# RIGHTS BASED DEVELOPMENT AND LOCAL GOVERNMENTS

- AN OVERVIEW WITH SPECIAL REFERENCE TO KERALA -

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### I. RIGHTS-BASED DEVELOPMENT

- THE CONCEPT

#### **EVOLUTION**

- > First Human Rights Revolution
  - \* 1776 US Declaration of Independence
  - ❖ 1789 French Declaration of the Rights of Man and the Citizen
- > Second Human Rights Revolution
  - ❖ Mid-twentieth century led by United Nations
- > Early focus on political rights followed by civil and cultural rights also economic rights
- Development rights emerged much later and are still in the making

### RIGHTS BASED DEVELOPMENT

(contd....)

#### **MILESTONES**

- **\$ 1948** 
  - → Universal Declaration of Human Rights
- **\$ 1959** 
  - → Declaration of Rights of the Child
- **\* 1966** 
  - $\rightarrow$  International Covenant on Economic, Social and Cultural Rights
- **\$ 1975** 
  - → Declaration on the Rights of Disabled Persons
- **\$ 1986** 
  - → UN Resolution on Right to Development
- **\* 1990** 
  - → UN Convention on the Rights of the Child

(contd....)

#### **\* 1992**

→ Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities

#### **\* 1995**

→ Copenhagen Summit on Social Development

#### **\* 2003**

→ Statement of Common Understanding of UN Agencies on Human Rights Based Approach

#### **\$2006**

→ The Declaration of Montreal on LGBT Rights

#### **\$2007**

→ Declaration on the Rights of Indigenous People

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### RIGHTS BASED DEVELOPMENT

(contd....)

#### CHANGING PARADIGMS OF DEVELOPMENT

### **♦ 1950s**

→ Trickle down approach to development

#### **♦ 1960s**

 $\rightarrow$  Focus on technology – for food security

#### **♦ 1970s**

 $\rightarrow$  Importance of Basic Minimum Needs

### **\$Late 1970s and 1980s**

- → Shift to direct attack on poverty
  - √ Family based approach
  - √ Then Group approach

(contd....)

### \*1990s

- →Focus on participation and community based development

  ✓Decentralization
- $\rightarrow$ Importance of Human Development

### \*2000s

 $\rightarrow$ Increasing emphasis on Rights-Based Development

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### RIGHTS BASED DEVELOPMENT

(contd....)

### THE PHILOSOPHY

- > Rooted in the faith in human rights and adherence to the principles of human rights in development
- > All human beings have an inherent right to certain kinds and specific levels of development
  - For a decent and dignified life realizing full potential
- > Rights to be conceptualized, understood, defined, struggled-for, negotiated, realized and protected
  - Often not 'granted' or 'given' but 'taken'



(contd....)

### **NEW APPROACH**

- >In a sense, it is an alternative to both state- directed development and the market-oriented approach
  - \* Trickle down and charity
    - $\rightarrow$  market-based
  - ❖ Need-based and welfare
    - $\rightarrow$  planned
  - Rights-based
    - $\rightarrow$  the new paradigm

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### RIGHTS BASED DEVELOPMENT

(contd....)

Development as politics

Development as economics

Development as a combination of politics and economics

\*blended by humanist ethics

(contd....)

### **KEY PRINCIPLES**

- > Democratic community
- > Awareness
- > Participation
- >Access
- **Empowerment**
- >Accountability

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### RIGHTS BASED DEVELOPMENT

(contd....)

### **IMPLICATIONS**

- > It involves a shift from techno-managerial analysis and solutions to socio-political action
- > Redefines development into rights, duties, access to rights and performance of duties
- > Calls for solutions to discrimination, unjust power relations and inequalities
- > Re-politicization of development
- > Depends on the socio-political process by which citizens claim rights and also construct new rights



(contd....)

### **ANTYODAYA**

- > Respect for dignity and worth of each and every human being as individuals and as members of society
- > The perspective, understanding and aspirations of the ordinary person given importance
- > It calls for change in the ways of functioning of government
  - \* especially at the interface with people
- Provides space for intervention by the people and means for accessing it

### RIGHTS BASED DEVELOPMENT

(contd....)

- > Individual is seen as an active agent
- > Beneficiaries are seen as "actors" and activities are designed for empowerment
- It is beyond creating the enabling environment and the opportunities
  - \* emphasis on attainment of entitlements
- > Rights-Based approach and participatory governance are two sides of the same coin
  - $\diamondsuit$  They are linked through concern for social justice
  - \* Both focus on defining needs and priorities by the people themselves
  - ❖ Participation as an instrument to secure rights



(contd....)

### **NEW PLANNING**

- > Re-orients planning from fitting needs into a scheme to developing schemes in response to needs
- > Planning focuses on -
  - \* Causality analysis
  - \* Pattern analysis
  - \* Capacity gaps analysis
  - ❖ Programme design
- > Emphasis on going to the roots of a problem and analyzing the causes
- > It gives equal importance to processes and outcomes and believes in a strong link between the two

### RIGHTS BASED DEVELOPMENT

(contd....)

### **ACCESSING RIGHTS**

- >Rights related to development, focus on justice more as a social process than a legal process
- Calls for legal and institutional reforms so that the ordinary citizen can make claims and realize rights



(contd....)

- At the same time, it is not about battles in the court and indiscriminate challenges to the authority of the State; it is more about dialogue and dialectics, contestation and convincing, pressurizing and persuading, negotiating and realizing
- Focus more on engagement than adversarial action

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### RIGHTS BASED DEVELOPMENT

(contd....)

### SUMMING UP

- > Development becomes a responsibility for the State, an obligation for its officers and an entitlement for citizens
- > It reshapes relationships and gives a new role to duty bearers in relation to right-holders
- > Imposes moral, legal and financial obligations on the society and the State
- Need for synergy between top down and bottom up processes
- Very attractive and appealing as a guiding philosophy and a rallying point but empirical evidence and outcomes only emerging
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# II. LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT - THE POTENTIAL

# LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT - THE POTENTIAL

- > The closeness of Local Governments to the people provides advantages vis-à-vis the "principles" of Rights-Based Development
  - **\*** Universality
    - $\rightarrow$  as local governments reach out to everyone
  - Indivisibility
    - $\ensuremath{\rightarrow}$  as local governments are in a better position to give equal importance to all rights
  - Inter-dependence and inter-relationships
    - ightarrow as local governments are non-departmental and tend to see things holistically

Responding to people's needs



## LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT – THE POTENTIAL (contd...)

TOTENTIAL (conta...

- \* Participation and inclusion
  - → most conducive in local government scenario
- \* Accountability and rule of law
  - → as local governments have the highest natural accountability and tend to be normative
- It is less of Government and more of governance at local level
  - Less formal and more intimate interface with the citizens
  - Continuity between officials and citizens through the elected representatives

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# LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT – THE POTENTIAL (contd...)

- Ways of working of local governments are inherently in tune with Rights-Based Approaches
  - \* Face to face democracy especially Gram Sabha
  - \* People influencing decisions
  - \* Plural democratic formations
  - ❖ Natural responsiveness
  - → Co-governance
- > Local Governments are naturally participatory
- > Culture of deliberation inbuilt in local governments
  - \* Through natural and created fora





# LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT – THE POTENTIAL (contd...)

- > Alliances and networks develop in relation to local government activities
  - \* SHG network
  - **❖** Watershed groups
  - User groups
- > Community capacity development happens
- > Reduces efforts/costs of political involvement of poor
  - Can directly observe and understand how levers of power can be pulled
  - Learning by seeing
    - $\rightarrow$  may be acting after a lag

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# LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT – THE POTENTIAL (contd...)

- Closer to grassroots
  - Better understanding of the granular realities of underdevelopment
- Normative spread of resources flowing to every nook and corner
  - ❖ Enabling wider access to resources and decisions on their use



# LOCAL GOVERNMENTS AND RIGHTS BASED DEVELOPMENT – THE POTENTIAL (contd...)

### > Space for fuller citizenship

- \* People have a sense of playing key roles in governance
  - $\rightarrow$  enables mobilization of people for local level development and change

### ➤ Naturally transparent

- ❖ Citizens have more information about local government functioning
- > High levels of social accountability

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# III. HISTORICAL ROOTS OF RIGHTS-BASED DEVELOPMENT IN KERALA



### HISTORICAL ROOTS OF RIGHTS-BASED DEVELOPMENT IN KERALA

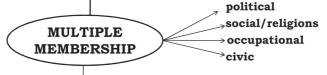
- Long tradition of public action
  - **❖** Petitions and memorials
  - ❖ Social movements of the excluded focussing on education as the liberating force
  - **❖** Protests and agitations
    - →but not violent conflicts
- Matched by an accommodating State
  - →even during monarchy
- Co-existence of 'lunatic asylum' in society and 'developmental laboratory' in governance – before independence
  - →social exclusion and development inclusion

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### HISTORICAL ROOTS OF RIGHTS-BASED DEVELOPMENT

IN KERALA (contd....)

> 'Organization culture' in society and polity



### →SOCIAL CAPITAL

- > A rights-conscious citizenry
  - $\div$  Constant claims and negotiations
  - \* Continuous refining and redefining
  - \* Progressive enhancement

→criticism that Rights-Duties balance is ignored

## HISTORICAL ROOTS OF RIGHTS-BASED DEVELOPMENT IN KERALA (contd....)

### > Vibrant democratic politics

- ❖First elected Communist government in the world -58 years ago
- Only one government voted back to power in the last 58 years – over 15 general elections
- Pioneer of stable coalition politics balancing divergent ideologies
- Democratic politics of intra-party formations and allied organizations
- Cadre-based political parties with grassroots level formations

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# HISTORICAL ROOTS OF RIGHTS-BASED DEVELOPMENT IN KERALA (contd....)

### > Welfare State

- **❖** Land reforms
- Conscious reduction of intra-state developmental differentials

PROBABLY THE FIRST STATE TO EXPOUND THE PHILOSOPOHY OF DEVELOPMENT AS A RIGHT



### DEVELOPMENT EXPERIENCE OF KERALA – SPECIAL FEATURES

- Rights-Based features in governance and development
  - **\***Human Development focus
    - →Easy access to health
    - $\rightarrow$ Right to Education
      - in practice over a long time
        more a performed duty to get educated
    - $\rightarrow$ Universal food security
      - → a kind of Right to Food
    - $\rightarrow$ Land reforms
      - → focus on Right to Homestead

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### DEVELOPMENT EXPERIENCE OF KERALA – SPECIAL FEATURES

(contd....)

- \* Pioneer in social security
  - →Welfare Funds
  - $\rightarrow$ Pensions including for agricultural labour
- \*Widespread provision of Labour Rights
  - ightarrowVery high level of realization
  - → Mechanisms to ensure realization

→Only state without "unorganized" labour

# IV. RIGHTS BASED APPROACH AND DECENTRALIZATION IN KERALA

### PHILOSOPHICAL ROOTS OF DECENTRALISATION IN KERALA

- > Gandhian concept of village democracy and local economic development
  - \*With special emphasis on Antyodaya
- Paulo Freire's belief that people, ordinarily treated as <u>mere objects</u>, <u>known</u> and <u>acted</u> upon, are capable of becoming <u>subjects</u> of their destiny, <u>knowing</u> and <u>acting</u>.

Analysis
Reflection

□ Action

→ breaking the "culture of silence"



### OBJECTIVES OF DECENTRALISATION IN KERALA

- ➤ Democratization and humanization of the State →not rolling back
- Widen and deepen participation
  - \*enabling people to have a role and a say in local developmental governance
  - \*with special emphasis on the poor and that too, women
- Shift from bureaucratic top-down planning and budgeting to participatory, bottom-up planning and budgeting
  - \*the People's Plan
    - $\rightarrow$ With involvement of professionals and practitioners from outside government

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### OBJECTIVES OF DECENTRALISATION IN KERALA

(contd...)

- Move from official and political patronage to societal norms and criteria for benefits to people
- > Enhance responsiveness of government
- > Increase transparency and accountability especially social accountability
  - $\rightarrow$ and reduce corruption
- Transform conflictual politics into a new politics of development
  - →responding to local demand and potential
- Facilitate co-operative and creative public action
   →as opposed to the adversarial mode



### APPROACH TO DECENTRALIZATION IN KERALA

### APPROACH EMBODIES THE SPIRIT OF RIGHTS-BASED DEVELOPMENT

- > Reveals itself in policies, laws, programmes, plans, operational systems and instructions
- > Focus on addressing root causes
  - Core of People's Plan
- > Expanding the space for intervention by people
  - Steps for effective citizenship

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### APPROACH TO DECENTRALIZATION IN KERALA

(contd...)

- > Taking the State to the doorsteps of the citizen
  - Increasing interface and points of contact with people
  - Promoting continuous to and fro flow of information
- Providing the legal, administrative and developmental framework to mandate and promote participation
  - Inbuilt in the design of local planning



### APPROACH TO DECENTRALIZATION IN KERALA

(contd...)

- Campaign for participatory planning
  - Consciousness raising
  - \* New narratives on development
- > Building capacities
  - \* Of the State to understand the new paradigm
  - ❖ Of local governments to function differently
  - \* Of the citizens on new rights
    - → Not achieved as desired
- Very rare for a State to push such development
  - \* Attempt to re-vision the role of the State
  - \* New politics of development

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### **KEY POLICIES**

- > Laying down a methodology for participatory planning
- Clarity in assignment of people-related functions with most functions to the cutting edge level
  - $\Leftrightarrow$  Key service delivery functions devolved
- > Devolution of funds in a untied manner
  - Freedom for local decision-making
- Due process in identification of beneficiaries
  - With emphasis on socially acceptable construct of merit and deservingness



### **KEY POLICIES** (contd...)

### Citizens' Charter mandated

- >Right to Information
  - \* And protocols for proactive disclosures
- >Social Audit
  - More informal and concurrent than formal

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### KEY POLICIES (contd....)

### >PROACTIVE INCLUSION

- Decentralization need not automatically bring about inclusion so proactive policy measures introduced
- **\*** Categories for Affirmative Inclusion
  - $\rightarrow$  The poor including ultra poor
  - → Socially disadvantaged groups Scheduled Castes/ Scheduled Tribes
  - $\rightarrow$  Women
  - $\rightarrow$  Youth
  - $\rightarrow$  Children
  - $\rightarrow$  Aged
  - $\rightarrow$  Differently-abled
  - $\rightarrow$  Terminally ill



### **KEY POLICIES**(contd...)

### Ensuring Inclusion

- \*Reservations in power structures
  - $\rightarrow$  50% for women
  - $\rightarrow$  Proportionate to population for SCs / STs

### Earmarking of funds

- $\rightarrow$ Scheduled Castes Sub Plan (SCSP) Around 25% of devolution
- → Tribal Sub Plan (TSP)
- →Women component Plan 10%
- →Plan for disadvantaged Groups Children, Aged and Other-abled 5%

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### KEY POLICIES (contd...)

### \*Process mandates

- → Preparation of SCSP for Scheduled Castes
- $\longrightarrow$ Preparation of TSP for Scheduled Tribes
  - →through tribal hamlet assemblies
- →Special Gram Sabha for fisher-folk
- $\longrightarrow$ Idea of Gram Sabha of excluded groups  $\vdash$  Emerging
- Preparation of Anti-poverty Sub Plan



### **KEY POLICIES**(contd...)

### Programmes of care and compassion

- $\rightarrow$ Asraya for destitutes
- $\rightarrow$ BUDS for mentally challenged
- $\longrightarrow$ Palliative Care for terminally ill

### **Status studies**

- →Gender
- $\rightarrow$ Child
- $\rightarrow$ Other-abled

→For understanding and advocacy

### \*Safeguards

- $\rightarrow$ Social maps for SC/ST
- $\rightarrow$ Non-diversion conditions for Fund
  - → shortfalls to be made up in the next year

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### **KEY POLICIES**

(contd...)

### Multiple accountability system

- Social accountability
- Formal accountability
  - →Ombudsman
  - $\longrightarrow$ Appellate Tribunal



### V. PERFORMANCE OF RIGHTS BASED DEVELOPMENT BY LOCAL GOVERNMENTS IN KERALA

### **PERFORMANCE**

### SPECIFIC RIGHTS



- \*Culture of disclosure inculcated
  - $\longrightarrow$ Aided by IT applications
  - $\longrightarrow$ Refined by Office Management Systems like Front Office
  - $\rightarrow$ Considerable improvement in transparency of functioning
    - √intended or otherwise

→ in spite of the shocking incident in the news recently – but an isolated one

### ► RIGHT TO WORK

- MGNREGA incorporates a "bundle" of Rights as such it is a unique legal expression of Rights-Based Development. The Rights include:-
  - $\rightarrow$ Right to employment
  - →Right to basic social security
  - →Right to participate and decide local plans
  - →Right to equal wage
  - →Right to decent wage
  - →Right to Service Delivery
    - √ Timely payment
    - ✓ Basic facilities at worksite
    - ✓ Health of the worker
  - $\rightarrow$ Right to Information

In combination, it is Right to Livelihood - a critical step towards Right to Development itself.

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### PERFORMANCE (contd...)

- Unique partnership with the women's groups through Kudumbashree
  - → women's groups organized the works
  - $\rightarrow$  92% of the workers are women
- Excellent outreach and social security
- ❖ Improvement in the status of women especially in spending decisions
- But need to reduce delays in payment of wages
- Need to link works with livelihoods
- ❖ Shocking absence of good Social Audit



### RIGHT TO HOUSING

- Universal housing scheme under implementation
  - $\rightarrow$ With substantially enhanced subsidy
- ❖ Quality of public housing quite good
- But access to homestead stuck due to high costs

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### PERFORMANCE (contd...)

### > RIGHT TO EDUCATION

- Significant improvement in quality of infrastructure in schools
- Good models in improving quality education
  - →Yet a long way to go in skilling and vacationalization

### ► RIGHT TO FOOD

- ❖Involvement of local governments marginal
- Emerging models in reaching out to the hungry few
- Quality of nutrition in ICDS needs huge improvement especially in tribal and coastal areas

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### PERFORMANCE (contd...)

### RIGHT TO LIVELIHOODS

- A national best practice on partnership between Local Governments and Community Based Organizations of the poor through Kudumbashree.
  - $\rightarrow$  reaching out to about 40 lakh families
- ❖ Strong working relationship
  - $\longrightarrow$  CBOs seen as sub-systems of local governments but not subordinate systems
- \*CBOs utilized in participatory assessments and surveys
  - $\rightarrow$  Gender status
  - $\rightarrow$  Status of children
  - → Status of destitutes
  - $\rightarrow$  Status of terminally ill



- \*Facilitating the CBOs in creative activities
- \*Actualizing the idea of gender sensitive plans
- Use the women groups for organization of MGNREGS
- Moving on to Child Rights through the women's groups in the form of Bal Sabhas and Bal Panchayats
- \*CBOs successful advocates of the poor in articulating demand for development
- \*CBOs deepening accountability
  - $\rightarrow$ through silent Social Audit
- \*CBOs contributing to local government leadership
  - ightarrow 54% of the elected women representatives are from Kudumbashree

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### PERFORMANCE (contd...)

### RIGHT TO SERVICE DELIVERY

- ❖ Interesting experiments in e-services
- Effective grievance redressal through Front Office
- ❖ Gram Seva Kendras in every ward
- \*Citizens Charter in all local governments
- ❖ISO 9001: 2008 certification in 31 local governments

### >UNTO THE LAST

- Excellent work in identification and care of destitutes through Asraya programme
  - $\rightarrow$ a package of services
- ❖Outstanding performance in palliative care covering 86,000 persons in dire need

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### PERFORMANCE (contd...)

### GENERAL RIGHTS

- ❖Improved levels of participation
- Active engagement between the citizen and local governments
- Space for intervention of people in development decision-making effectively used
- High levels of natural transparency



- **₩**Widespread practice of analyzing root causes
  - ightarrow Gender status
  - → Status of child
  - $\rightarrow$  Status of persons with disabilities
  - $\rightarrow$  Status of aged
  - → Status of those who need care
- Good local models of sustainable and equitable development
  - $\rightarrow$  BUDS schools for mentally challenged
  - ightarrow Anti-poverty plans
- ♣ High levels of accountability
  - $\rightarrow$  Electoral
  - → Social
  - → Less of formal accountability

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### SPECIAL PERFORMANCE

- The role of Perumatty Gram Panchayat in the agitation against Coca-Cola factory at Plachimada in Palakkad
- The role of local governments in assisting the victims of Endosulfan tragedy in Kasaragod

### AREAS OF CONCERN

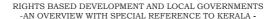
- Hyper democracy constituency mentality
  - Division of funds equally
- Lack of a working relationship with Civil Society Organizations
- Inability to understand and respond to Rights of Tribals
  - \* Inexplicable part of Kerala's development
- Risk of causality analysis not being pursued to the logical end
- Response to Rights of Scheduled Castes limited to provision of basic minimum needs
  - Human development potential not fully realized
  - Not in tune with aspirations
  - Signs of alienation
- Emerging issues of the basic rights migrant labourers

### **AREAS OF CONCERN** (contd...)

Localizing of Environmental Rights not common

### For example -

- Filling up of paddies
- Onslaught of real-estate lobbies
- Sand mining
- Quarrying
- Conflict between self-interest and collective interest in sanitation particularly solid waste management
- Social Audit largely perfunctory
- Gram Sabha meetings getting routinized
- Continuity and sustainability of innovations





### VI. WAY FORWARD AND CONCLUSION

### **WAY FORWARD**

- Need to strengthen Gram Sabhas
  - Neighbourhood groups as sub-systems of Gram Sabha
- Creating more participatory fora
  - Like Citizen Juries, Thematic Expert Panels, Bi-partisan or Multi-partisan, Reconciliation Committees, etc.
- Citizen education as a priority
- Social Audit to be operationalized in spirit
- > Introduce a regime of mandatory disclosures
  - \* Prescribing mode, format and periodicity
- Using IT for transparency and accountability
   For example
  - \* Photo-based monitoring of assets



### WAY FORWARD (contd...)

- Promoting tools like Community Based Monitoring and Citizen Score Card
- Special capacity building of elected representatives on rightsrelated concepts like fairness and justice
- Environmental education for elected representatives
- Mandating a simple environment framework for local government projects
- Social entrepreneurship model for local economic development
- Expanding care and compassion schemes
  - ❖ At least upto 10% of the plan
- Organizing SHGs of people with disabilities
- Benchmarking services and independent assessment of performance

### WAY FORWARD (contd...)

- > Assessing outcomes
- Introduction of a Rights-Based legislation on the lines of the Andhra Pradesh Act on SCSP and TSP
- Concerted preparation of SCSP and TSP on a campaign mode
  - ❖Intermediated by experts and professionals
- Operationalizing zero tolerance for corruption
  - \*\*Corruption is what converts rights into a favour
- Explore possibility of auditing of Rights-Based Development in local governments by an independent institution



### **CHALLENGES**

- Rights vis-à-vis local governments and vis-àvis the State
- Deciding the pace of progressive realization of rights
- Balancing individual and collective rights
- Avoiding false hopes and hype
- Deciding when to go for legal remedies
- Transforming socio-economic structures responsible for denial of rights
- > Avoiding domestication/trivialization

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### **CONCLUSION** (contd....)

- Has great normative and analytical value
- Even if only a moral fiction, it provides a rallying point for movements and motivates achievements
- Its transformational potential is enhanced if it flows out of people's experiences, values and aspirations
- It is more sustainable if it is rooted in institutions
  - Beyond whims of policy-makers



### **CONCLUSION** (contd...)

- It calls for convergence of all democratic media
  - \*People
  - \*Civil Society
  - \* Media
  - \*Parliament
  - **❖** Judiciary
- Ultimately it is about state-citizen relationship
  - The local government eco-system is most conducive for Rights-Based development



