associate Professor, Department of Political Science, Gauhati University, Guwahati.  
E-mail: jayanta1947@gmail.com

\*\*Research Scholar Department of Political Science, Gauhati University, Guwahati.

## 1. Introduction

In general terms, decentralization is described as strategy of governance to facilitate transfer of power closer to the people. It is based on the assumption that greater participation of people in the decision making process will bring greater efficiency and participation in the administration. Sequential theory of decentralization refers that in the process of decentralization, political decentralization takes place at the first stage followed by fiscal decentralization with administrative decentralization occurring last. This devolution of power leads to higher degree of autonomy for the local people. (Falleti, Tulia G, 2005). Power sharing is used to describe a system of governance in which all major segments of society are provided a permanent share of power. It ensures the greater acceptance of administrative decision, enhance development, satisfaction and commitment of the common people towards the decision making system. (Colman, T Peter, 2004). To avoid instability and turmoil in a political institution, sharing of power at deferent level is very much necessary. It increases participation of different groups in the development process and try to bring stability in the political process by protecting the rights of the people, giving extensive power to the different group of the society. The main basic principle of power sharing are grand coalition government (in which all political parties have appointments), protection of minority rights for groups, decentralization of power, decision making by consensus. (Noris, Pippa, 2005).

## 2. Scheduled Areas

Northeast India is the hub of different ethnic communities with their own indigenous governance system. This region is different from the rest of the areas of India and has a distinct culture and society. Other than Assam and Arunachal Pradesh, most of the states in north-east are very small in size and population. The composition of population is also distinct from the rest of the country. The areas are dominated by various tribal communities with their own distinct culture, religion, language and administrative pattern. Assam is also a land of different tribal people. Therefore, the administrative pattern specifically in tribal areas is also different from rest of the country.

The Constitution of India has adopted various means to make decentralization more meaningful in India. In India under its federal structure, powers have been divided between the State and the Centre until the 73<sup>rd</sup> and

74<sup>th</sup> Constitutional Amendment Act (CAA). With the 73<sup>rd</sup> and 74<sup>th</sup> CAA, the power has been devolved at the grassroots level and Panchayati Raj Institutions (PRIs) have given the legal status. The Fifth Schedule of the Constitution of India was introduced to deal with the administration and control of scheduled areas whereas. Similarly, Sixth Schedule made the provisions as to the administration of Tribal Areas in the States of Assam, Meghalaya, Tripura and Mizoram. However, Nagaland, Hills of Manipur is neither covered by provisions contained in CAA nor covered in the Sixth Schedule of the Constitution and the autonomy of the local governance of these areas is administered by the State Laws. Mizoram is entirely not covered under CAA, however, three autonomous councils are roofed under Sixth Schedule-of the Constitution . Similarly, a number of autonomous bodies in Assam have been established under State Laws for local governance. As per the Constitution (Eighty Third Amendment) Act 2000, the Article 243D relating to the reservation of seats in panchayats, is not applicable in Arunachal Pradesh. A part of the hill district of Darjeeling, in West Bengal, covered by the Darjeeling Gorkha Hill Council is also not covered CAA and its autonomy is administered by State Law. In Jammu and Kashmir, Ladakh Autonomous District Council and Kargil Autonomous District Council and the Panchayats have been superseded by the State Government and are not covered by CAA due to the special provisions of Article 371 for Jammu and Kashmir.

### **3. Dual Administrative System**

Assam has both the types of administrative system - general administration and Sixth Schedule administration. Assam has three Autonomous District Councils under the provision of Sixth Schedule, which look after the administration of tribal areas. Under the State Panchayati Raj Act, 1994, the Government of Assam constituted Panchayats at the District, Block and Gram levels and entrusted them with duties and responsibilities with a view to enable them to function as institutions of self-government. It gives the ample scope for the participation of the people in the decision making process along with the reservation of the weaker section of the society. The powers have been legally vested to these institutions and enable the state to transfer funds, function and functionaries in respect of various departments. Different tiers of PRIs have got different responsibilities to developmental works. Every sector has got different functions. Each function has got various activities which can be conveniently and realistically discharged at the

appropriate level. The State Government has, in pursuance to the provisions of the Assam Panchayat Act, 1994, constituted the finance commissions. Panchayat window in the state budget has been opened and fund has been released directly to the Panchayats. Provision of adequate resource to local government commensurate with their duties and responsibility envisaged in the 73<sup>rd</sup> and 74<sup>th</sup> CAA and also to safeguard their financial autonomy has been major concern of the reports of the commission.

The Autonomous District Councils (ADCs) provision is a significant form of local governance, where power has given to the tribal people to fulfill the aspirations of them in their own locality. Since the time of the settlement of the tribes in Assam, they run their administration independently by their own customs and traditions. Even during the colonial period, these areas did not fall under the colonial rule. The British regarded these areas as Excluded Areas or Partially Excluded Areas. Another aspect of the provision of the sixth schedule is that, the interest of the different tribes can be expressed to the central government through the autonomous councils. The autonomous council can act as an agent of communication between the people and the central government. The granting of autonomous council is a safeguard and protection of the interest of the tribal people. The provision of the Sixth Schedule has been recognizing the identity of the different ethnic tribes and at the same time giving them special provision. The District Council wanted to ensure to the tribal people the right of self-rule of the tribal people, to manage their affairs according to their genius, and thereby enable them to preserve their ethnic identity. (Gassah, L.S, 1997).

The PRIs and the District Council is a unique administrative pattern in the country and both has endowed with the judicial, legislative and executive powers. The state government transferred the funds to the institutions for smooth functioning of the system. In pursuance of the Eleventh Schedule of the Constitution of India and as per provisions of the Assam Panchayat Act, 1994 the Government of assam devolved functions. functionaries and funds (3Fs) in respect of the Departments as per Activity Mapping. This devolution of 3Fs is made to all the three tiers of the Panchayati Raj Institutions i.e. Zilla Parisad. Anchalik Panchayat, and Gaon Panchayat with immediate effect from 25th of June, 2007. (The Assam Gazette, 2007). Different tiers of PRIs have got different responsibilities to do development work. Every sector has got different functions. Each function has got various activities which can be conveniently

and realistically discharged at the appropriate level. The ADCs can enact laws with the consent of the Governor of Assam, on the allotment, occupation, use or setting apart of lands, forest lands (except reserved forest) for the purpose of agriculture, grazing lands, allotment for residential or other non-agricultural purposes likely to promote interests of the inhabitants of any village or town. In Karbi Anglong, a villager is prohibited from practicing jhumming in other's land without the permission of the village head and violation is punishable by the village council where the *Borgaonbura* or *Sarkari Gaonbura* acts as the representative of the District Council. However, regarding the inheritance of property, marriages, social customs, the Council has not framed any law or regulation to modify or alter the traditional norms and practices. (Athparia, R.P, 1997). Whereas in the North Cachar Hills laws related to inheritance of property, marriage and divorce and social customs are made by the District Council. (Bhattacharjee, Tanmay, 1997). The Government of Assam transferred the administrative powers of some developed departments to the District Councils to keep the people of these areas aloof from the separatist movement of the Hill State. The services of all the district level officers, subordinate officers, and staffs working in the districts were placed under the administrative control of District Councils. Due to transfer of powers, the District Council has acquired a secretarial status. Previously dual government existed only at the political level but later it existed in the administration sphere too. (Athparia, R.P. 1997)

The PRIs and ADC's are institutional arrangements to promote decentralization at the grassroots level. They endow with respective powers and responsibilities. It prepares and implements plans for the economic development and social justice. To development plan are prepared on the basis of the needs of the local people with the full participation or involvement of the local people. The District Planning Committees (DPCs) has been constituted in Part IX districts and maximum efforts are given to strengthen those committees so that holistic district plans can be prepared for sustainable development of the districts. Necessary training and guidelines are being provided to the district level officials so that they can extend technical support to the PRIs in the preparation of their respective plans for social justice and economic development in a participatory manner. Members of DPCs have also been oriented for the purpose.

A Cabinet Sub-committee has been constituted with Principal Secretary, Planning and Development as its Member Secretary, for finalizing the modalities

in regard to the composition and strengthening the functioning of DPCs. Presently Gaon Panchayats are having share in land revenue, local rates, revenue earned from the settlement of fisheries, House taxes, fines, penalties etc. The State Government has urged the Zilla Panchayats to frame bye-laws under the provisions of the Assam Panchayat Act, 1994 for effective levying of taxes. The State Government have appointed State Election Commission to look into the matters related to preparation of Electoral Rolls, Delimitation of Constituencies, Rotation of seats, qualification of candidates, conduct of elections and adjudication of electoral disputes.

There are village level institutions which ensure participation of people and it equipped with transparency, accountability and neutrality. The Gram Sabha is the ultimate lower strata of the organization consisting of persons registered in the electoral rolls relating to a village comprised within the area of Gaon Panchayat. The Gram Sabha is a place where villagers will discuss development issues, plan accordingly, and initiate development programmes and select beneficiaries for the schemes. Similarly, under ADCs there is village council with a village head known as Goan buras who is working as a representative of district council. They are empowered with the power to collect taxes apart from judicial powers. They identify all the developmental works that should be undertaken in their areas and they approaches to the district council for funds to implement those plans.

In electoral system, the members of the Panchayat and District council are elected on the basis of democratic principle for a fixed term. The electoral system of PRI and District Council are positively related to the concept of good governance. In both these arrangement, they follow proportionate electoral system. Therefore, it ensures that every community should participate in the electoral system and everybody get represents in the electoral system. In PRI there is provision for women representation. This provision is a major move towards strengthening the position of rural women. The introduction of women in sizable numbers into the new Panchayat could bring significant changes in the functioning of these grass-root level institutions. Involvement of women in the Panchayati Raj Institutions is expected to bring qualitative change in the matters relating to health nutrition, children welfare, family care, drinking water, etc. The PRI and ADC received a good amount of revenue from its mineral resources and share the royalties. revenue are generates from house tax, Profession tax, tax on agricultural land for a specific purpose, Fees on licenses,

permissions and services rendered, income from growing trees and other natural resources.

#### **4. Conclusion**

The decentralization in power sharing can be regarded as an important step to achieve the efficient administrative system. PRIs and District Council that can consider as a power sharing administrative system which ensure peoples' participation in the decision making process and poor to the poorest get the privilege in the planning process. In both the governance systems, the elements of good governance are present and both PRIs and ADCs endowed with the judicial, legislative and executive powers. There prevails the system of reservation and nomination to protect the interest of the minority. They give emphasis to draw up and implementation of local level need based plan.

#### ***References***

- Athparia, R.P, 1997: Constitutional Background, Development, Powers and Functions of the Karbi Anglong Autonomous District Council in Gassah, L.S. (ed.) *Autonomous District Council*, Omsons Publications, New Delhi P-133.
- Bhattacharjee, Tanmay, 1997: The North Cachar Autonomous District Council in Gassah, L.S. (Ed.) *Autonomous District Council*, Omsons Publications, New Delhi p-161.
- Colman, T Peter, 2004: Implicit Theories of Organizational Power and Priming Effects on Managerial Power Sharing Decision: An Experimental Study, *Journal of Applied Social Psychology*, Vol., 34, 2, pp. 297-321.
- Falleti, Tulia G, 2005: A Sequential Theory of Decentralisation and its Effects on the Inter Governmental Balance of Power: Latin American Cases in Comparative Perspective, *American Political Science Review*, August, Vol. 99, No. 3.
- Gassah, L.S. (Ed.), 1997: *Autonomous District Council*, Omsons Publication, New Delhi, P-6.
- The Assam Gazette (Extraordinary). Panchayat and Rural Development Department, Government of Assam (No. PDA 336/2001/Pt.III/32), Dispur, 25 June, 2007

### **National and International Courses in Local Governance**

KILA conducts national and international courses in local governance. The course is intended for elected representatives, officials, administrators, academicians, faculty members of training institutions, policy makers, social activists and NGOs who are involved in local governance and decentralisation.

## **KILA JOURNAL OF LOCAL GOVERNANCE**

### ***Articles Invited***

Articles are invited from policy makers, academicians, research scholars, professionals, extension workers, etc. of theoretical and empirical nature on local governance and related areas for the bi-annual publication “KILA Journal of Local Governance”.

Contributors are requested to submit the soft copy of their article together with abstract and CV by e-mail to the Editor at: [kilajournal@gmail.com](mailto:kilajournal@gmail.com)

The articles submitted for publication will be subject to scrutiny by the experts. The editor reserves the freedom to revise the text.

The articles should:

- be in MS word format, typed in 1.5 space on A4 size paper, times new roman.
- be of around 2000 words.
- Avoid tables, pictures, graphs, etc. Tables can be given only if it is unavoidable.
- number all footnotes serially at the end of paper.
- provide references to author and year in the text in parenthesis. eg. (Santhosh.K.P., 2006)
- have a complete and accurate bibliography, placed at the end of the text in the following order.

Author, year: title of the paper, publisher.

Eg. 1. Argyris.G. 1997: Personality and Organisation, Haper and Row, New York.

2. Daver.R.S. 1989: The Human Side of Management, Progressive Publishers Ltd, Bombay.

The abstract [containing 120 words on an average] should be attached separately.

The detailed CV of the author (s) should be attached separately.

***All Correspondence, by email, to: [kilajournal@gmail.com](mailto:kilajournal@gmail.com)***

**STATEMENT ABOUT OWNERSHIP AND OTHER  
PARTICULARS ABOUT**

**KILA Journal of Local Governance**

*Form IV (See Rule 8)*

1. Place of Publication : Kerala Institute of Local Administration
2. Period of Publication : Biannual
3. Printer's Name and Address : Co-operative Press  
Mulamkunnathukavu P.O., Thrissur
4. Publisher's Name and Address : Dr. P.P.Balan  
Director, KILA
5. Editor's Name and Address : Dr. J.B.Rajan  
Assistant Professor, KILA
6. Ownership : Kerala Institute of Local Administration  
(KILA)

I, Dr. P.P. Balan, hereby declare that the particulars given above are true to the best of my knowledge and belief.



## KILA

Kerala Institute of Local Administration (KILA) was established in 1990 under the initiative of the Department of Local Self Government, Government of Kerala. The Institute was initially set up with the corpus funds contributed by the Local Self Governments of Kerala. Undertaking training, research, documentation, consultancy and policy advocacy have been the objectives of the KILA. The Institute has the mandate to train elected representatives, officials and other stakeholders of decentralized planning and local governance. KILA is carrying out a wide range of programmes funded by agencies like Swiss Agency for Development Cooperation, UNDP, UN-HABITAT, World Bank, UNICEF, etc. It is the declared goal of KILA to play a significant role at national and international level to promote the cause of local governance. KILA offers courses in Kerala's decentralization in regional languages of India. This is primarily to meet the training needs of the participants from other Indian states. With this purpose, KILA has translated several documents into English and other languages like Hindi, Tamil, Bengali and Kannada. KILA is also conducting international courses on local governance.

